CITY of ALBUQUERQUE
TWENTY SIXTH COUNCIL

COUNCIL BILL NO. R-25-142 ENACTMENT NO. _____

SPONSORED BY: Joaquín Baca, by request

RESOLUTION

APPROVING THE TRANSIT DEPARTMENT'S SERVICE EQUITY ANALYSIS OF THE PROPOSED ABQ RIDE FORWARD RECOVERY NETWORK.

WHEREAS, pursuant to Title VI of the Civil Rights Act of 1964, 42 U.S.C. §2000d et seq. ("the Act") and 49 CFR Part 21, the U.S. Department of Transportation and the Federal Transit Administration (FTA) prohibit discrimination on the basis of race, color or national origin; and

WHEREAS, as a recipient of FTA funds, the Transit Department is required to comply with the requirements of the Act and applicable implementing regulations; and

WHEREAS, pursuant to FTA Circular 4702.1B, the Transit Department is required to conduct a service equity analysis for any major service changes as defined locally and to submit that equity analysis to its governing entity for approval; and

WHEREAS, the Transit Department's current 2023 Title VI Program, approved by City Council in June 2023, defines a major service change as a change that increases or decreases service revenue hours on a route by 35 percent or more or that adds or eliminates service to 35 percent or more of the bus stops on a route; and

WHEREAS, starting in 2022 the Department gathered extensive public comments through three main phases of the "ABQ RIDE Forward" planning effort to establish a new bus route network and used those comments to guide the development of the final "Recovery Network;" and

WHEREAS, the "Recovery Network" represents a major service change by changing some routes and adding approximately 40% more service than the

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current service, which has been reduced due to staffing shortages, and will return total service to pre-pandemic levels; and

WHEREAS, the Equity Analysis of the ABQ RIDE Forward Proposed New "Recovery" Bus Route Network concluded that there was no disparate impact on minorities or disproportionate burden on low-income households as defined in the Department's 2023 Title VI Program; and

WHEREAS, the Council has considered and determined to approve the Transit Department's Equity Analysis of the ABQ RIDE Forward Proposed New "Recovery" Bus Route Network.

BE IT RESOLVED BY THE COUNCIL, THE GOVERNING BODY OF THE CITY OF ALBUQUERQUE:

Section 1: That the Equity Analysis as set forth in the attached Exhibit A entitled "ABQ RIDE Forward Proposed New 'Recovery' Bus Route Network Spring 2025 Equity Analysis" is approved.

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CITY OF ALBUQUERQUE

Albuquerque, New Mexico

Office of the Mayor

Mayor Timothy M. Keller

INTER-OFFICE MEMORANDUM March 31, 2025

TO: Brook Bassan, President, City Council

FROM: Timothy M. Keller, Mayor

SUBJECT: Approving the Transit Department's Service Equity Analysis of the Proposed ABQ RIDE Forward Recovery Network

Attached is a Resolution that would approve the Transit Department's Service Equity Analysis of the Proposed ABQ RIDE Forward Recovery Network, a plan for changes to bus routes developed with extensive public input over the last three years. The Federal Transit Administration (FTA), per their Circular 4702.1B implementing Title IV of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq.), requires recipients of FTA funding to conduct an equity analysis for any major service changes and for the recipient's governing body to review and approve that equity analysis.

Title VI of the Civil Rights Act of 1964 prohibits discrimination based on race, color or national origin in the provision of benefits from a program receiving Federal financial assistance, and FTA's implementation of that law includes a requirement for transit agencies to perform a service equity analysis, approved by the City Council, whenever any "major service changes" are proposed. ABQ RIDE's 2023 Title VI Program contains ABQ RIDE's definition of "major service changes" as required by FTA's implementing regulations.

The proposed Recovery Network service plan represents a major service change, and therefore the Transit Department has conducted the required equity analysis of that proposal. The service equity analysis found that there is no "disparate impact" on minorities and found no "disproportionate burden" on low-income households. The Transit Department cannot begin developing the plan for the phased multi-year implementation of the new network plan until Council approves the equity analysis.

Legislation Title: Approving the Transit Department's Service Equity Analysis of the Proposed ABQ RIDE Forward Recovery Network

Approved:

Samantha Sengel 4/14/25

Samantha Sengel, EdD Date
Chief Administrative Officer

Approved as to Legal Form:

DocuSigned by:
Lauren Keefe 4/9/2025 | 9:22 AM MDT
1A21D96D32C74EE...

Lauren Keefe Date
City Attorney

Recommended:

DocuSigned by:
Leslie Keener 4/8/2025 | 3:53 PM MDT
FFB323DDFBE2427...

Leslie Keener Date
Director, Transit

Cover Analysis

1. **What is it?**
   Request for approval of the Transit Department's "Service Equity Analysis of the ABQ RIDE Forward Proposed New 'Recovery' Bus Route Network" as required by the Federal Transit Administration (FTA) per their Circular 4702.1B implementing Title IV of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq.).

2. **What will this piece of legislation do?**
   This resolution will approve the Transit Department's "Service Equity Analysis of the ABQ RIDE Forward Proposed New 'Recovery' Bus Route Network".

3. **Why is this project needed?**
   Per the authority above, FTA requires recipients of FTA funding to conduct an equity analysis for any major service changes and for the recipient's governing body to review and approve that equity analysis.

4. **How much will it cost and what is the funding source?**
   There is no additional cost to the city.

5. **Is there a revenue source associated with this contract? If so, what level of income is projected?**
   None.

6. **What will happen if the project is not approved?**
   The Transit Department cannot implement the new service plan until the equity analysis is approved. Approval will allow the Department to develop a multi-year phased implementation plan.

7. **Is this service already provided by another entity?**
   No.

FISCAL IMPACT ANALYSIS

TITLE: APPROVING THE TRANSIT DEPARTMENT'S SERVICE EQUITY ANALYSIS OF THE PROPOSED ABQ RIDE FORWARD RECOVERY NETWORK

R:
O:
FUND: 663/661
DEPT: Transit

[x] No measurable fiscal impact is anticipated, i.e., no impact on fund balance over and above existing appropriations.

[ ] (If Applicable) The estimated fiscal impact (defined as impact over and above existing appropriations) of this legislation is as follows:

	Fiscal Years 2025	2026	2027	Total
Base Salary/Wages	-	-	-	-
Fringe Benefits at	-	-	-	-
Subtotal Personnel	-	-	-	-
Operating Expenses	-	-	-	-
Property	-	-	-	-
Indirect Costs	-	-	-	-
Total Expenses	$ -	$ -	$ -	$ -
[x] Estimated revenues not affected				
[ ] Estimated revenue impact				
Revenue from program				
Amount of Grant				
City Cash Match				
City Inkind Match				
City IDOH	-			
Total Revenue	$ -	$ -	$ -	$ -

These estimates do not include any adjustment for inflation.

* Range if not easily quantifiable.

Number of Positions created 0

COMMENTS: The Equity Analysis is required by the Federal Transit Administration's Title VI regulations for any major service changes.

COMMENTS ON NON-MONETARY IMPACTS TO COMMUNITY/CITY GOVERNMENT:

PREPARED BY:

DocuSigned by: Karen Lopez

FISCAL MANAGER

APPROVED:

DocuSigned by: Leslie Keers 8/2025 | 3:53 PM MDT

DIRECTOR (date)

REVIEWED BY:

DocuSigned by: Haiyan Zhao

EXECUTIVE BUDGET ANALYST

DocuSigned by: Lawrence Davis 8/2025 | 4:56 PM MDT

BUDGET OFFICER (date)

Signed by: Christine Boerner

CITY ECONOMIST

Timothy M. Keller
Mayor

ABQ RIDE Forward Proposed New "Recovery" Bus Route Network

Spring 2025

ABQ RIDE Equity Analysis

City of Albuquerque
Transit Department

March 31, 2025

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1 Introduction

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, or national origin in programs receiving Federal financial assistance. This equity analysis follows the requirements of the Federal Transit Administration's Circular C 4702.1B "Title VI Requirements and Guidelines for Federal Transit Administration Recipients." Specifically, the Circular requires any FTA recipient serving a population of 200,000 or greater to evaluate major service changes before implementation to determine whether those changes have a disparate impact on minorities (the term used in the Circular) or disproportionate burden on low-income populations. By ABQ RIDE's policy, a major service change is defined as: 1) a change that increases or decreases service revenue hours on a route by 35 percent or more or 2) a change that adds or eliminates service to 35 percent or more of the bus stops on a route.

This document is an analysis of ABQ RIDE's proposal to update its network of bus routes, including where they go, how often, over what hours of the day and on which days of the week. Developed through an extensive process over the last several years and involving public feedback in three major phases, the proposed "Recovery Network" provides a plan for a return to an overall quantity of service comparable to pre-pandemic levels. Current service, due to driver and mechanic shortages, is less than 65% the amount of pre-pandemic service. Implementation of the plan will occur in phases over the next several years.

While the Recovery Network represents a large overall increase in service over current levels, the network includes changes to where some routes go and how often they go there, including reducing or eliminating service in some areas while increasing it in others. Therefore, the network is likely to provide benefits to many but not all current and potential riders, so the purpose of this equity analysis is to ensure that those benefits accrue equitably, without disproportionately benefiting non-minority and/or high-income areas or disparately impacting minority populations or disproportionately burdening low-income households.

2 ABQ RIDE Major Service Change Policy

ABQ RIDE's Title VI Program defines a major service change as one that increases or decreases service revenue hours on a route by 35 percent or more, or adds or eliminates service to 35 percent or more of the bus stops on a route. If a service change exceeds this threshold, ABQ RIDE will conduct a service equity analysis for the proposed change. The service equity analysis begins with identifying adverse effects of a proposed major service change. Service reductions like the proposed suspensions may have adverse effects and may result in a disparate impact based on the criteria described below. ABQ RIDE evaluates the equity of major service changes with respect to minority status and with respect to low-income status.

2.1 Disparate Impact Policy for Minority Populations

ABQ RIDE's major service change policy, contained in the 2023 Title VI Program, establishes a threshold for determining when adverse effects of a major service change are borne disparately by minority populations. ABQ RIDE's threshold for a significant disparate impact is when the percentage of minorities adversely affected by a major service change is greater, by 10 percent or more, than the average percentage of minorities in the service area. ABQ RIDE assesses this impact by using Census data to compare the percentage of minorities along the impacted corridor to the percentage of minorities in the service area overall.

Information about the minority status of the population within ABQ RIDE's service area is taken from the 2020 Census data for Census blocks. The white (non-Hispanic) population is 253,743, comprising less than half of the population at 37.3 percent. Minorities (anyone who is not white and non-Hispanic) number 426,764 or 62.7 percent of the total. The data are summarized in Table 1, and minority population densities are illustrated in Map 1.

Table 1

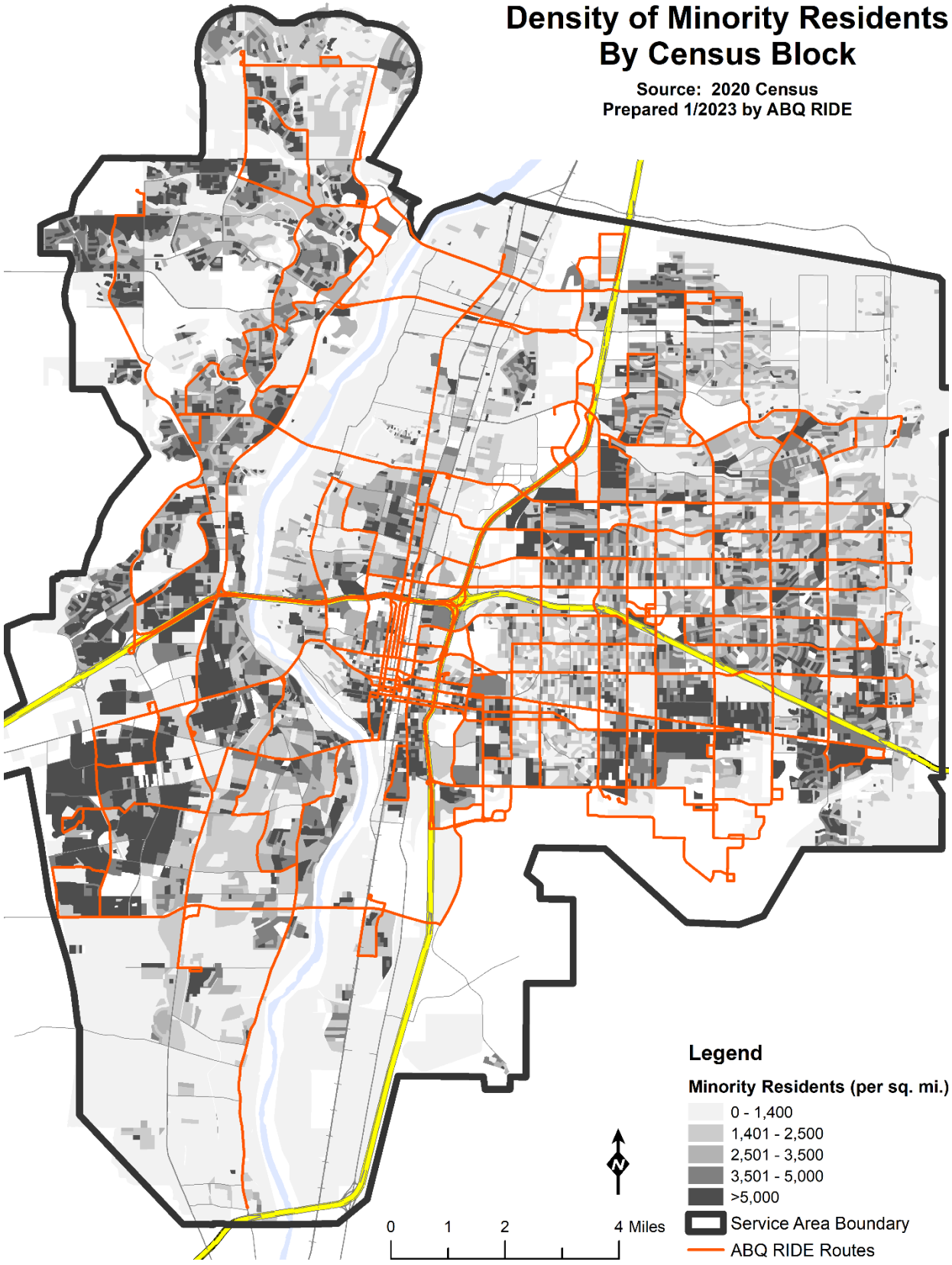
2020 Census Population Race/Ethnicity for ABQ RIDE Service Area

Total Population		**680,507**	**100%**
Hispanic	Any Race	334,629	49.2%
Non-Hispanic	Black or African American	18,397	2.7%
	American Indian or Alaska Native	27,583	4.1%
	Asian, Hawaiian or Pacific Islander	20,518	3.0%
	Other or Multi-Racial	25,637	3.8%
	White	253,743	37.3%

Source: 2020 Census data by block

Since minorities make up 62.7 percent of the population in ABQ RIDE's service area, a major service change that affects Census blocks with a population that is more than 72.7 percent minority would be considered to have a disparate impact.

Map 1


Density of Minority Residents
By Census Block
Source: 2020 Census
Prepared 1/2023 by ABQ RIDE
Legend
Minority Residents (per sq. mi.)
0 - 1,400
1,401 - 2,500
2,501 - 3,500
3,501 - 5,000
>5,000
Service Area Boundary
ABQ RIDE Routes
N
0
1
2
4 Miles

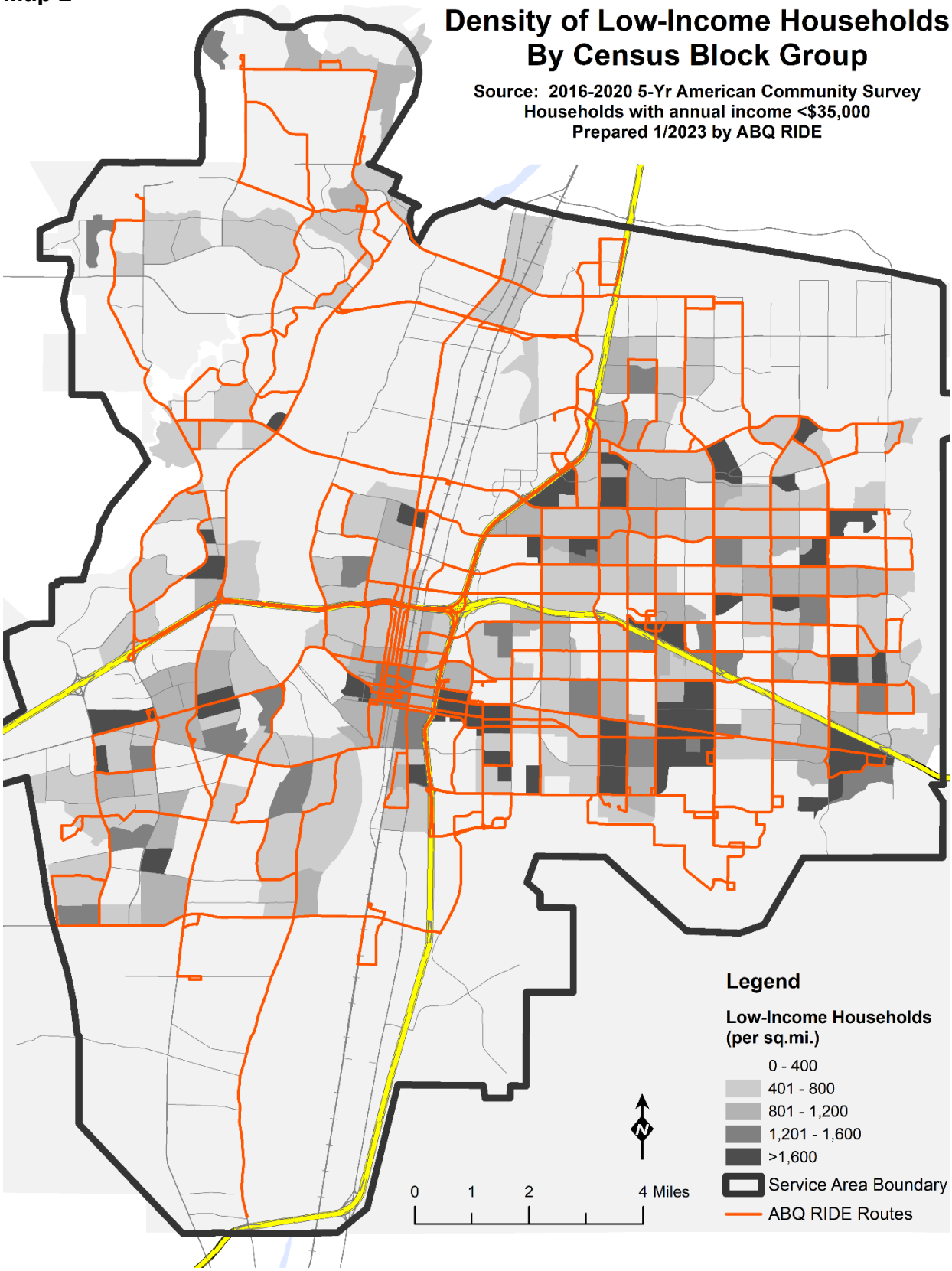
2.2 Disproportionate Burden Policy for Low-Income Households

The major service change policy also establishes a threshold for determining when adverse effects of a major service change are borne disproportionately by low-income households. ABQ RIDE's threshold for a significant disproportionate burden is when the percentage of low-income households adversely affected by a major service change is greater by 10 percent or more than the average percentage of low-income households in the service area. ABQ RIDE assesses this impact using Census data to compare the percentage of low-income households along the impacted corridor to the percentage of low-income households in the service area overall.

Following FTA's guidance to define "low-income" inclusively, ABQ RIDE defines "low-income" to be households with income less than approximately $35,000 per year. This is approximately comparable to the income requirement of 165 percent of the poverty level for a three-person household to qualify for the State of New Mexico Supplemental Nutrition Assistance Program (SNAP). Based on 2016-2020 5-year American Community Survey (ACS) estimates for Census block groups, low-income households make up 33.2 percent (90,514) of the total households (272,338) in the service area. Low-income household densities are illustrated in the Map 2.

Since low-income households make up 33.2 percent of the total households in the service area, a major service change that affects Census block groups with more than 43.2 percent low-income households would be considered to have a disproportionate burden.

Map 2


Density of Low-Income Households
By Census Block Group
Source: 2016-2020 5-Yr American Community Survey
Households with annual income <$35,000
Prepared 1/2023 by ABQ RIDE
Legend
Low-Income Households
(per sq.mi.)
0 - 400
401 - 800
801 - 1,200
1,201 - 1,600
>1,600
Service Area Boundary
ABQ RIDE Routes
N
0
1
2
4 Miles

3 Proposed ABQ RIDE Forward Recovery Network

3.1 Background

ABQ RIDE began an extensive process, called “ABQ RIDE Forward,” in 2022 to review the purpose and performance of the bus network in Albuquerque in order to develop an updated network defining where bus routes go, at what times they run, and how frequently. A nationally and internationally renowned consultant specializing in transit network designs, Jarrett Walker & Associates (JWA), provided expertise, analysis, and assistance with public engagement throughout the planning process. JWA brought experience from assisting other cities through network redesigns including Tucson, AZ and Spokane, WA as similar peers, as well as bigger transit systems such as Houston Metro. Local sub-consultants Toole Design and Bohannan Huston provided additional resources focused on the public engagement component.

The ABQ RIDE Forward planning process applied a collaborative and community-driven approach to reimagining the City’s transit network, and our progress has been the result of three rounds of public engagement, each of which included public meetings, pop-up events, workshops with stakeholders, focus groups, and community surveys. Efforts were led by ABQ RIDE staff with major input from:

- Existing riders
- Members of the general public
- Advocates and non-profit organizations
- Governmental partners such as Bernalillo County, MRCOG, and Rio Metro
- Representatives from CNM, UNM, and UNM Hospital

The planning proceeded in three major phases:

- Asking how the City should prioritize allocating resources for service;
- Presenting two contrasting network options emphasizing different priorities that the public expressed in the first phase to illustrate how those priorities would affect service allocation decisions; and
- Proposing a new bus route network based on input from the previous phase and getting public feedback on the proposal to inform any final adjustments to it. Several adjustments are incorporated in the network presented in this equity analysis.

Through those phases, ABQ RIDE collected almost 3,000 survey responses from the public along with more in-depth comments at events. ABQ RIDE held or presented at about 45 pop-up and intercept survey events, 18 small group discussions, and 30 meetings. Members of the project team discussed the project in radio and TV interviews and distributed hundreds of flyers, placed posters on all ABQ RIDE buses and transit centers, posted about the project on social media, placed banner notices on the Transit app, and provided updates through community email newsletters.

The consultant team also posted reports, data and maps accompanying each phase of the project on the project website (ABQRIDEForward.com). In the final phase of the project, the report included a summary of the approximately 1,000 text comments received in the public survey, half of which were specific to particular routes. A more detailed discussion of those comments and how the proposed network was adjusted in response is in Section 4 Consideration of Public Comments.

As shown in Figure 1, public feedback on the proposal was strongly positive overall. In a survey with responses from 730 people, 69% of respondents said the Recovery Network would be “much better” or “somewhat better” for them individually; only 12% said the Recovery Network would be “somewhat worse” or “much worse.” When asked about impacts to the City overall, 78% of respondents said it would be “much better” or “somewhat better,” and only 6% said it would be “somewhat worse” or “much worse.” Similar rates of approval were found among different demographics, including by minority status, income and current rate of transit use, indicating broad overall support for the proposed changes.

Following are key attributes of the Recovery Network. Much more detail is located in multiple reports and maps provided on the project website.

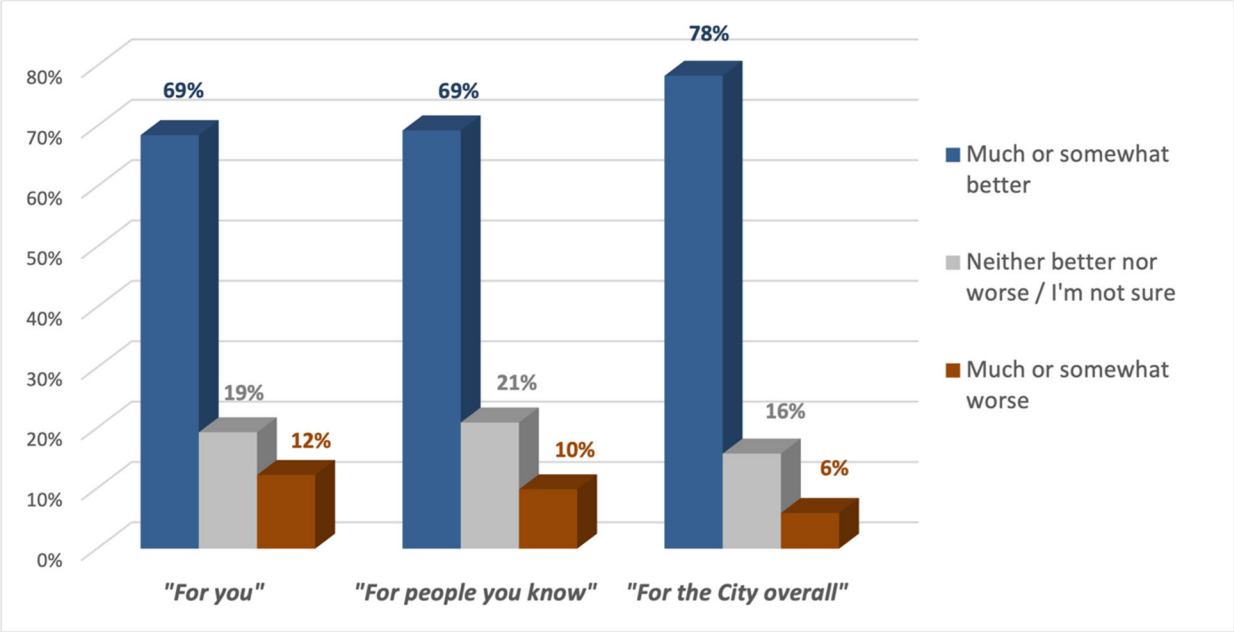


Figure 1: Opinions about the Recovery Network from 730 survey respondents.

3.2 Summary of the Proposed Recovery Network

The proposed Recovery Network responded to prior phases of public input and includes a significant update of existing routes and schedules to simplify the overall bus transit system and provide a higher quality of service. Key facets of the Recovery Network include:

- Seven-day-a-week frequencies on most routes.
- Better frequencies, including every 15 or 20-minutes on eight major routes on weekdays, six of which would continue to offer high frequency all weekend.
- Modifications of the ART routes to provide one-seat-ride service from Northwest Albuquerque and the Southwest Mesa to Downtown, UNM, and the Central Ave corridor.
- More frequent service on the core of University Blvd, past both UNM's and CNM's Main Campuses as well as UNM Hospital.

To make these changes possible, some very low-ridership routes that operated before the pandemic would not be restored, and other routes would be simplified. Some residents would have a longer walk to a bus stop, but in most cases they would reach a route with a shorter wait for service and more service all week long.

In developing the draft Recovery Network with guidance from the multi-agency working group, the project team continued to use the following reminders of the various advantages and goals that transit provides to guide decisions:

- Equity: access to opportunities for people who can't drive due to age, income or disability as well as equitable access for people of color
- Sustainability: reduced dependence on personal automobiles for travel, thereby reducing carbon and other emissions, parking requirements, and congestion
- Affordable housing: access to opportunities by transit reduces parking requirements, allowing developers to build more housing on sites at lower costs.
- Economic development: a robust transit network not only reduces housing costs but also increases access to employees for businesses.

The proposed network factored in locations of the following:

- Zero-car households and households with income below 150% of the poverty level
- Non-white population
- Other vulnerable populations
- Important destinations for the most likely riders
- Areas of redevelopment potential or growth in the urban area
- Geographic distribution of coverage service

Proposed Recovery Network

The proposed Recovery Network would increase service to the pre-pandemic service level (from 63% currently). As shown on the following page, the network would provide more frequent service on major corridors, as well as much better service to CNM and the sports complex. The proposal would improve service to the International District and the Southwest Mesa. With the exception of the Southwest Mesa, the network would not expand coverage to any new areas that have not had service before, and frequencies in many areas would not be high, but most areas would get significant service improvements over current levels. The network would incorporate two microtransit zones to provide coverage service where population densities and street networks make fixed-route bus service unproductive.

To meet the needs of the many commuters going to jobs in the retail, hospitality and service sectors, the network would operate transit service at the same frequencies and similar hours of the day from Monday through Saturday, with slightly reduced hours of the day covered on Sunday. Providing better service on weekends and evenings was a proposal that generated some of the most enthusiastic public support earlier in this project.

With the improvements in the frequency of service, the average resident could reach substantially more jobs (and the education, shopping, medical, and other destinations that jobs provide) in a reasonable travel time. Those benefits are even more pronounced for 30 and 45-minute travel times for people living in areas with high vulnerability scores. Many more people would have service nearby, including frequent service, on weekday evenings and on weekends.

Figure 2 is a side by side comparison of the current route network versus the Recovery Network with frequency of service shown by varying colors and line widths. Higher frequency routes are useful to more people, since they reduce the amount of time riders have to wait before catching the bus or after arriving at their destination, whether they have a fixed time when they need to depart or arrive (e.g. for work or school) or are taking more flexible trips (e.g. for shopping) that can consume large amounts of time if service runs only occasionally. The maps show the networks at midday when many non-traditional commutes overlap with school, shopping, medical and other trips (and when ABQ RIDE ridership has been highest for many years). See attachment 1 for a more detailed map of the Recovery Network.

Comparison of Current and Proposed Networks

See attachment 1 for a larger map of the Recovery Network.

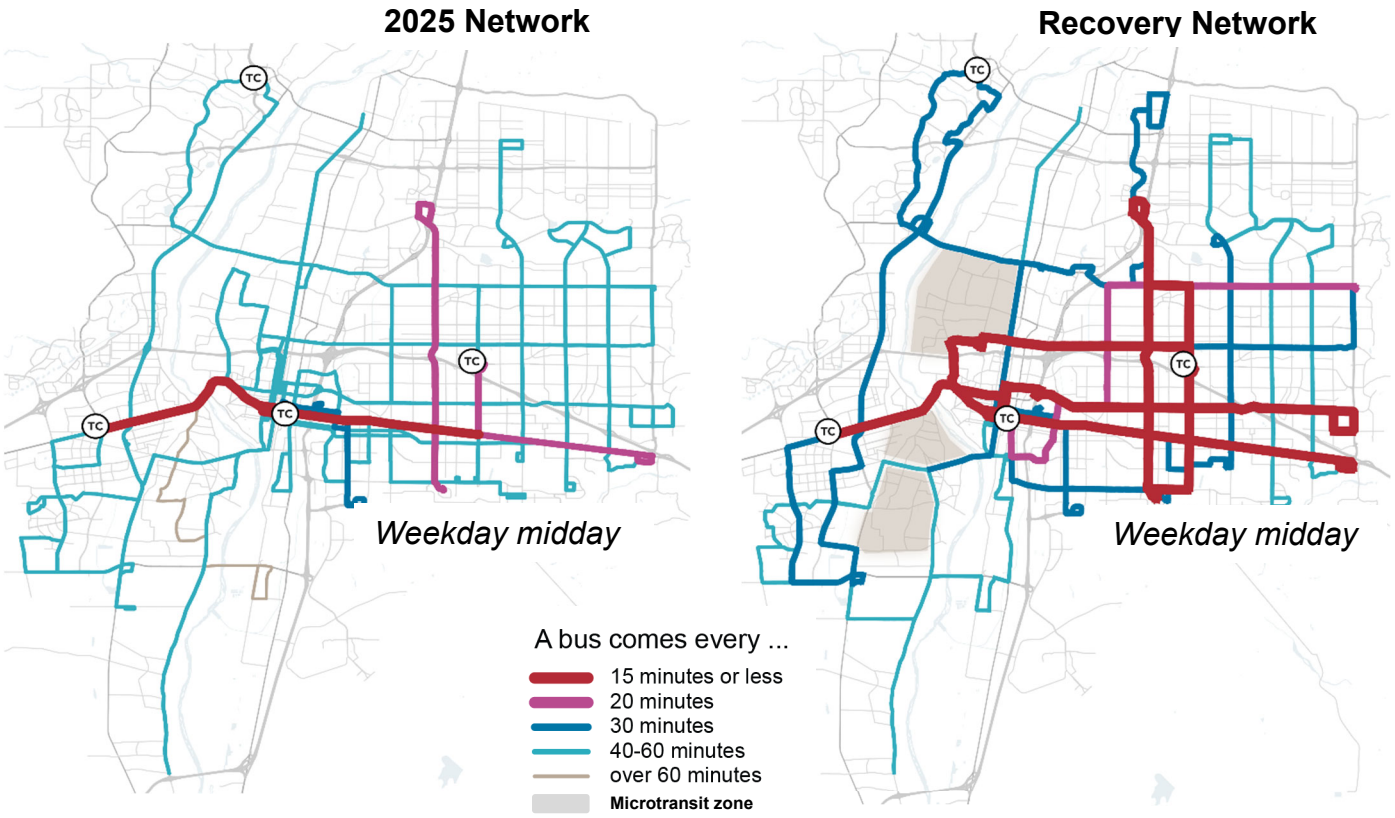


Figure 2: Side-by-side comparison of the location and frequency of bus routes at midday on a weekday for the current network versus the Recovery Network.

4 Consideration of Public Comments and Alternatives Considered

During the period for public feedback on the proposed Recovery Network (all summer 2024), the project team received about 1,000 comments on the proposal, half of which were specific to particular routes. While many comments provided general feedback, the project team identified several sets of concerns about specific route proposals that might be addressed without undermining the features of the network that so many people liked. The team then reviewed potential solutions and chose the ones that best addressed the underlying concerns. The team used a couple of basic principles to guide the effort to sift through the comments to determine which ABQ RIDE could potentially address.

A basic guide was that the network needed to remain approximately budget-neutral based on a combination of hours, miles and number of buses operated to match pre-pandemic service levels. ABQ RIDE was clear in reports and during public presentations that, in order to gain the improvements in frequency and span of hours and days operated for the network that public feedback had supported, restructuring was necessary for some routes, and former "commuter" routes would not return to service. This tradeoff was reflected in one of the slides the project team showed attendees at meetings and small group discussions as shown in Figure 3.

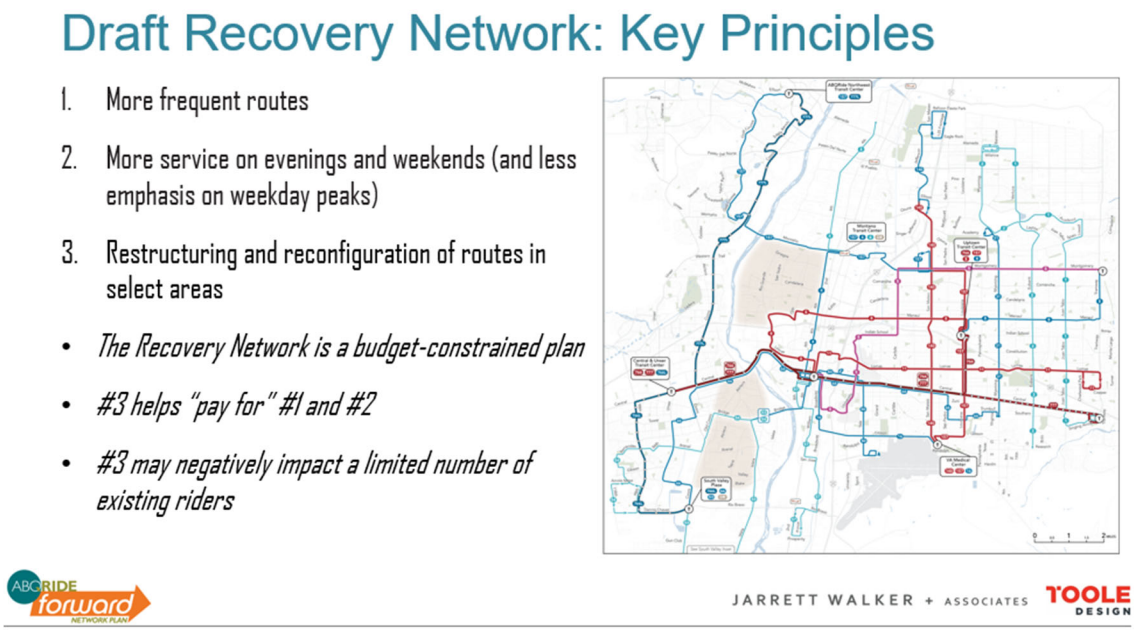


Figure 3: A slide from ABQ RIDE Forward presentations that made clear that, to gain the service frequency and span of hours that the public supported, restructuring of some routes was necessary.

Public feedback on the proposed Recovery Network supported a secondary principle that ABQ RIDE would not reduce frequency or hours of service to address route-specific concerns. In survey responses about the proposed network, people who thought

something was missing from the proposed network did not favor shifting service from other parts of the network to address the shortcoming as shown in Figure 4.

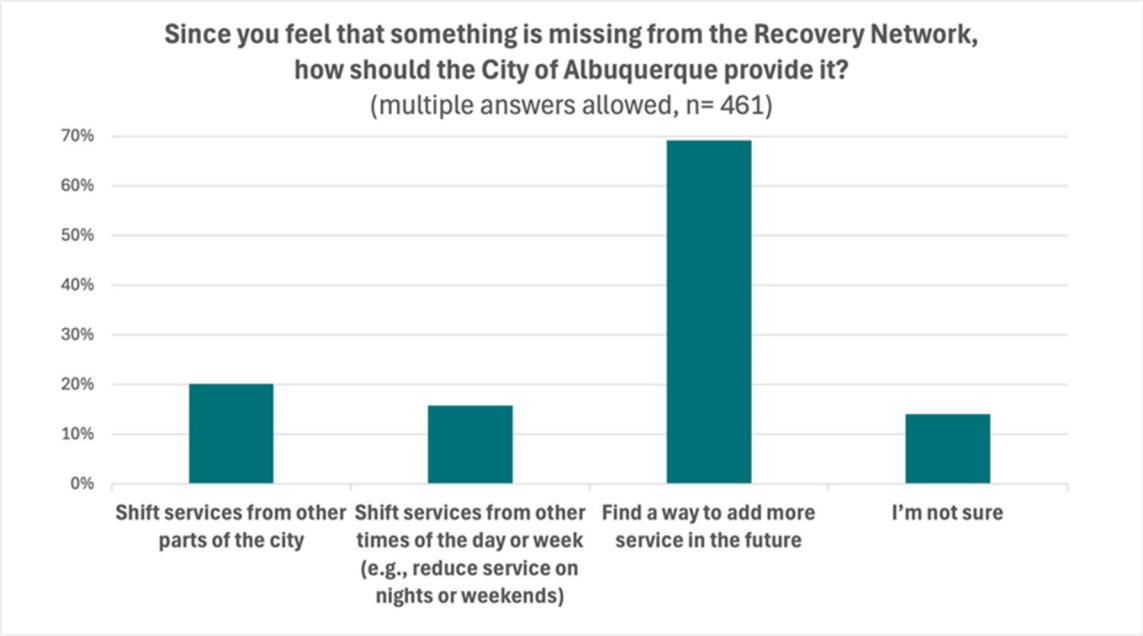


Figure 4: Many respondents wanted more service than provided in the network; by a wide margin, these respondents did not favor shifting resources within the network but instead wanted ABQ RIDE to find a way to add more service in the future.

Based on those criteria, the Department could not address public comments that would require additional resources, such as more frequent service on some lower-ridership routes, without undermining the features of the network that so many respondents supported.

The table in Figure 5 shows the number of comments received, by proposed route number and type of comment. After reviewing the comments in detail, the project team found eight areas to examine in further detail, located on a map of the Recovery Network in Figure 6:

1. Coverage in the Juan Tabo/Eubank area
2. Route 5 (Carlisle/Montgomery) service to the UNMH/North UNM Main Campus area
3. Route 11 coverage of the current route east of Tramway
4. Coverage in the south Carlisle area between Central and Gibson.
5. Coverage of Isleta Boulevard south of Don Felipe (County-funded)
6. Coverage to connect the Mountain View neighborhood with shopping opportunities across the river in the Rio Bravo corridor.
7. Frequency of ART service on Sundays, particularly for the outer portions on east Central, north Coors, and in the Southwest Mesa.
8. Connecting service for commuters to Kirtland Air Force Base, including Sandia National Labs.

Proposed Route	Positive	Negative	Neutral	Other	Total Respondents	Increased frequency	Route alignment	Connections / Transfer	Greater span	General	More frequency desired	Greater span desired	Route alignment	Need to transfer	Loss of rapid service	General/Other	BRT desired	Route alignment suggestion	General/Other	Other
Route 1	1	12	1	1	15				1		8	2	3	1						1
Route 2	3	22	2	1	26		2		1		14		9							2
Route 4**	3	9	1	3	16			3			6		3				1			3
Route 5	25	40	3	3	71	6	17	1		2	7	1	31	1		3			3	3
Route 8	13	12	2	4	31	6	5	2			6	1	5				1		1	6
Route 11	12	18	3	0	33	12					2	2	14						2	
Route 16	4	14	1	1	20		4				4		10			1			1	1
Route 31	3	8	2		13	3					3		5			1			2	
Route 36^		3			3								3							
Route 50		14	3		17						8	4	4					2		1
Route 53		9	3		12							2	8					1	2	
Route 54	3	5	1		9		2			1	4	1						1		
Route 57*	2	7		1	10		2						6			1				1
Route 66	10	14	5	8	37	1	7			2	2	2	9			1			5	9
Route 140	7	5	9	5	26	7					2	1	3				2	4	4	6
Route 157	12	21	3	1	37	2	8	2		1	9	1	12						4	1
Route 766	4	5	3	6	18	3				1		3				2		2	1	7
Route 766L	4	1		2	7		3			1						1				2
Route 777	6	14	3	7	29	2	2		1	2	3	2	1		6	2		3	2	7
Route 777L	26	26	5	1	59	4	18			4	5		6	4	13	1	4	2	1	1
ART (General)	5	4			9	5					1	2				1				
DRZ: Rio Grande	1	1			2					1						1				
DRZ: SW Mesa	1	1			2					1			1							

^Route not included in draft Recovery Network; comments provided as part of open-ended questions

*Includes comments provided as part of open-ended questions about Route 51

**Includes comments provided as part of open-ended questions about existing Route 10

Figure 5: Table summarizing comments received about specific routes in the proposed Recovery Network, categorized by type of comment.

1. Juan Tabo/Eubank
2. UNMH / Route 5
3. Rt. 11 east of Tramway
4. South Carlisle
5. County: Isleta
6. County: Rio Bravo
7. ART on Sundays
8. KAFB / Sandia

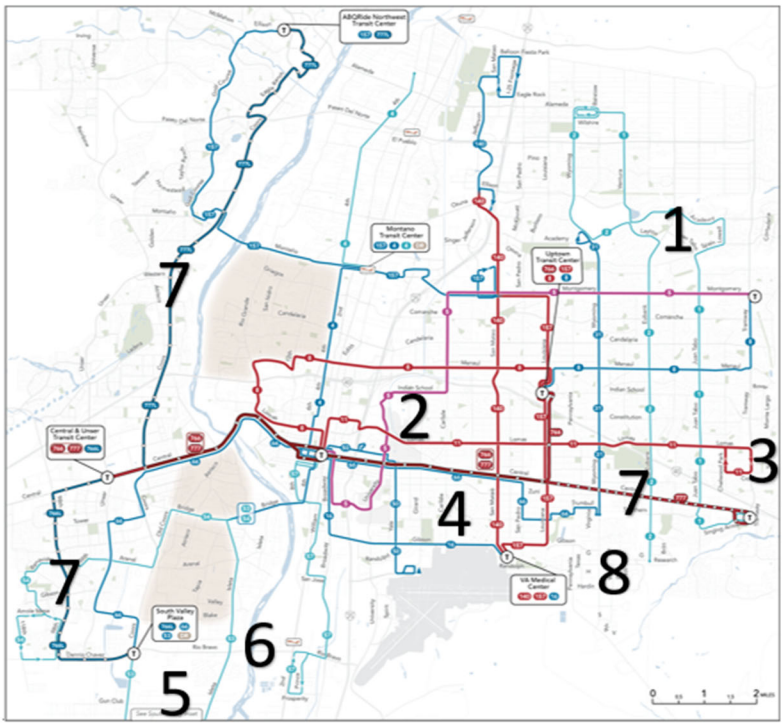


Figure 6: Map of the proposed Recovery Network with locations of issues for further review to assess options to resolve public concerns from the public engagement process.

1. Coverage of the Juan Tabo/Eubank area
   A number of comments pointed out that the proposed changes to routes 1 (Juan Tabo) and 2 (Eubank) left neither route directly passing the grocery store at Juan Tabo and Eubank (circled in Figure 7 with route 2 Eubank highlighted in yellow and route 1 shown in light blue).

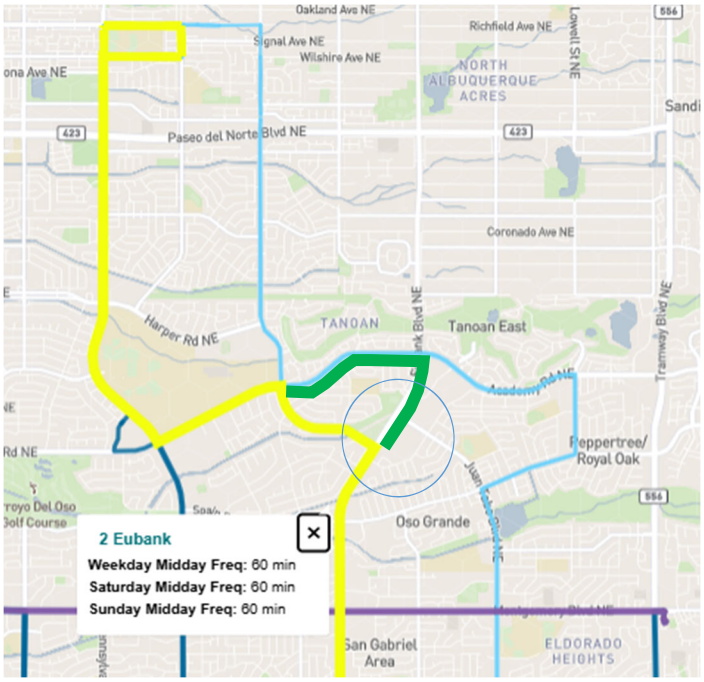


Figure 7: Map of the proposed routes 1 Juan Tabo (light blue) and 2 Eubank (yellow), neither serving the grocery store at Juan Tabo and Eubank (circled). A proposed change to route 2 is shown in green.

The project team determined that there was enough time in the route to adjust the route, as shown in green, to continue north on Eubank past the grocery stop before turning west on Academy to resume its proposed route up to the La Cueva High School area via Wyoming. No change in frequency or hours of service will result from this change. The routing change does not affect minority or low-income areas.

2. Route 5 (Carlisle/Montgomery) service to the UNMH/North UNM Main Campus area
   The proposed routing change that generated the largest number of negative comments was the proposal to shift route 5 Carlisle-Montgomery to University Boulevard between Indian School and Lomas. The intent of this change was to improve service on the northern portion of University, but it would remove route 5's current direct service to the main UNM Hospital and a convenient entry to the north side of UNM Main Campus (circled in Figure 8 with the proposed route 5 highlighted in yellow). Some positive comments noted benefits of the proposed route for residents in the area, but far more comments noted the inconvenience of losing the direct access to destinations, particularly the hospital.

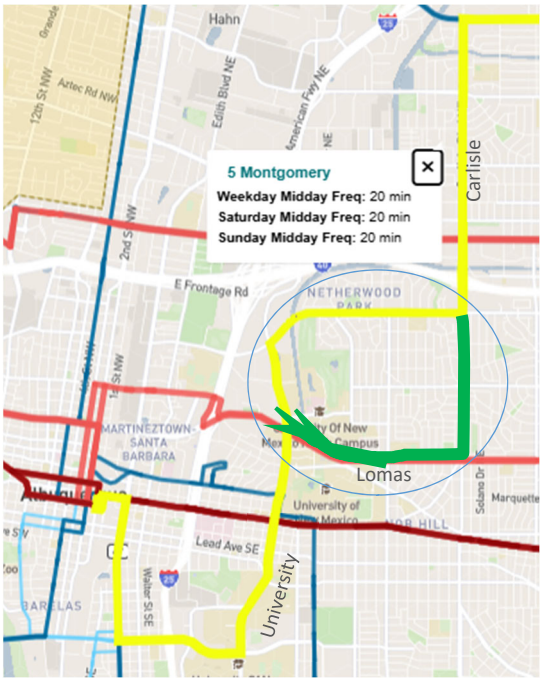


Figure 8: Map of the proposed route 5 Montgomery-Carlisle (yellow). A proposed change to the route is shown in green that would maintain direct service to UNMH and the north side of UNM Main Campus.

The new routing (Indian School to University) and the current routing (Carlisle to Lomas then University) are approximately equal in distance and time. Based on the comments, the project team decided to maintain the current route, shown in green in Figure 8, as far as Lomas and University where the route would resume the proposed change to serve University to the south (including CNM Main Campus and the sports complex) before turning on Avenida Cesar Chavez to end in downtown via Broadway. The southern portion of the proposed route, while adding some time for riders destined for downtown, provides service to the CNM Main Campus and received mostly positive comments. No change in frequency or hours of service will result from this change. The routing change does not significantly affect minority or low-income areas.

3. <u>Coverage of the current Lomas route 11 east of Tramway</u>
   A group of commenters expressed concern that the route 11 Lomas was proposed in the Recovery Network not to continue east of Tramway to Turner before turning back west on Copper as part of its eastern turn-around (circled in Figure 9). The route currently serves that area Monday through Saturday and uses a shorter route turning south on Tramway on Sundays. The proposal in the Recovery Network is to use that shorter route on all days. The reason for the shorter routing is primarily to make the frequent service proposed on route 11 more affordable (every 15 minutes all days of the week). At high frequency, small additions to routes can trigger the need to add another bus to maintain that frequency, and timing estimates indicate that the route is very close to needing another bus. Ridership at the stops east of Tramway is a relatively small portion (about 2%) of total ridership on the route.

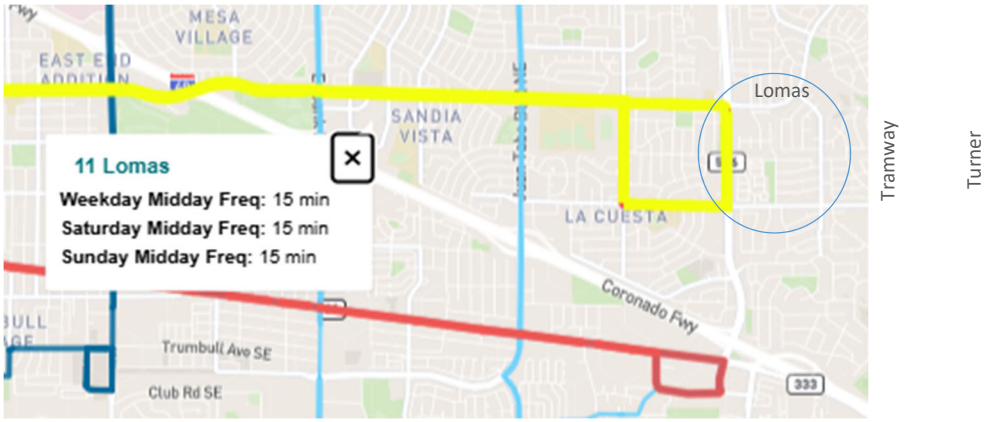


Figure 9: Map of the proposed route 11 Lomas (yellow), no longer serving Lomas, Turner and Copper east of Tramway (circled). Turner is about ½ mile east of Tramway.

Extending the route east of Tramway in the final network plan at this time would commit the Department to potentially significant additional costs depending on actual route timing at implementation. The project team has decided to keep the route as shown in the Recovery Network but will evaluate timing impacts at implementation to determine if service can be maintained on Turner without requiring additional resources. This routing decision does not affect minority or low-income areas.

4. <u>Coverage in the south Carlisle area between Central and Gibson</u>
A similar number of commenters expressed concern that the route 16 (currently Broadway-University-Gibson) would be simplified to no longer serve Carlisle between Gibson and Central. The proposed route would operate more frequently (every 30 minutes versus the current 45-50 minutes) but would stay on Gibson from the VA Hospital/Gateway Center area to Broadway to downtown. The current circuitous route covers Carlisle, portions of Girard and Yale, and University between Gibson and Central. Most of the concerns were about the Carlisle portion of the current route, in particular an area up to ½ mile from Gibson on the west side of Carlisle with higher residential density, lower-income households and some minority areas. That particular area of concern is circled in Figure 10.

   More generally, some commenters noted a perceived gap in coverage between Yale and San Mateo and between Central and Gibson, although most of the interior of that area is demographically less likely to use transit than populations closer to the perimeter where service would be, at worst, every 30 minutes all days of the week. Total ridership in the area represents 15-20% of the total for this moderate-ridership route.

   A follow-up letter from the Victory Hills Neighborhood Association reiterated this concern. The letter requested that rider demographics be studied on routes 16 and 97 with the suggestion that riders on these routes were more likely to be minorities, women, and/or low-income than riders on other routes. (Route 97 currently passes through the northern portion of this area on Lead/Coal and is proposed to be discontinued with the Recovery Network.)

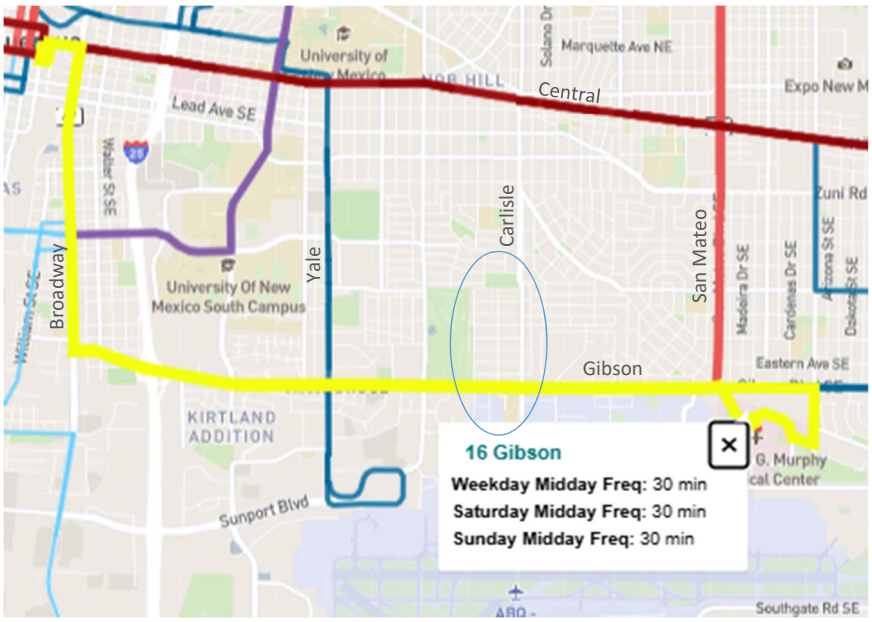


Figure 10: Map of the proposed route 16 Gibson-Broadway (yellow), no longer serving Carlisle, in particular an area closer to Gibson with more vulnerable residents (circled) extending about ½ mile north of Gibson.

ABQ RIDE reviewed ridership data for both routes to assess how significant the area of concern is to the overall ridership on the routes. Based on boarding and alighting data by stop from the fall of 2024, less than 4% of the ridership on both routes starts or ends at bus stops more than ¼ mile from routes that will remain around the perimeter of this area. On average, route 97 has 15 boardings and alightings in this area out of a daily total of 399; route 16 has 48 boardings and alightings in the area out of a daily total of 1,257. This data indicates that the area does not currently generate significant levels of ridership.

Similarly, ABQ RIDE examined results from a 2022 system-wide on-board survey of riders. ABQ RIDE hired a firm specializing in this work to conduct the survey according to methods established to meet, among other things, FTA Title VI requirements. Since the primary purpose of the survey was to gain an accurate understanding of system-wide ridership demographics, the number of surveys collected on each route was proportional to the amount of ridership that route contributes to overall system ridership. Therefore, lots of surveys were collected on high-ridership routes, and few were collected on low-ridership routes. Since both routes 16 and 97 have moderate to low ridership, both had relatively small sample sizes in the survey.

However, enough surveys were collected to provide a general understanding of the demographics of these two routes. Route 16 had 58% minority ridership (n=31 responses), slightly, but not significantly, less than the system average of 63%. Route 97 had 82% minority riders (n=22), higher than the system average but with some uncertainty about the exact percentage due to the small sample size. Route 16 had 96% low-income riders (n=24); due to the small sample size that finding is not significantly different than the system average of 88%. Route 97 had 81% low-income

riders (n=16), also not significantly different than the system average due to the small sample.

These sample results are not tied to locations along these routes, so it is not possible to determine whether the very small number of riders from the area of concern are represented by these results, so ABQ RIDE also looked at the population demographics of the area. Most of the area is not considered low-income or minority based on ABQ RIDE's Title VI program. The low-income areas are primarily along the northern and western sides of this area where there will continue to be service, and likewise the minority areas are also mainly along the edges.

With that context of demographics and current ridership, the project team considered options to address the concerns without shifting resources from another area of the network, keeping in mind that the main target of any changes would be to provide more direct service to the ½-mile section of Carlisle near Gibson. (Note that most of route 97 is within ¼-mile of Central Avenue, and the Recovery Network includes service in the International District south of Central.) The only option the team was able to develop would have split the route into two low-frequency 60-minute routes, with one following the route proposed in the Recovery Network and the other following Lead/Coal to Carlisle to Gibson.

The project team decided not to implement that concept of splitting the route based on the public's feedback throughout the ABQ RIDE Forward project that more frequent service on fewer routes was preferable to low-frequency service to achieve more geographic coverage. In this instance, splitting the route would reduce frequency on south Broadway, an area with high minority and low-income populations.

5. Coverage of Isleta Boulevard south of Don Felipe (County-funded)
   A proposed change to route 53 Isleta (Figure 11) generated negative comments. Bernalillo County staff helped develop the proposed change since the County pays for the route in its entirety. Instead of continuing south on Isleta all the way to I-25, the proposed change would turn the route west on Don Felipe to Coors then north up to the Las Estancias area with its commercial destinations. Ridership south of Don Felipe is relatively low, but the route is the only bus service that far south in the South Valley. The County conducted some outreach with their own staff and concluded that maintaining service on the current route is more important than the new connections provided by the proposed change.

   Since keeping the route in its current configuration would not change costs for the City or the County, the project team decided to maintain that current routing, as shown in green.

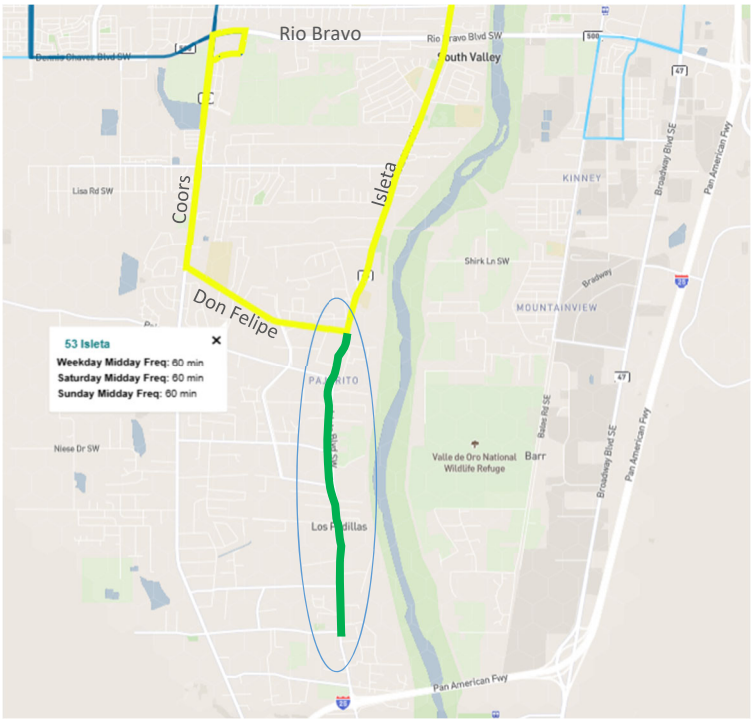


Figure 11: Map of the proposed route 53 Isleta (yellow). A proposed change to the route is shown in green that would maintain service south on Isleta to Los Padillas instead.

6. <u>Coverage to connect the Mountain View neighborhood with shopping opportunities across the river in the Rio Bravo corridor (City and County funded)</u>
The Recovery Network proposed a significant change to service in the northern portions of the South Valley by almost entirely reconfiguring the County-funded route 51 Atrisco into a new route 57 and replacing much of the former Atrisco service with a new ABQ RIDE Connect micro-transit zone. The new route 57 would serve the Mountain View neighborhood near Rio Bravo and 2nd (as well as Joy Junction) at its south end and would serve Broadway to San Jose, then shifting to William to replace service formerly provided by the City's route 16. Route 57 would end by passing through the Barelas neighborhood to end in downtown. This low-frequency route, shown in yellow in Figure 12, is intended to provide coverage service.

   A number of negative comments pointed out the loss of a connection between the Mountain View neighborhood and the grocery store and shopping center just across the river at Rio Bravo and Isleta. Although the County participated in designing the proposed changes, they had not anticipated these concerns and asked the project team to look for a way to address this loss of service in their funding area.

   After looking for other alternatives, the project team decided to add service in this area. The proposed addition, shown in green in Figure 12, would extend the route west on Rio Bravo across the river to Isleta, then south to Gun Club, west to Coors and north to end in the Las Estancias/Walmart shopping center area. The addition would address the comments about access to shopping while also replacing coverage

for the Valley Gardens area of the City no longer covered due to the proposed change to the Isleta route. (See the previous change to the Recovery Network.)

This coverage addition increases overall costs, but most of that will be borne by the County. Based on the funding agreement between the City and County for funding transit service outside City boundaries, the County pays for some routes entirely (like the 53 Isleta) that are almost entirely in the County, and they share costs for routes that a split geographically between the City and County (like route 54 Bridge-Westgate). Following the same methods for allocating costs, the County would pay for most of the additional expense, and the County has preliminarily agreed with this proposed change. However, if in the future the County chooses not to fund their portion of the additional service, the project team would return the route to its form as originally proposed in the Recovery Network.

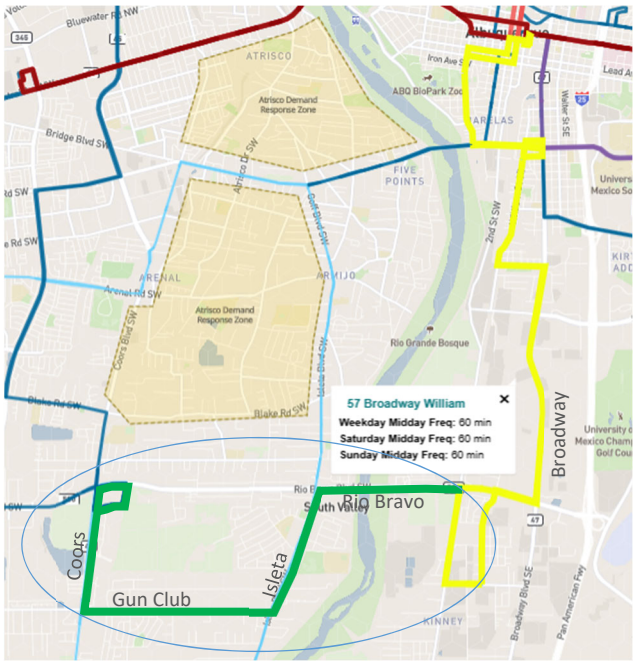


Figure 12: Map of the proposed route 57 Broadway-William (yellow). A proposed addition to the route shown in green would add service to across the river on Rio Bravo to connect to destinations on the Westside.

7. <u>Frequency of ART service on Sundays, particularly for the outer portions on east Central, north Coors, and in the Southwest Mesa</u>

The Recovery Network proposed changes to ART that affect several other routes, improving quality and efficiency of service. The circled areas in Figure 13 highlight these affected route areas. In one of these changes, the ART Green Line route 777 would replace the local route 66 on Central east of Louisiana, freeing up the 66 to provide new, more direct service to the International District south of Central. The Green Line would stop more frequently east of Louisiana than it does currently, mimicking local service to minimize impacts on walk-access to stops.

Similarly, branches of both current ART routes would turn onto Coors (every other Green Line bus) and 98th Street (every other Red Line bus). This concept allows

direct, one-seat rides for residents on the Westside to access employment, education, medical and other destinations in the Central corridor. Like the concept on east Central, the ART buses would serve more closely spaced stops on these branches to provide local service. This highly efficient design not only provides direct access to riders but also serves those riders more efficiently than having overlapping routes.

Comments about these changes showed some misunderstandings, highlighting a need for clear information in future phases, but also raised some concerns about speed and frequency of service. The speed concerns can be addressed partially with balanced spacing of stops but otherwise would require substantial resources to maintain the current arrangement of overlapping express and local services, and the project team did not change that aspect of the proposed Recovery Network.

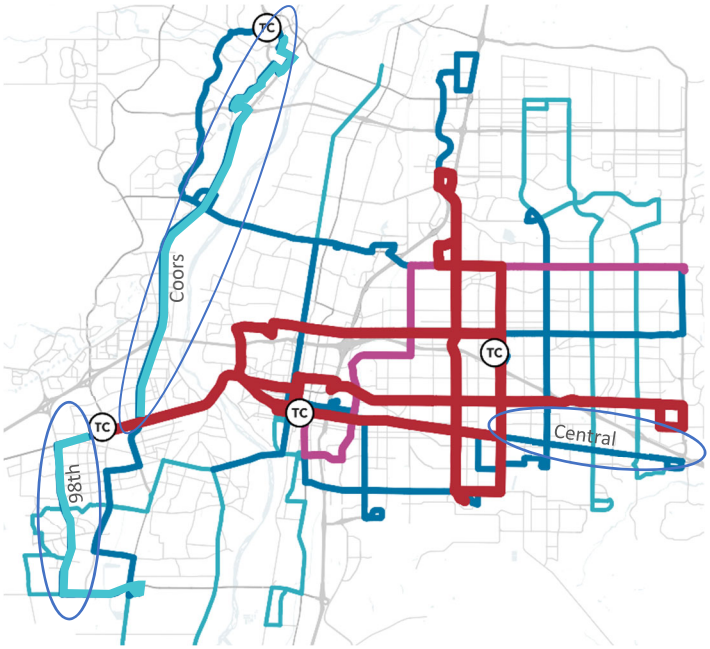


Figure 13: Map of Sunday service, including areas affected by continuing current lower-frequency ART service. Based on the color coding, a proposed change would make Central east of Louisiana pink (service every 20 minutes versus 30 minutes as originally proposed); 98th and Coors would both remain light blue but would have service every 40 minutes instead of every 60 minutes.

However, the frequency of service concern is one that the project team addressed on Sundays. In the originally proposed network, each of the ART routes would have a frequency of every 30 minutes on Sundays. Where the routes branch at Coors and at 98th, those two corridors would have service at half that frequency, so every 60 minutes on Coors and on 98th. On east Central, an area of very high ridership in the current network, service would be every 30 minutes. To meet already-present ridership needs, the project team increased the Sunday frequency of service to match Saturdays: every 20 minutes on Central east of Louisiana and every 40 minutes on Coors and 98th.

The proposed change would make service on these corridors more consistent throughout the week, in keeping with the principles embraced by the public. This change benefits minority and low-income areas.

8. Connecting service for commuters to Kirtland Air Force Base, including Sandia National Labs
   The proposed Recovery Network does not include any ABQ RIDE service onto Kirtland Air Force Base, and some public comments identified that absence as a concern. The network does not propose continuing that service, currently only provided by one route, due to the significant cost of service for a highly specialized market, contradicting the public's desire for more frequent service over the entire week rather than peak-oriented services.

   Before the pandemic, six different ABQ RIDE routes provided service onto the base, with buses traveling onto or off the base over 120 times daily on weekdays. Those buses carried an estimated 150 riders per day (e.g. 75 trips onto base in the morning and 75 return trips in the afternoon) in 2018 and 2019. The service required more than 10 additional buses to operate daily. The current route serving the base from Louisiana operates twelve trips per day and carries about 20 to 30 riders per day (e.g. 10-15 riders each way).

   Due to the high cost and low productivity, the project team decided not to make any changes to the Recovery Network to add service onto the base.

The detailed equity analysis that follows incorporates the revisions to the original proposal noted in this section.

5 Service Equity Analysis

The purpose of the equity analysis is to identify whether service changes impose a disparate impact on minority populations and/or a disproportionate burden on low-income households. The Recovery Network represents a large addition of service over current levels, so the analysis is focused on whether that improvement disproportionately benefits non-minority populations or higher-income households.

5.1 Data Used

Following the adopted 2023 Title VI Program, ABQ RIDE used Census and American Community Survey data to perform the equity analysis. Specifically, 2020 Census data provided population numbers by minority status at the Census block level. American Community Survey 5-year estimates for 2016 – 2020 provided data on household income status at the block group level. ABQ RIDE obtained both data sets from the Mid-Region

Council of Governments and used its service area boundary to extract the blocks and block groups within its service area.

Two main factors affect service availability to potential riders and formed the core of the analysis: how many times per week a bus operates on each route and how many people can walk to that route. The service changes were aggregated to the system level, since the Recovery Network represents a change to ABQ RIDE's entire route network.

ABQ RIDE compared service from the fall of 2024 to the Recovery Network service as measured by the number of trips provided on each route per week. In current service, buses operate "revenue" trips (i.e. in service for the public) 6,180 times per week. The Recovery Network will provide approximately 8,560 weekly revenue trips, an increase of about 40%.

ABQ RIDE used the routes in both networks to determine the blocks and block groups that are within walking distance of service in order to estimate the number and percentage of minorities and low-income households served by the current network and the Recovery Network.

5.2 Analysis of Equity Impacts

5.2.1 Analysis of Impacts on Minorities

Table 2 presents service availability statistics for minority and non-minority populations for the current network compared to the Recovery Network. In both cases, the minority percentage of the population that lives in Census Blocks within walking distance of a bus route is 65.1%, compared to the overall service area average of 62.7%. The table indicates no disparate impact on minorities.

Table 2

Comparison of Current Network to Recovery Network
by Minority Status

Number of people within walking distance of bus service

Network	Total Population	Minority Population	% Minority
Current Network	427,081	278,068	65.1%
Recovery Network	421,345	274,496	65.1%

The Recovery Network includes a small decrease in geographic coverage of regular bus routes, consistent with public feedback showing a preference for frequent service over geographic coverage. However, ABQRIDE Connect zones will provide micro-transit service in these areas, serving about 17,100 people (71.2% minority), some of whom are also not within walking distance of a route in the current network. See Attachment 1 for the location of these zones.

ABQ RIDE adjusted those service proximity statistics for service abundance by multiplying the population within walking distance by the number of weekly bus trips that population had access to, resulting in a person*trips factor. The analysis then calculated the percentage of person*trips for minority populations to the overall population to look for disparity. For the current network, the share of person*trips for minorities is 65.1%, and for the Recovery Network it is 64.4%. While a decrease, the change is very small and far below the 10% significance threshold set in the 2023 Title VI Program, and both are above the service area average of 62.7% minority residents.

Based on this analysis, ABQ RIDE has concluded that implementing the Recovery Network would not create a disparate impact on minority residents in the service area.

5.2.2 Analysis of Impacts on Low-Income Households

Table 3 presents service availability statistics for low-income and non-low-income households for the current network compared to the Recovery Network. For the current network, the low-income percentage of households that live in Census Block Groups within walking distance of a bus route is 37.3%. For the Recovery Network, the percentage is 37.5%, a very small increase. These percentages are both higher than the overall service area average of 33.2%. The table indicates the Recovery Network would not cause a disproportionate burden on low-income households based on proximity of service.

Table 3

Comparison of Current Network to Recovery Network
by Houshold Income Status

Number of housholds within walking distance of bus service

Network	Total Households	Low-Income Households	% Low-Income
Current Network	199,113	74,356	37.3%
Recovery Network	196,014	73,573	37.5%

The Recovery Network includes a small decrease in geographic coverage of regular bus routes, consistent with public feedback showing a preference for frequent service over geographic coverage. However, ABQRIDE Connect zones will provide micro-transit service in these areas, serving about 4,700 households (31.8% low-income), some of whom are also not within walking distance of a route in the current network. See Attachment 1 for the location of these zones.

ABQ RIDE adjusted those service proximity statistics for service abundance by multiplying the households within walking distance by the number of weekly bus trips that those households had access to, resulting in a households*trips factor. The analysis then calculated the percentage of households*trips for low-income households to the overall population to look for disparity. For the current

network, the share of person*trips for minorities is 44.4%, and for the Recovery Network it is 44.0%. While a decrease, the change is very small and far below the 10% significance threshold set in the 2023 Title VI Program, and both are far above the service area average of 33.2% low-income households.

Based on this analysis, ABQ RIDE has concluded that implementing the Recovery Network would not create a disproportionate burden on low-income households in the service area.

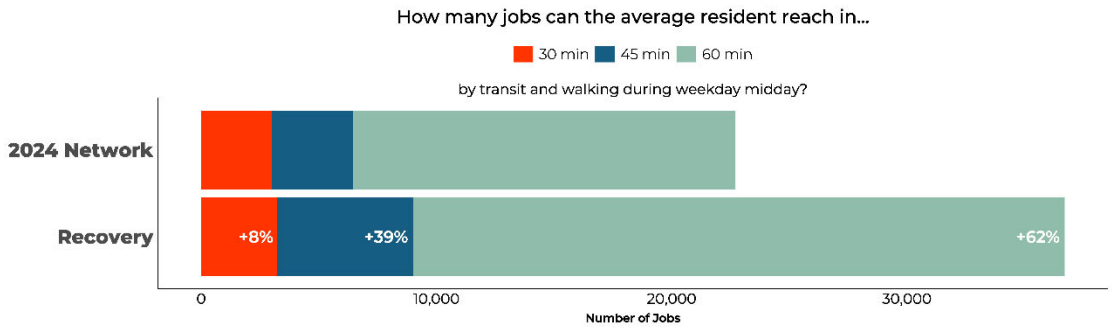
5.3 Additional Equity Comparison: Travel Time to Jobs

ABQ RIDE's consultant, Jarrett Walker & Associates, prepared somewhat similar comparisons using analysis tools that allow them to model travel time to job locations. Job locations are not only places of employment but also are useful proxies for locations of educational opportunities, medical services, retail locations and other destinations. (Due to data constraints, their analysis of "low-income people" assumes those residents have incomes below 150% of the poverty level, whereas ABQ RIDE's standard is 165% of the poverty level for households.)

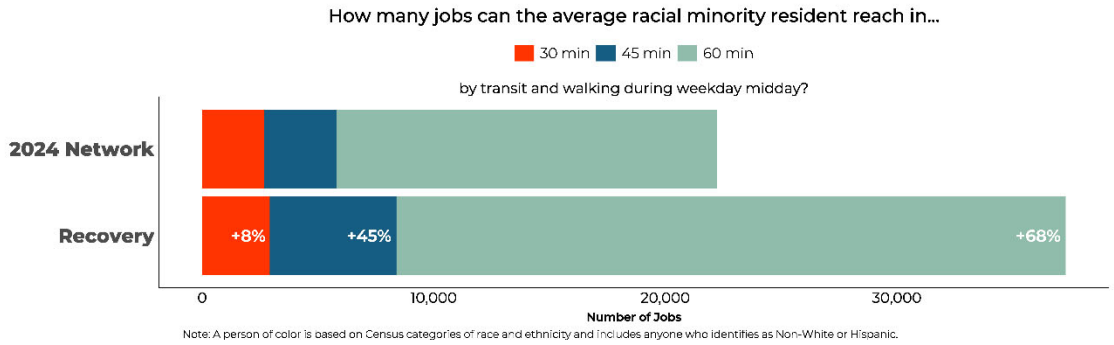
This powerful analysis shows results that are similar to ABQ RIDE's Title VI analysis. Minority residents have gains in access to job locations that are comparable to or slightly above the average resident overall. Low-income residents already have much greater access in the current network and show comparable or greater percentage increases. Note that the average low-income resident can reach almost twice as many job locations as the average resident in the service area. Even more pronounced, residents living in areas with high "social vulnerability" scores (combining several factors including income and race) have even greater access to jobs.

The charts below show the increase in access to jobs on weekdays at midday when many non-traditional commutes overlap with school, shopping, medical and other trips (and when ABQ RIDE ridership has been highest for many years):

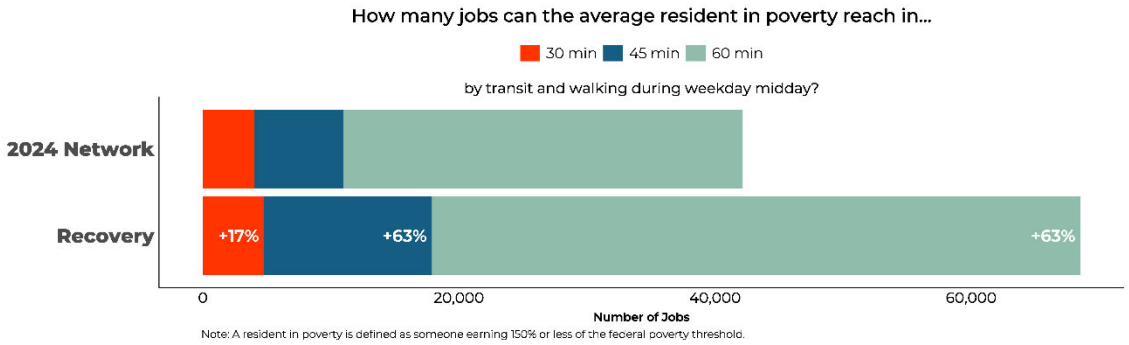
Increase in access to jobs for the average resident:



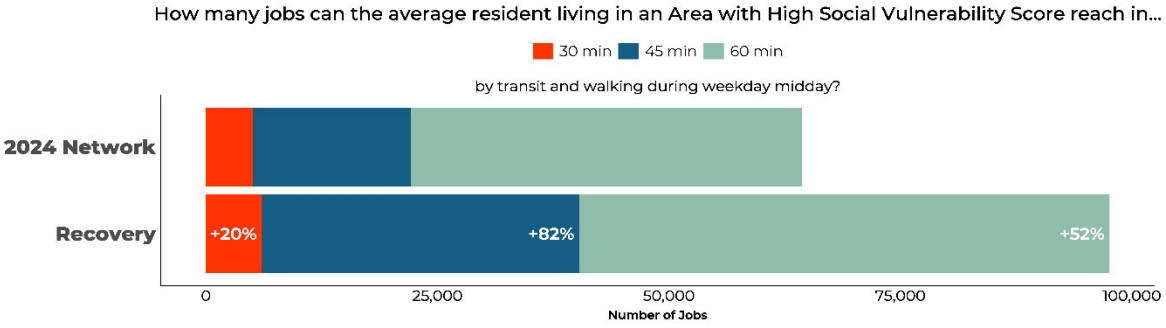
Increase in access to jobs for the average resident of color:



Increase in access to jobs for the average resident with income less than 150% of poverty:

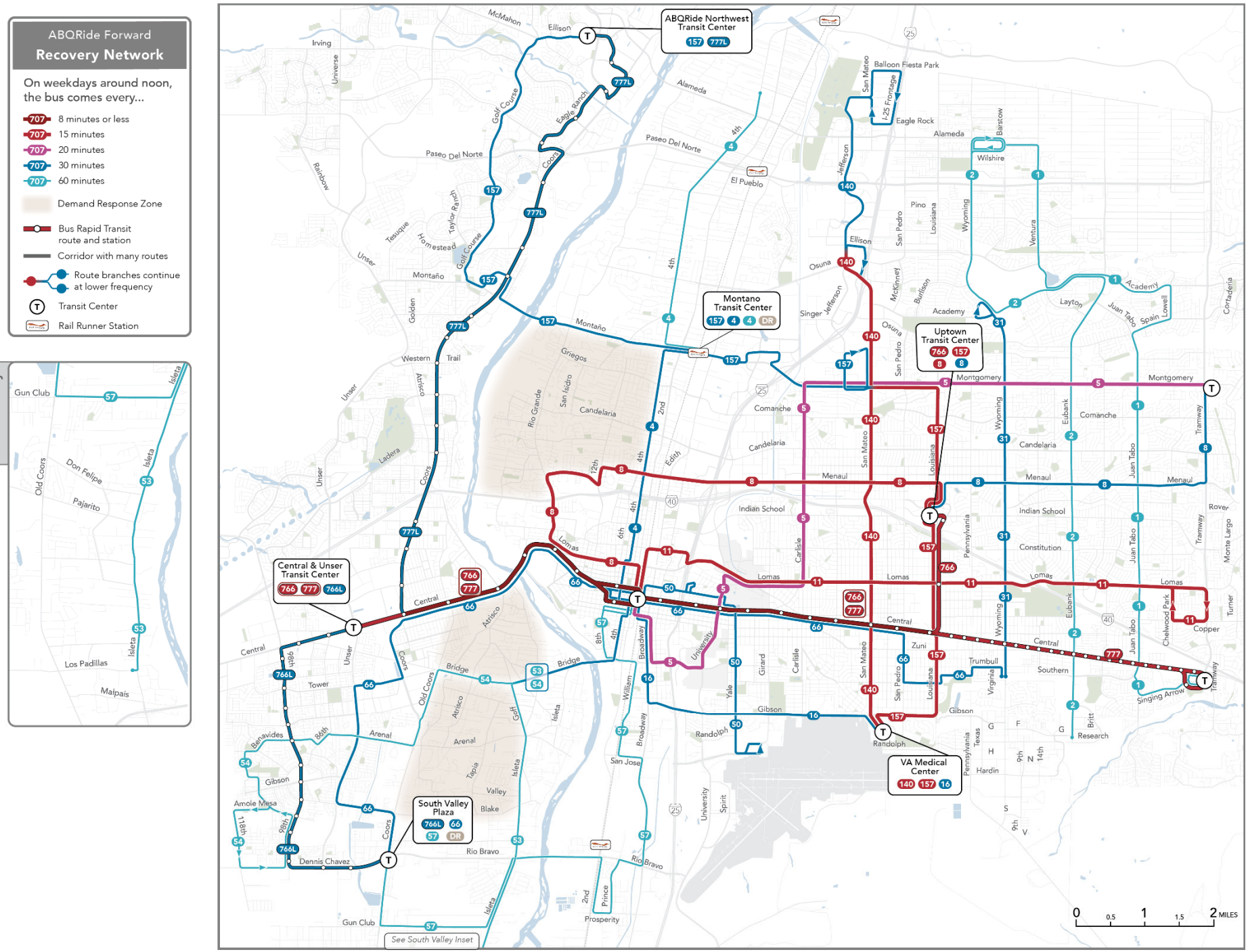


Increase in access to jobs for the average resident living in an area of high social vulnerability:



6 Conclusion

As required by FTA rules, this equity analysis examined the impact of the proposed new Recovery Network on minority and low-income residents in comparison to non-minority and non-low-income residents in the service area. The analysis looked for significant differences and assessed whether the proposed new network would create disparate impacts for minority residents or disproportionate burdens for low-income households. The analysis concludes that the Recovery Network does not create a disparate impact on minority residents or a disproportionate burden on low-income riders.


ABQRide Forward
Recovery Network
On weekdays around noon, the bus comes every...
707 8 minutes or less
707 15 minutes
707 20 minutes
707 30 minutes
707 60 minutes
Demand Response Zone
Bus Rapid Transit route and station
Corridor with many routes
Route branches continue at lower frequency
Transit Center
Rail Runner Station
South Valley
ABQRide Northwest Transit Center
157 777L
Montano Transit Center
157 4 4 DR
Uptown Transit Center
766 157 8 8
Central & Unser Transit Center
766 777 766L
South Valley Plaza
766L 66 57 DR
VA Medical Center
140 157 16
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0 0.5 1 1.5 2 MILES