

# CITY of ALBUQUERQUE

## TWENTY FOURTH COUNCIL

COUNCIL BILL NO. R-20-112 ENACTMENT NO. \_\_\_\_\_

SPONSORED BY: Isaac Benton, by request

1 RESOLUTION

2 APPROVING THE TRANSIT DEPARTMENT'S 2020 TITLE VI PROGRAM FOR  
3 SUBMISSION TO THE FEDERAL TRANSIT ADMINISTRATION.

4 WHEREAS, pursuant to Title VI of the Civil Rights Act of 1964, 42 U.S.C.  
5 §2000d et seq ("the Act") and 49 CFR Part 21, the U.S. Department of  
6 Transportation and the Federal Transit Administration (FTA) prohibit  
7 discrimination on the basis of race, color or national origin; and

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

11 WHEREAS, pursuant to FTA Circular 4702.1B, the Transit Department is  
12 required to submit its Title VI program to its governing entity for approval; and

13 WHEREAS, the 2020 Title VI program is substantially similar to the 2017  
14 Title VI program previously approved by the Council; and

15 WHEREAS, the Council has considered and determined to approve the  
16 department's 2020 Title VI program and policies as set forth in the attached  
17 Exhibit A entitled "2020 Title VI Program," including but not limited to the  
18 major service change policy, disparate impact and disproportionate burden  
19 policies, and results of the agency's system-wide service standards and  
20 policies monitoring program, all of which are set forth in the "2020 Title VI  
21 Program".

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

24 Section 1 That the 2020 Title VI Program and policies as set forth in the  
25 attached Exhibit A entitled "2020 Title VI Program" are approved, including but  
26 not limited to the major service change policy, disparate impact and

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1 disproportionate burden policies, results of the agency's system-wide service  
2 standards and policies monitoring program, and other program elements set  
3 forth therein.

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Mayor Timothy M. Keller

**CITY OF ALBUQUERQUE**  
**Albuquerque, New Mexico**  
**Office of the Mayor**

**INTER-OFFICE MEMORANDUM**

August 21, 2020

**TO:** Pat Davis, President, City Council

**FROM:** Timothy M. Keller, Mayor

A handwritten signature in black ink, appearing to be 'TK' or a stylized 'K', is written over the name 'Timothy M. Keller'.


**SUBJECT:** Resolution Approving the Transit Department's 2020 Title VI Program for Submission to the Federal Transit Administration.


Attached is a Resolution that would approve the Transit Department's 2020 Title VI Program for submission to the Federal Transit Administration. The Title VI Program is required by the Federal Transit Administration (FTA) as a condition of receiving federal funding.

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. FTA's implementation of that law includes a requirement for transit agencies to submit a Title VI program every three years. The program includes, among other things, a major service change policy, and results of monitoring transit service to ensure equitable distribution of service and service quality.

Legislation Title: APPROVING THE TRANSIT DEPARTMENT'S 2020 TITLE VI PROGRAM FOR SUBMISSION TO THE FEDERAL TRANSIT ADMINISTRATION.

**Recommended:**

 10/29/20  
\_\_\_\_\_  
Sarita Nair Date  
Chief Administrative Officer

 10/30/20  
\_\_\_\_\_  
Lawrence Rael Date  
Chief Operating Officer

**Approved as to Legal Form:**

DocuSigned by:  
Esteban A. Aguilar 8/25/2020 | 2:01 PM MDT  
\_\_\_\_\_  
7981D98D046F4DB...  
Esteban A. Aguilar, Jr. Date  
City Attorney

**Recommended:**

DocuSigned by:  
Danny Holcomb 8/24/2020 | 8:38 AM MDT  
\_\_\_\_\_  
89BB33B447934C0...  
Danny Holcomb, Director Date  
ABQ RIDE – Transit Department

## **Cover Analysis**

### **1. What is it?**

Request for approval of the Transit Department's 2020 Title VI Program as required by the Federal Transit Administration (FTA) as a condition of receiving federal funding. 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. FTA's implementation of that law includes a requirement for transit agencies to submit a Title VI program every three years.

### **2. What will this piece of legislation do?**

This resolution will approve the Transit Department's 2020 Title VI Program for submission to FTA. In addition to approving the overall program, the resolution will in particular approve three elements:

- Reaffirm the existing major service change policy, and
- Reaffirm the existing disparate impact and disproportionate burden policies, and
- Approve the results of monitoring of transit service.

### **3. Why is this project needed?**

The Title VI Program is required by the Federal Transit Administration (FTA) as a condition of receiving federal funding. 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. FTA's implementation of that law includes a requirement for transit agencies to submit a Title VI program every three years. The program includes, among other things, a major service change policy and results of monitoring transit service to ensure equitable distribution of service and service quality. The FTA requires Council approval of the Title VI Program. If the Council does not approve the plan, FTA will not provide grant funding to the City.

### **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 Plan? If so, what level of income is projected?**

None. However, the submittal of the 2020 Title VI Program is a required condition for receiving on-going FTA capital grant funding

FISCAL IMPACT ANALYSIS

TITLE: Approving the Transit Department's 2020 Title VI Program for submission to the Federal Transit Administration

R: O:  
FUND: 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:

	2021	2022	2023	Total
Base Salary/Wages	-	-	-	-
Fringe Benefits at	-	-	-	-
Subtotal Personnel	-	-	-	-
Operating Expenses	-	-	-	-
Property	-	-	-	-
Indirect Costs1.79%	-	-	-	-
Total Expenses	\$ -	\$ -	\$ -	\$ -
[ x ] Estimated revenues not affected				
[ ] Estimated revenue impact				
Amount of Grant	-	-	-	-
City Cash Match	-	-	-	-
City Inkind Match	-	-	-	-
City IDOH*	-	-	-	-
Total Revenue	\$ -	\$ -	\$ -	\$ -

\*The IDOH is part of the overall budget and will be billed by grant based on cost share ratio.

Number of Positions created: 0

COMMENTS: Funds from an existing Federal Transit Administration (FTA) transit operating grant (fund 663) and transit operating funds (fund 661) will pay for translation, as needed, of public documents into Spanish, Vietnamese and Chinese per FTA requirements as well as a continued telephone translation service for occasional needs for verbal translations.

COMMENTS ON NON-MONETARY IMPACTS TO COMMUNITY/CITY GOVERNMENT:  
Translation, as needed, of documents into Spanish, Vietnamese and Chinese as well as telephone translation services will increase access to information by City residents and is necessary for the Transit Department's compliance with the FTA's Title VI regulations, a pre-requisite for continued FTA grant funding.

PREPARED BY:

APPROVED:

DocuSigned by:  
Chris Payton  
8/24/2020 | 8:20 AM MDT  
9AB42E444E1F456  
FISCAL ANALYST

DocuSigned by:  
Danny Holcomb  
8/24/2020 | 8:38 AM MDT  
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DIRECTOR

REVIEWED BY:

DocuSigned by:  
Jayne Aranda  
8/24/2020 | 5:32 PM MDT  
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EXECUTIVE BUDGET ANALYST

DocuSigned by:  
Thompson  
8/24/2020 | 6:17 PM MDT  
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BUDGET OFFICER (date)

DocuSigned by:  
Christine Boerner  
8/25/2020 | 9:44 AM MDT  
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CITY ECONOMIST



Timothy M. Keller  
Mayor



Danny Holcomb  
Director

# **ABQ RIDE**

## **2020 Title VI Program**

**City of Albuquerque**  
**Transit Department**

**July 2020**

# **ABQ RIDE**

## **2020 Title VI Program**

### **Overview**

As a recipient of financial assistance from the Federal Transit Administration (FTA), the City of Albuquerque Transit Department (“ABQ RIDE”) follows the requirements of the U.S. Department of Transportation’s Title VI regulations. The requirements are described in FTA’s Circular C 4702.1B, “Title VI Requirements and Guidelines for Federal Transit Administration Recipients” issued October 1, 2012. In keeping with those requirements and their specified update schedule, this 2020 Title VI Program describes ABQ RIDE’s program to comply with these regulations and replaces ABQ RIDE’s previous 2017 program.

ABQ RIDE operates the Albuquerque metropolitan area's primary operator of fixed route bus service, as well as complementary paratransit service. The department’s service area is 235 square miles, home to a population of about 662,000 people (*2010 Census*). With a fleet of 162 buses, the department operates 38 motor-bus fixed routes, including twenty-one “local” routes with all-day service, sixteen “commuter” routes with service only during peak times, and one Rapid Ride route with frequent service, limited stops, and distinctive vehicles and stations. In late 2019 ABQ RIDE began service on two “Bus Rapid Transit” routes with frequent service, limited stops, off-board fare payment, a fixed guideway, and distinctive vehicles and stations. ABQ RIDE operates several routes under contract to two other governmental entities that fund their operations, the County of Bernalillo and the Rio Metro Regional Transit District. Total ridership on all fixed routes was 9.2 million trips in FY2019.

ABQ RIDE’s paratransit operations (“Sun Van”) use a fleet of 70 unleaded gasoline-powered cut-away vans. Paratransit ridership in FY2019 was 259,000 trips.

Fixed-route full fares for adults are \$1.00 one-way or \$30 for a monthly pass. Reduced fares are available for low-income citizens, students, senior citizens, and Medicare card holders. Paratransit fares are \$2.00 one-way; a discount is available for buying 10 one-way trip tickets. The department offers a wide variety of additional fare products from daily passes to yearly passes.

ABQ RIDE’s facilities include operations facilities, public transit centers, and park-and-ride facilities. Two facilities (Daytona and Yale maintenance and operations facilities) house the department’s vehicles, provide maintenance facilities, and serve as operations centers for drivers and their supervisors. The Alvarado Transportation Center in downtown is an intermodal transportation hub served not only by ABQ RIDE but also by the New Mexico Rail Runner Express commuter train, AMTRAK trains, and inter-city bus lines. The department also has five transit centers and park-and-ride facilities. ABQ RIDE has no subrecipients and directly operates all its fixed-route and paratransit services.



## **ABQ RIDE 2020 Title VI Program**

### **General Reporting Requirements**

1. **Notice to Beneficiaries of Protection under Title VI:**

ABQ RIDE provides notice in English and Spanish to the public that indicates that the department complies with Title VI and informs them of the protections against discrimination afforded to them by Title VI. Notice is provided on ABQ RIDE's website (<http://www.cabq.gov/transit/our-department/title-vi-civil-rights>) as well as on posters placed on all of ABQ RIDE's buses. The text of the notices is below.

ABQ RIDE operates its programs and services without regard to race, color, and national origin in accordance with Title VI of the Civil Rights Act. Any person who believes she or he has been subject to unlawful discrimination under Title VI may file a complaint with ABQ RIDE. Complaint procedures and a complaint form are available [here](#) [link to complaint form; also in Spanish].

For more information on ABQ RIDE's Title VI program and the procedures to file a complaint, please contact us at:

Attn: Title VI Coordinator  
ABQ RIDE / City of Albuquerque  
100 First Street, SW  
Albuquerque, NM 87102  
505-724-3100  
[abqrideTitleVI@cabq.gov](mailto:abqrideTitleVI@cabq.gov)  
[myabqride.com](http://myabqride.com)

A complainant may file a signed, written complaint directly with the Federal Transit Administration:

Federal Transit Administration  
Office of Civil Rights  
Attention: Complaint Team  
East Building, 5th Floor – TCR  
1200 New Jersey Ave., SE  
Washington, DC 20590

2. **Title VI Compliant Procedures:**

ABQ RIDE's complaint procedures are below, followed by the complaint form. These procedures are available to the public on ABQ RIDE's Title VI web page.

## **ABQ RIDE 2020 Title VI Program**

### **ABQ RIDE Title VI Complaint Procedures**

Any person who believes she or he has been discriminated against on the basis of race, color, or national origin by the City of Albuquerque Transit Department (ABQ RIDE) may file a Title VI complaint by completing and submitting the agency's Title VI Complaint Form. ABQ RIDE investigates complaints received no more than 180 days after the alleged incident. The agency will process complaints that are complete.

The complaint should be submitted to the following address:

Attn: Title VI Coordinator  
ABQ RIDE / City of Albuquerque  
100 First Street, SW  
Albuquerque, NM 87102

Alternatively, the complaint may be scanned and emailed to:  
[ABQRIDETitleVI@cabq.gov](mailto:ABQRIDETitleVI@cabq.gov)

Once the complaint is received, ABQ RIDE will review it to determine if our office has jurisdiction. The complainant will receive an acknowledgement letter informing her/him whether the complaint will be investigated by our office.

ABQ RIDE typically completes investigations within 90 days. If more information is needed to resolve the case, ABQ RIDE may contact the complainant. The complainant has 15 business days from the date of the letter to send requested information to the investigator assigned to the case. If the investigator is not contacted by the complainant or does not receive the additional information within 30 business days, ABQ RIDE can administratively close the case. A case also can be administratively closed if the complainant no longer wishes to pursue their case.

Once the investigation is completed, ABQ RIDE will issue a letter to the complainant. The letter will include a summary of pertinent information gathered during the investigation, a conclusion that the complaint is substantiated or unsubstantiated, and action(s) the agency will take to address any substantiated discrimination.

A person may also file a signed, written complaint directly with the Federal Transit Administration / Office of Civil Rights / Attention: Complaint Team / East Building, 5th Floor – TCR / 1200 New Jersey Ave., SE / Washington, DC 20590.

## ABQ RIDE 2020 Title VI Program



100 1<sup>st</sup> St. SW  
Albuquerque, NM 87102  
505-724-3100  
abqriderTitleVI@cabq.gov

### Title VI Complaint Form

Title VI of the 1964 Civil Rights Act requires that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving federal financial assistance.

The following information is necessary to assist us in processing your complaint. Should you require any assistance in completing this form, please contact us.

Complete, sign, and return this form to ABQ RIDE's Title VI Coordinator at the address above by mail, in person, or scanned and emailed.

1. Complainant's Name: \_\_\_\_\_
2. Address: \_\_\_\_\_
3. City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_
4. Telephone Number: \_\_\_\_\_
5. Email Address: \_\_\_\_\_
6. Person discriminated against (if someone other than the complainant):  
 Name: \_\_\_\_\_  
 Address: \_\_\_\_\_  
 City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_  
 Relationship to you: \_\_\_\_\_  
 Reason why you have filed for someone else: \_\_\_\_\_  
 If you are filing on someone else's behalf, please confirm that you have obtained that person's permission: Yes ☐ No ☐

7. Which of the following best describes the reason you believe the discrimination took place?

- a. Race ☐      b. Color ☐      c. National Origin ☐

8. What date did the alleged discrimination take place? \_\_\_\_\_

9. Describe the alleged discrimination as clearly as possible. Explain what happened, why you believe you were discriminated against, and who you believe was responsible (if known). Please include names and contact information for any witnesses. If more space is needed, please attach additional pages.

10. Have you filed this complaint with any other federal, state or local agency or with any federal or state court? Yes ☐ No ☐

If yes, check each box that applies:

- Federal agency ☐      Federal court ☐      State agency ☐  
 State court ☐      Local agency ☐

Please provide information about a contact person at the agency/court where the complaint was filed.

Name: \_\_\_\_\_  
 Address: \_\_\_\_\_  
 City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_  
 Telephone Number: \_\_\_\_\_

11. Please sign below. You may attach any written materials or other information that you think is relevant to your complaint.

Complainant Signature \_\_\_\_\_ Date \_\_\_\_\_

### 3. Title VI Investigations, Complaints, and Lawsuits:

Appendix A contains a list of Title VI investigations, complaints and lawsuits filed against the Transit Department in the past three years.

### 4. Public Participation Plan and Outreach Since Previous Title VI Program:

Over the past three years, ABQ RIDE's main public outreach efforts centered on two areas. In one effort, the Department gathered feedback in 2017 on the Department's proposal to reallocate service from a downtown circulator to other areas. The other significant effort involved promotion and education about the fall 2019 start of the Department's Albuquerque Rapid Transit (ART) service on Central Avenue.

The 2017 proposal to reallocate service included a service equity analysis, approved by the Mayor and the City Council, and was implemented in the spring of 2018. Public outreach included posting notices of the proposed changes and providing ways for the public to comment including by phone, email, or in person at open-house style events held both during lunch hours and in the evening in the downtown transit center that was the start/end and most heavily used stop on the

## **ABQ RIDE 2020 Title VI Program**

affected circulator. The format and timing of the open-house events were designed to accommodate people with a variety of work schedules or other restrictions on their availability. Notices were posted on all buses system-wide and on all the affected circulator stops; they were also posted on the agency's website, on social media, and through a press release. Information was available in English and Spanish. Comments received through this process helped shape the final changes.

The introduction of ART service involved both educating riders about the new service and associated changes to existing service and educating the driving public about how to drive in the corridor with the buses operating in median dedicated lanes. Information was posted on all buses as well as in English and Spanish at affected bus stops. Promotional information and instructions for how to drive in the corridor were also placed through paid advertisement on billboards, on the City's main newspaper's website, on radio stations, and through social media as well as press releases events with traditional media. In addition, Department staff served as "ART ambassadors" at major ART stations during the first three days of service in order to provide information and answer questions from members of the public.

More generally, ABQ RIDE routinely posts notices on all buses regarding upcoming schedule changes, and ABQ RIDE's annual operating budget goes through the City Council's public hearing process. Through the City's 311 call center, ABQ RIDE receives and responds to public input on an ongoing basis, and the department uses Facebook and Twitter to reach out to constituents through social media.

ABQ RIDE's Public Participation Plan is provided in Appendix B.

### **5. Meaningful Access to Persons with Limited English Proficiency:**

Transit service information, such as system route schedules, route maps, and other transit and paratransit service information, is available in English and Spanish. Route schedules and other written information is accessible at major employment centers, shopping centers, public libraries, educational facilities, medical facilities, senior centers, web site and other public buildings, where feasible. In addition to Spanish, the Department has translated its Title VI notices and complaint procedures into Vietnamese and Chinese, as well as its "Sun Van and You" guidebook for using the Department's paratransit service.

In addition, the Department has individuals fluent in Spanish who are available to assist Spanish-speaking constituents with limited English abilities. Most day-to-day transit questions are now handled by the city's 311 Call Center which provides information in Spanish. To augment this capability, the Department has a contract with a company to provide telephone translation services for more than 200 languages. ABQ RIDE's web site provides a tool on every page to translate into

## ABQ RIDE 2020 Title VI Program

Spanish, Vietnamese, Chinese, French and German. Please see Appendix C for ABQ RIDE's LEP Plan.

6. Non-Elected Advisory Committees:

As a City department, ABQ RIDE operates under the direction of the elected Mayor and City Council, but ABQ RIDE has two non-elected advisory committees appointed by the Mayor and approved by the City Council. These committees are the Transit Advisory Board (TAB) and the Paratransit Advisory Board (PTAB). The TAB does not have specific geographic or other requirements for representation from specific interest groups, while the PTAB has five positions for members with mobility impairments from the community at large and four positions for representatives from agencies serving people with mobility impairments. Meeting agendas, minutes, and notice of vacancies on these committees are posted in ABQ RIDE's website. Tables showing the racial breakdown of these committees are below.

### Membership of Advisory Committees By Race

Committee	Asian American	Black / African American	Hispanic	Native American	Pacific Islander	White
Transit Advisory Board	0%	20%	10%	0%	0%	70%
Paratransit Advisory Board	0%	0%	20%	20%	0%	60%

To increase minority participation on these boards, ABQ RIDE posts the opportunity to serve on these committees on buses and paratransit vans and on the ABQ RIDE's webpage for each committee, with an online form for interested individuals to submit for consideration.

7. Compliance by Subrecipients and Equity Analysis for Locating New Facilities:

ABQ RIDE has no subrecipients and has not located a new storage facility, maintenance facility, operating center, or similar facility since the last Title VI program submission.

## **ABQ RIDE 2020 Title VI Program**

### **Requirements for Fixed Route Transit**

#### **1. Demographic Data**

A. Demographic and Service Profile Maps and Charts: The following items are provided for this program update:

- 1) Base Map: A scaled map of ABQ RIDE's service area is provided. The base map contains: Census block groups, major streets and highways, transit routes, transit stops and stations, maintenance and garage facilities, and administrative buildings, as well as major activity centers or transit trip generators (major activity centers and transit trip generators can include, but are not necessarily limited to, the central business district, outlying high employment areas, schools, and hospitals). The map also highlights those transit facilities that were recently modernized or are scheduled for modernization in the next five (5) years (2020 – 2024).
- 2) A demographic map follows that plots the above information and also shades Census block groups by the density of total minority population residing (Figure 1). A similar map is provided showing the density of low-income residents by block group (Figure 2.). In addition, Figure 3 shows those facilities along with block groups that exceed the average percentage of minorities and the block groups that exceed the average percentage of low-income households.

The demographic maps include a route legend with transit routes identified as minority and/or low-income routes based on FTA's definition for minority routes. By this definition, thirty-four (85%) of ABQ RIDE's 40 routes are minority routes; therefore one-third or more of the revenue miles for these routes (not including freeways) are in areas with higher percentage minority populations than the service area as a whole. The average minority population in the service area is 59.7% of the total population; any Census block group with a higher minority percentage is considered a minority area for this Title VI program.

Using a similar process to identify low-income routes, thirty-seven (37) routes (92.5%) are considered low-income routes. Following FTA's guidance to define "low-income" inclusively, ABQ RIDE defined "low-income" to be average household income less than 165% of the poverty level for a three-person household, the approximate average household size for the service area and the income level qualifying for New Mexico's Supplemental Nutrition Assistance Program (aka food stamps). This definition allows the use of 2010 – 2014 American Community Survey (ACS) data for Census block groups. Overall, low-income households make up 38.3% of the total households in the service area. Low-income

## **ABQ RIDE 2020 Title VI Program**

routes have more than one third of their revenue miles (not including freeways) in areas where more than 38.3% of households have low incomes.

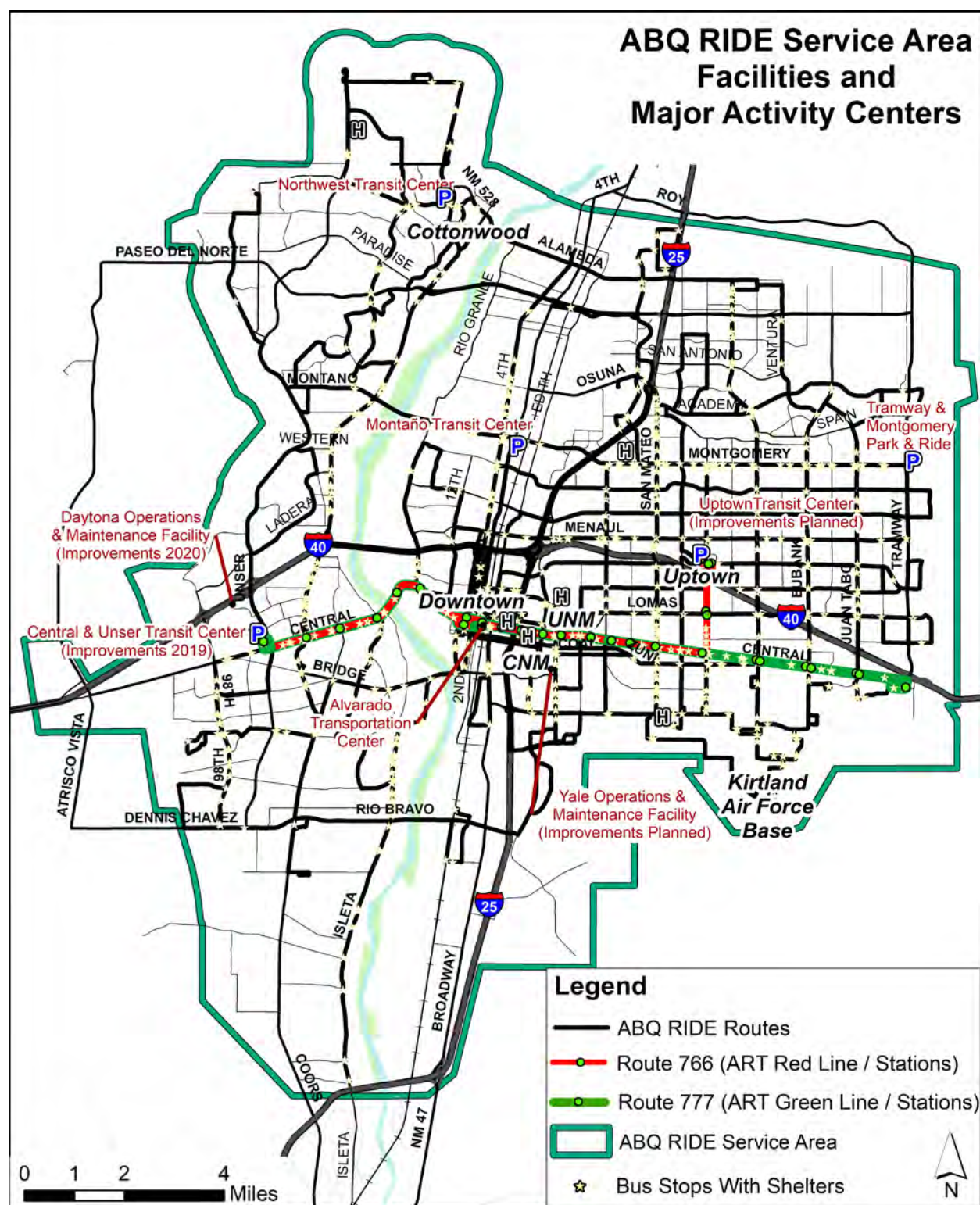
### **ABQ RIDE Service Area Overview**

ABQ RIDE serves the City of Albuquerque, which contains the majority of the population of Bernalillo County, New Mexico. Under contract to the Rio Metro Regional Transit District, ABQ RIDE provides service to the southeastern portion of Rio Rancho. Similarly, under contract to Bernalillo County, ABQ RIDE serves portions of the unincorporated County. The ABQ RIDE system map below illustrates the extent of fixed bus routes.

The map on the following page shows ABQ RIDE's 235 square mile service area, which shows current routes, bus stops with shelters, transit centers, park & rides, intermodal centers, and operations and maintenance facilities. The map also shows minority population density (people per square mile) by Census block groups.



## ABQ RIDE 2020 Title VI Program





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## ABQ RIDE 2020 Title VI Program

### Minority Population

Information about the minority status of the population within ABQ RIDE's service area was taken from the 2014-2018 5-year American Community Survey (ACS) estimates for Census block groups. The White (Not Hispanic) population was 276,926, comprising far less than half of the population at 39.8%. Minorities numbered 418,368 or 60.2% of the total. The Hispanic population of any race was 345,482, which made up the majority of the minority population and almost half of the total population (49.7%). The data are summarized in the following table and Figure 1.

2014-2018 5-Year American Community Survey (ACS)		Population	Percent
ABQ RIDE Service Area		695,294	100.0%
	Hispanic	345,482	49.7%
	Not Hispanic	349,812	50.3%
	White	276,926	39.8%
	Black	17,560	2.5%
	American Indian or Alaska Native	23,710	3.4%
	Asian	16,286	2.3%
	Native Hawaiian or Other Pacific Islander	414	0.1%
	Other	2,074	0.3%
	Two or more races	12,842	1.8%
	Total Minority Population	418,368	60.2%

### Low-Income Population

Following FTA's guidance to define "low-income" inclusively, ABQ RIDE defines "low-income" to be households with income less than \$35,000 per year. This is comparable to the income requirements of 165% of the poverty level for a three-person household to qualify for the State of New Mexico Supplemental Nutrition Assistance Program (SNAP). Based on 2014-2018 5-year ACS estimates for Census block groups, low-income households make up 35.7% (96,926) of the total households (271,207) in the service area. The low-income status of households within Census block groups served by ABQ RIDE is detailed in Figure 2, showing the density of households in each block group that have low incomes. The map also shows the ABQ RIDE service area, current bus routes, bus stops with shelters, transit centers, park & rides, intermodal centers and operations and maintenance facilities.

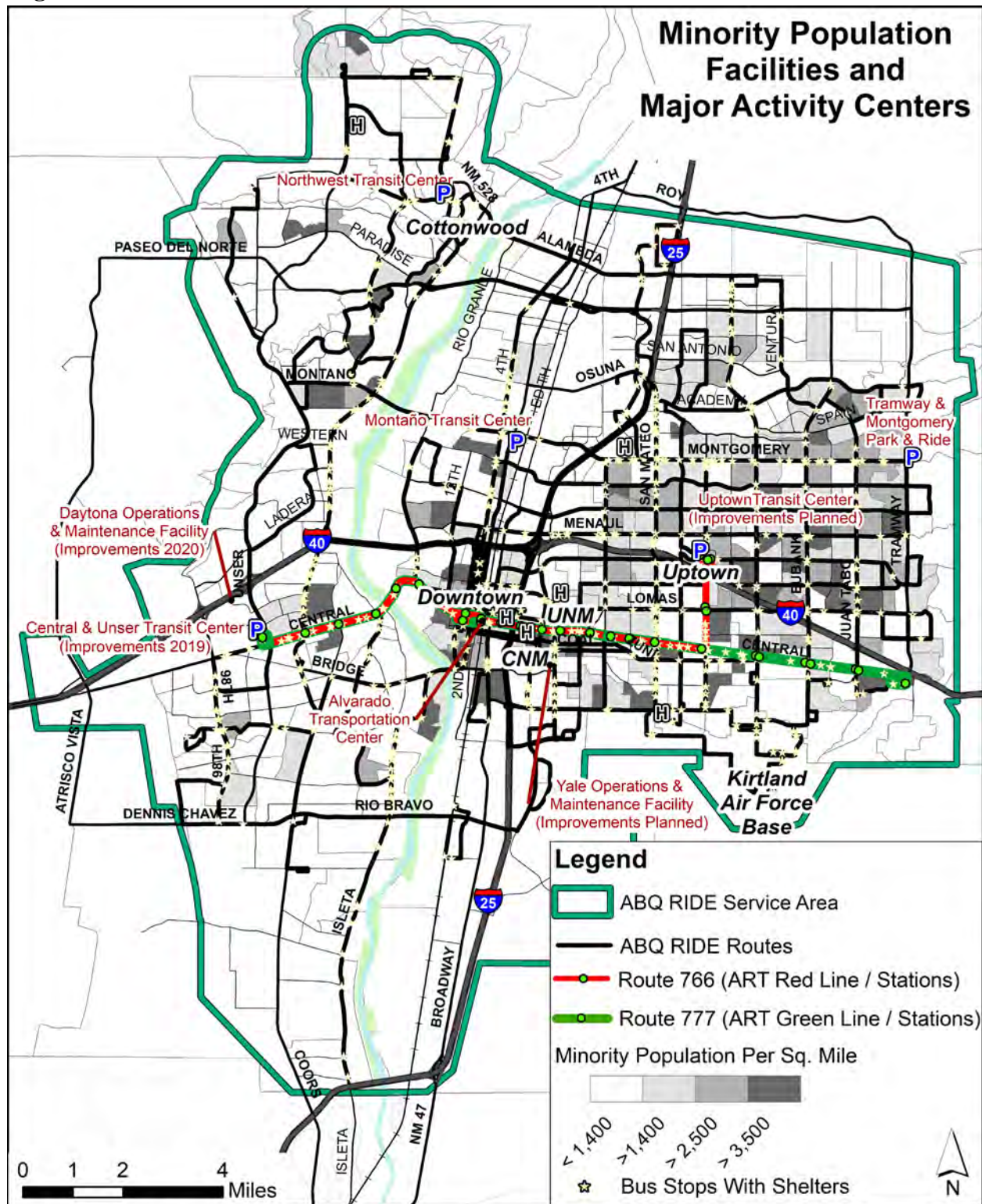
### Minority and Low-Income Areas

Figure 3 shows both "minority" and "low-income" Census block groups.



## ABQ RIDE 2020 Title VI Program

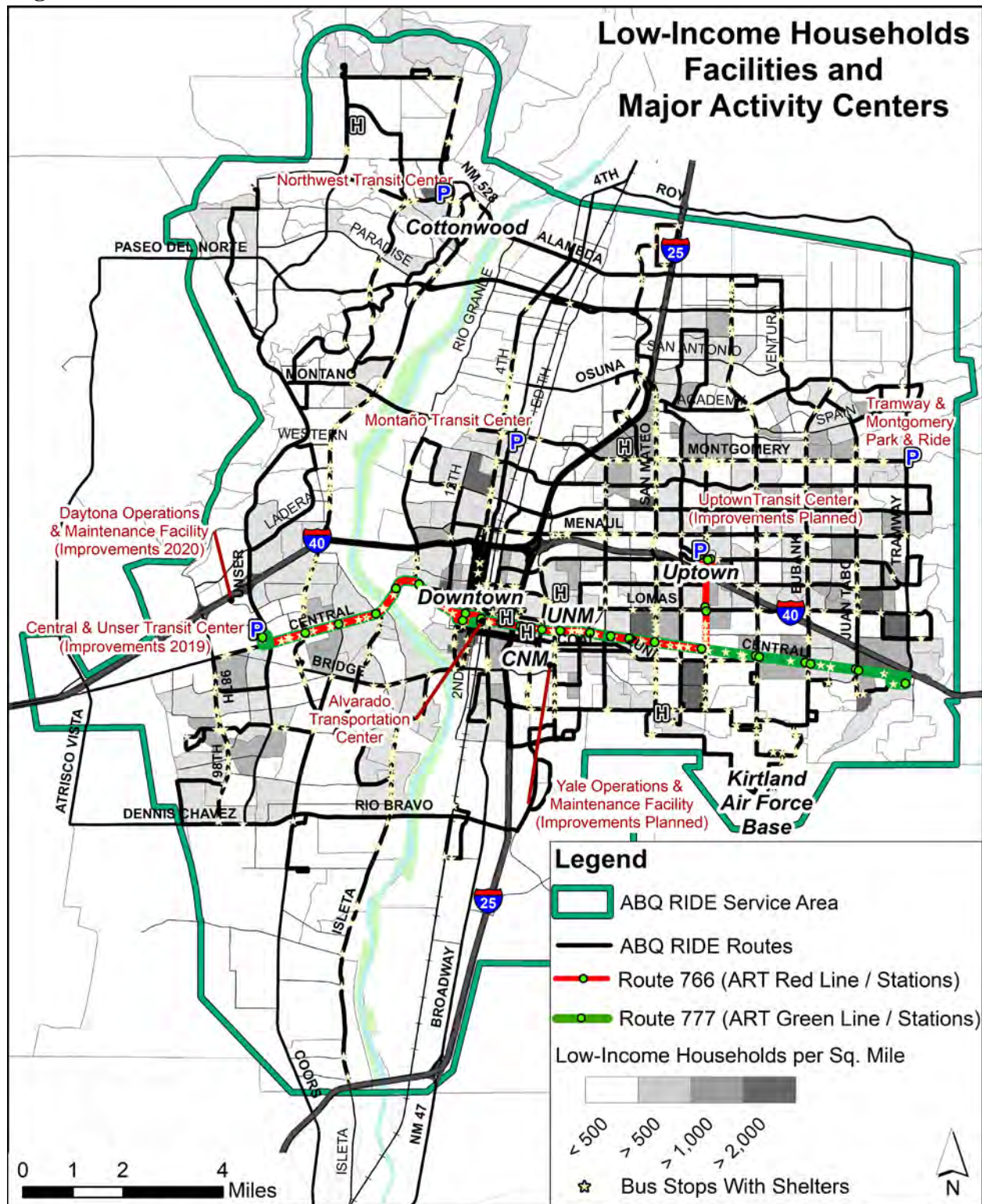
**Figure 1**





## ABQ RIDE 2020 Title VI Program

**Figure 2**

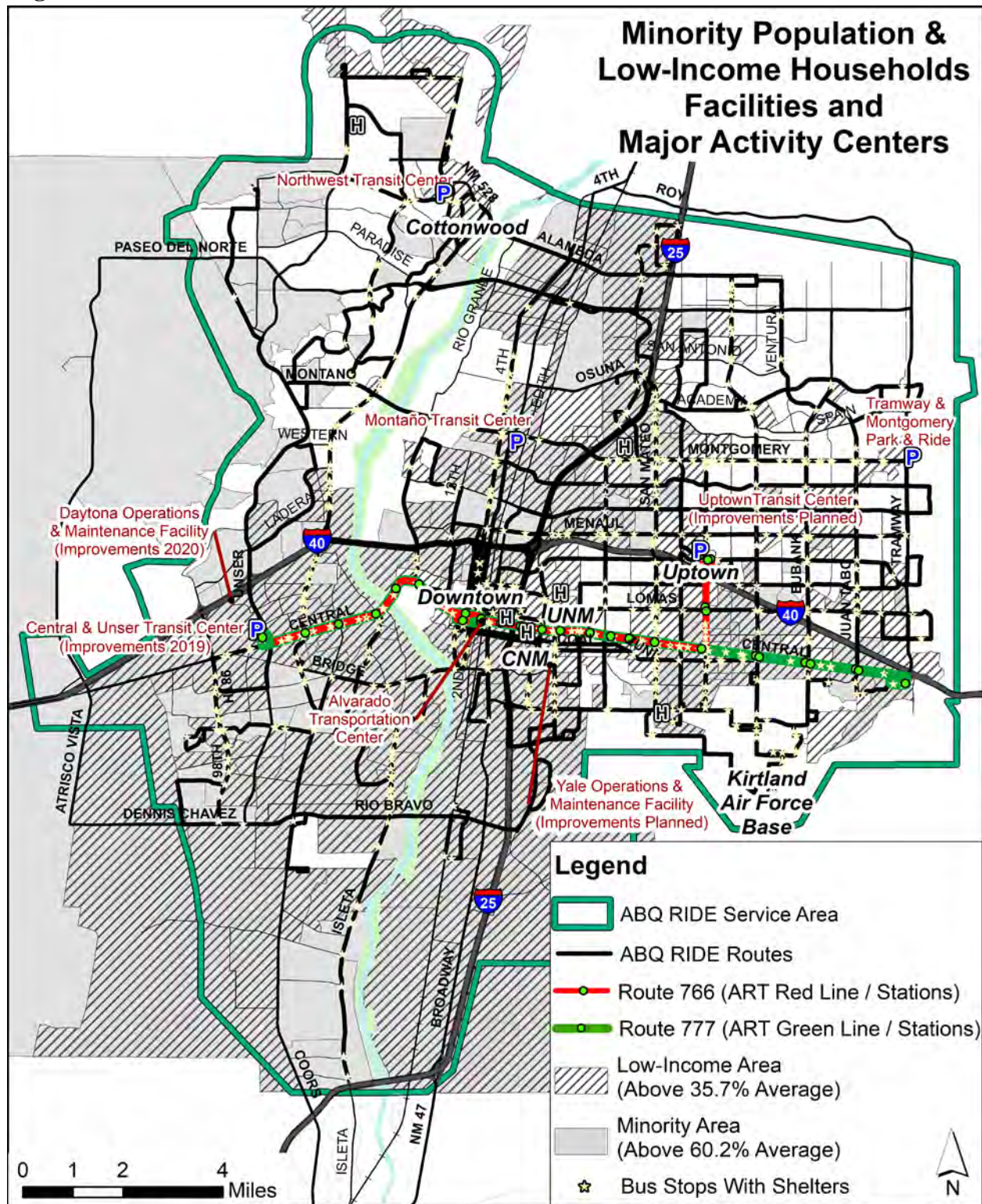


Source: 2014-2018 American Community Survey (5-Year Estimates) - Block Groups



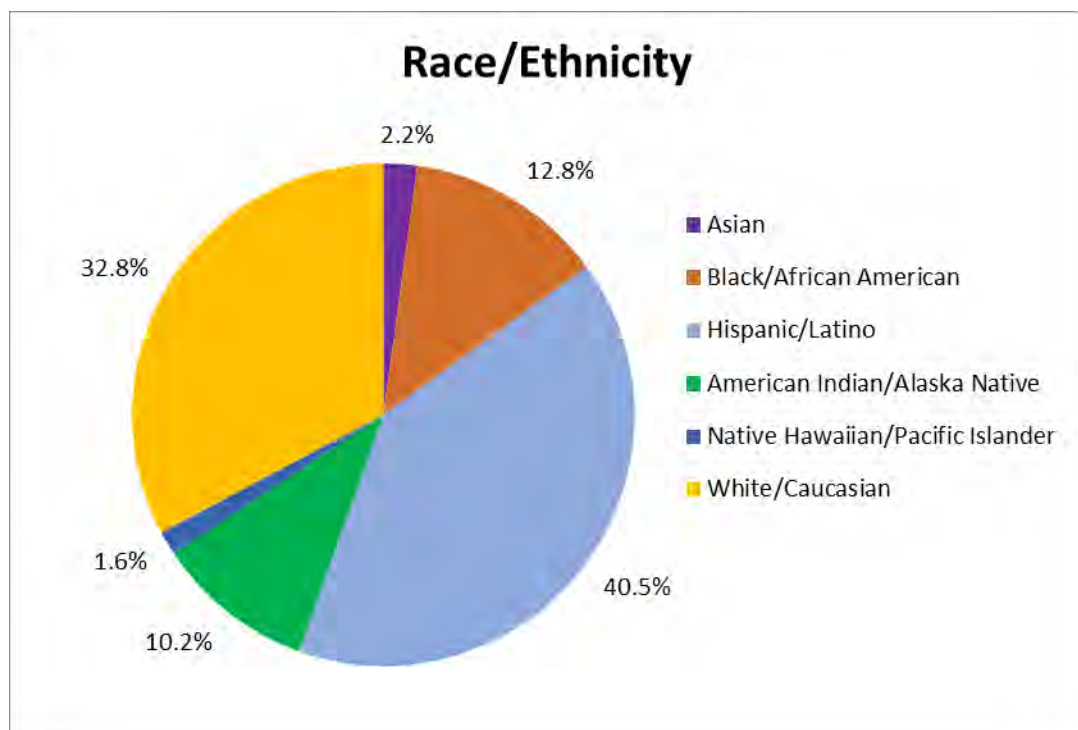
## ABQ RIDE 2020 Title VI Program

**Figure 3**



## ABQ RIDE 2020 Title VI Program

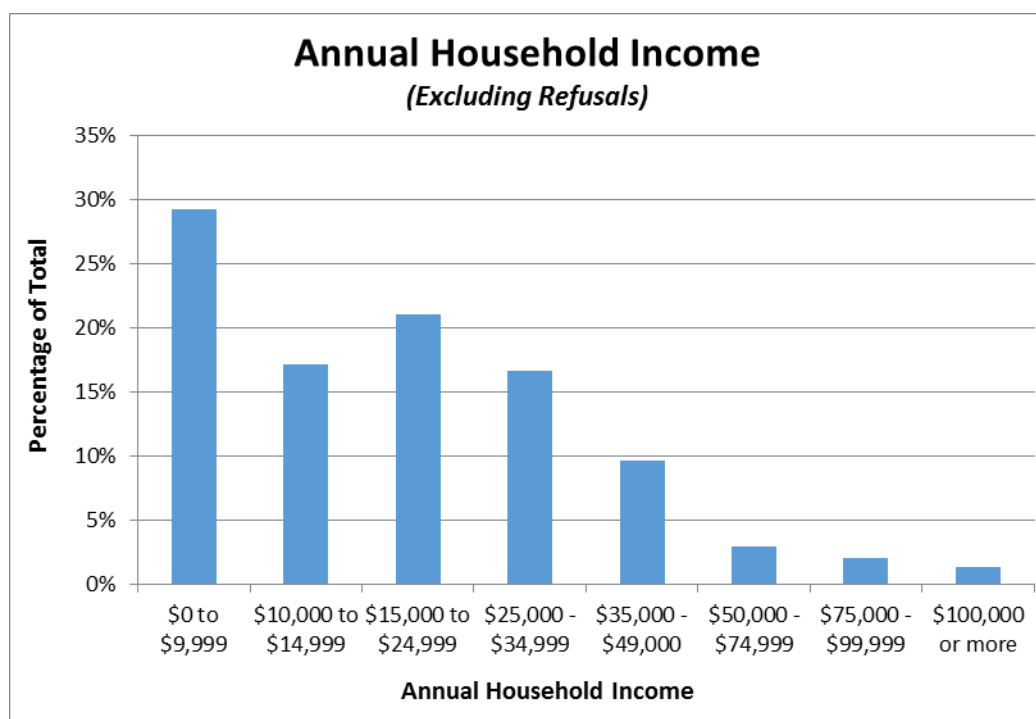
- B. Demographic Ridership and Travel Patterns: ABQ RIDE conducted an on-board survey of ABQ RIDE's riders in spring 2017. Surveys were offered by interviewers in English and Spanish. Over 1,100 surveys were collected. The major results of the surveys for relevant characteristics are presented below.



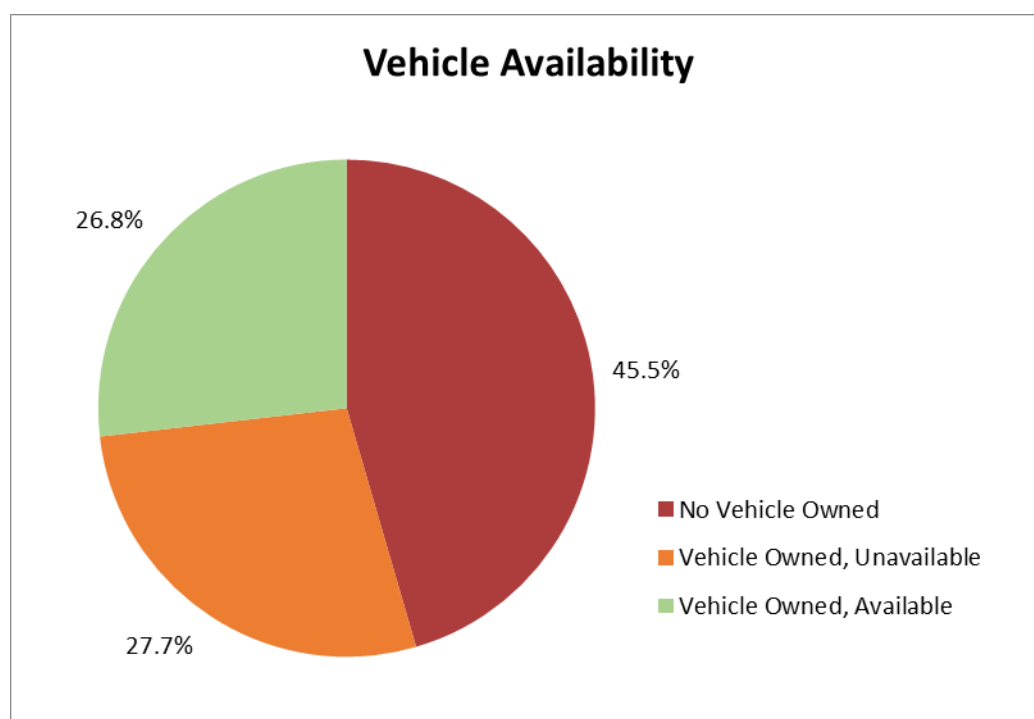
As indicated above, the largest group of riders identified themselves as Hispanic, followed by white/non-Hispanic. Minorities represent a slightly larger share of ridership (67%) than they do of the overall population in the service area (60%). About 5% of ABQ RIDE's riders report that they speak English less than "very well;" over 70% of these riders speak Spanish at home.

Household income for riders is relatively low, with a majority of riders (84%) reporting annual household income less than \$35,000. Excluding students, 52% of riders were employed (full or part-time); 20% reported being unemployed, and 26% were retired or disabled. Students (all ages, both employed and unemployed) represent 23% of all riders. Survey data for household annual income is shown in the following graph.

## ABQ RIDE 2020 Title VI Program



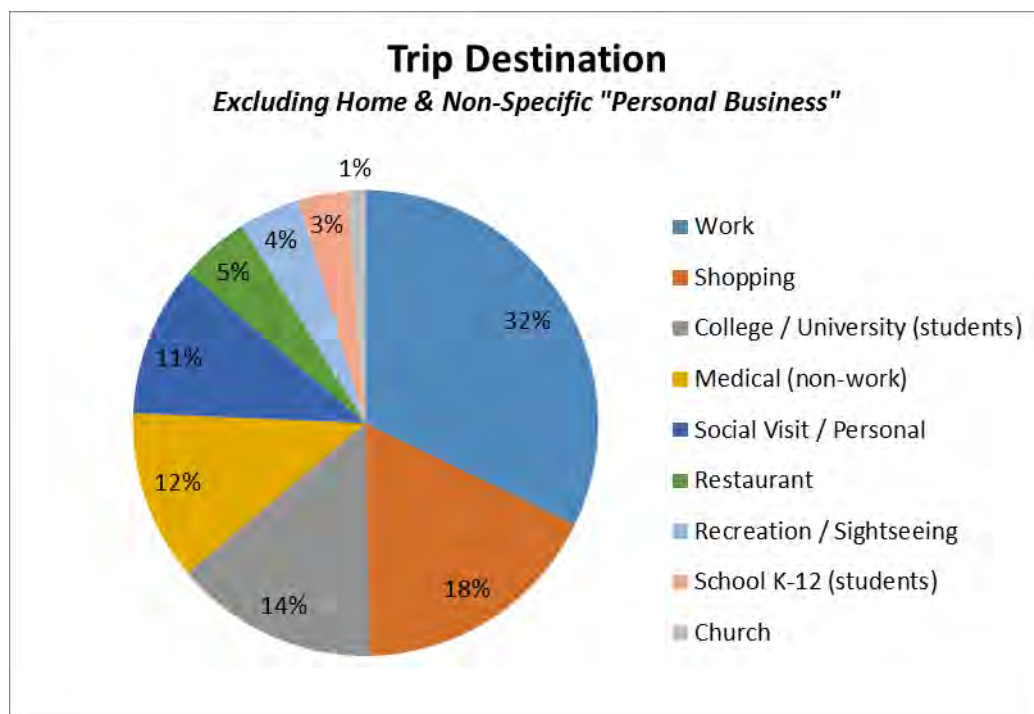
Slightly less than half of riders (46%) come from households without a car. Of those with one or more household vehicles, about half did not have access to a vehicle for the trip they made on transit.





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Excluding trips to home and non-specific "personal business" destinations, work trips represent about 32% of riders' trip purposes, followed by shopping trips (18%), college and university student trips (15%), medical trips (12%), and social visits (11%).



Below is a breakdown of destination types (i.e. trip purposes) by demographic category.

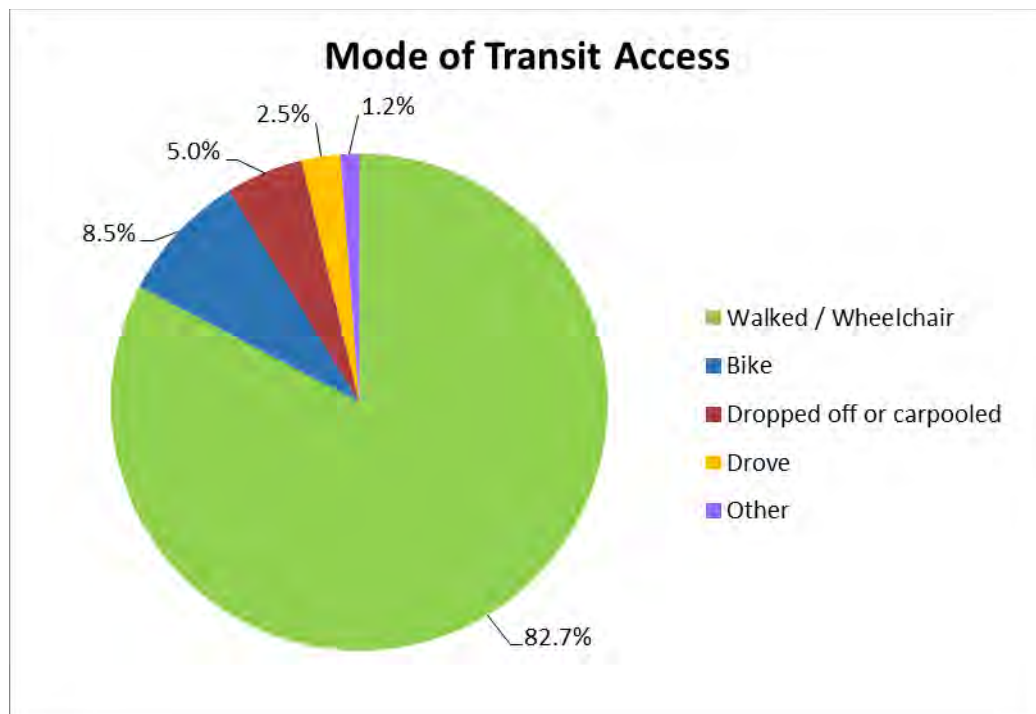
Destination Type By Demographic Category	Low-Income	Not Low-Income	Minority	Non-Minority
Work	36%	38%	33%	33%
Shopping	18%	17%	17%	21%
College / University (students only)	12%	18%	15%	11%
Medical / Doctor / Clinic (non-work)	12%	10%	11%	12%
Social Visit / Personal	11%	2%	12%	5%
Restaurant	6%	3%	4%	8%
Recreation / Sightseeing	4%	7%	2%	7%
School K-12 (students only)	1%	3%	4%	4%
Place of Worship	1%	2%	2%	1%

*Excludes "home" and non-specific "personal business."*



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The vast majority of riders walk or bike to get to the bus.



Almost half (48%) of ABQ RIDE passengers transfer to complete their trips.

ABQ RIDE offers a wide range of fare products. Most ABQ RIDE passengers pay full fare, followed by student and then closely followed by reduced-fare riders (for seniors, people with disabilities, and low-income riders). Below is a summary of survey data by demographic category.

Fare Type by Demographic Category	% of Low-Income	% of Non-Low-Income	% of Minorities	% of Non-Minorities
Full Fare - Pass	31%	30%	29%	30%
Full Fare - Short-Term	40%	27%	40%	34%
Student/Educational Fare - Pass	11%	16%	15%	11%
Student/Educational Fare - Short-Term	3%	3%	3%	3%
Reduced Fare - Pass	12%	20%	11%	18%
Reduced Fare - Short-Term	3%	4%	2%	5%

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### 2. System-Wide Service Standards and Policies

The following system-wide service standards and policies, particularly those related to vehicle headways and service availability, apply to the service ABQ RIDE provides within the City of Albuquerque. Service outside of City limits is generally funded by Bernalillo County or the Rio Metro Regional Transit District, and ABQ RIDE does not control the funding decisions which directly impact vehicle headways and service availability.

- A. Vehicle Load: ABQ RIDE's standard is not to exceed 150% of seating capacity on a consistent basis.
- B. Vehicle Headway: Headways are established according to a route's ridership levels. System routes are continually reviewed in an effort to reduce headways and increase ridership. Most all-day routes have a standard headway of 20 to 45 minutes during peak hour service and 60 minutes during off peak hour service hours. Commuter routes have a minimum of two one-way trips per peak period.
- C. On-Time Performance: "On-time" for fixed-route service is defined as vehicles arriving up to 4 minutes after scheduled times and departing 0 minutes earlier scheduled times. On-time performance is assessed at designated timepoints (as shown on public timetables). ABQ RIDE's goal is for service to be on-time 80% of the time or more.
- D. Service Availability: ABQ RIDE's goal is to provide fixed-route service within ½ mile of 90% of the population living in areas with a density of 5,000 or more residents per square mile and service within 1 mile of 90% of residents living in areas with a density between 2,000 and 5,000 people per square mile. However, routes that do not achieve at least 20 boardings per in-service vehicle-hour may be candidates for service reduction or elimination. (An "in-service hour" is one hour that an individual bus is operating in service for people to ride. If two buses are used on a route for an hour each, whether at the same time or at different times, that is two in-service hours.)

As noted previously, Bernalillo County and Rio Metro fund several routes that operate outside the City of Albuquerque. Since ABQ RIDE does not control this funding, ABQ RIDE may adjust its service area or its service availability goals if these entities no longer fund these routes.

- E. Distribution of Transit Amenities: At a minimum, it is the Transit Department's policy that all designated bus stops be clearly marked with a painted curb and signage, indicating a bus stop. The selection for transit amenities such as shelters, benches, trashcans, and printed signs, schedules and maps are based on the following criteria:

## ABQ RIDE 2020 Title VI Program

- 1) The average number of daily boardings at a bus stop,
- 2) The existence of a transfer point between two or more routes,
- 3) Site suitability, including right-of-way and easement considerations, non-impedance of traffic, and preservation of pedestrian safety.

### F. Vehicle Assignment:

ABQ RIDE's current permanent fleet consists of the following vehicles, all ADA accessible, air-conditioned, and equipped with security cameras:

- At the Daytona Maintenance & Operations Facility:
  - 60' articulated buses – 30:
    - 2019 – 20
    - 2020 – 10
    - 2009 – 6 (*The Department is preparing to retire these.*)
  - 40' standard low-floor buses – 57 (all 2007)
- At the Yale Maintenance & Operations Facility:
  - 40' standard low-floor buses – 75 (2009, 2014, and 2015)

ABQ RIDE will assign vehicles to particular blocks as follows:

- ART and Rapid Ride routes:
  - Must have an articulated bus
  - Any of the new articulated buses can be assigned to any route. (The Department is phasing out 6 older buses that can only be assigned to the Rapid Ride route due to doors only on one side.)
- For all other routes:
  - Blocks are assigned to garages based on the goal of minimizing total deadhead time.

## 4. Monitoring of Transit Service

### A. Vehicle Load

ABQ RIDE has two buses, one at each garage, equipped with automatic passenger counters, providing detailed samples of boarding and alighting in the system by route, trip, time, and direction.

Given below are the peak vehicle loads observed for selected routes – both minority and non-minority. As shown, no routes are exceeding ABQ RIDE's load standards. Most "commuter" routes are not included due to data limitations for maximum loads. However, ABQ RIDE's route performance data (boardings per in-service vehicle-hour) shows that these routes do not have enough boardings to exceed load standards even if all passengers were on the bus at the same time.

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### ABQ RIDE - MAXIMUM VEHICLE LOADS ON WEEKDAYS (*Shaded routes are non-minority routes.*)

Route	Name	Max Load
1	Juan Tabo	41%
2	Eubank	46%
5	Montgomery/Carlisle	119%
6	Indian School (Commuter)	22%
7	Candelaria (Commuter)	52%
8	Menaul	114%
10	North Fourth Street	76%
11	Lomas	73%
12	Constitution (Commuter)	26%
11	Comanche (Commuter)	24%
16	Broadway/University/Gibson	43%
31	Wyoming	46%
34	San Pedro (Commuter)	16%
36	12 <sup>th</sup> St./Rio Grande	27%
37	Rio Grande/12 <sup>th</sup> St.	24%
50	Airport/Downtown	38%
51	Atrisco	32%
53	Isleta	103%
54	Bridge/Westgate	43%
66	Central	130%
92	Taylor Ranch (Commuter)	30%
93	Academy (Commuter)	28%
94	Unser (Commuter)	30%
96	Crosstown (Commuter)	43%
97	Zuni Express	54%
98	Wyoming (Commuter)	27%
140/141	San Mateo ( <i>operated as route pair</i> )	127%
155	Coors	54%
157	Montaño/Kirtland	62%
162	Ventana Ranch (Commuter)	16%
198	98 <sup>th</sup> Street – Dennis Chavez	32%
217	Downtown – KAFB Limited	19%
222	Rio Bravo/Sunport	41%
250	Downtown-Sunport Express	27%
251	Rio Rancho/ABQ Rail Runner Cnx	20%
551	Paseo Del Norte Express	11%
766	Red Line Rapid Ride	90%

## ABQ RIDE 2020 Title VI Program

MAXIMUM VEHICLE LOADS BY ROUTE (continued)		
Route	Name	Max Load
777	Green Line Rapid Ride	83%
790	Blue Line Rapid Ride	65%

### B. Vehicle Headway

Generally, headways are established according to a route's ridership levels. System routes are continually reviewed in an effort to reduce headways and increase ridership. Most routes have a standard headway of 20 to 45 minutes during peak hour service and 60 minutes during off peak hour service hours. Only a few of the department's routes have headways that slightly exceed these standards with the exception of routes specifically timed to meet the NM Rail Runner Express train operated by the Rio Metro Regional Transit District, in which case their schedules coincide with the train schedule.

Peak hour and off-peak hour headways for each route are as follows.

### ABQ RIDE - WEEKDAY HEADWAYS (MINUTES) BY ROUTE (*Shaded routes are non-minority routes.*)

Route	Name	AM	Midday	PM	Evening
1	Juan Tabo	30	45	30	
2	Eubank	30	60	30	
5	Montgomery/Carlisle	20	25	20	45
6	Indian School (Commuter)	2 trips	--	2 trips	--
7	Candelaria (Commuter)	2 trips	--	2 trips	--
8	Menaul	25	25	25	45
10	North Fourth Street	20	20	20	45
11	Lomas	20	20	20	45
12	Constitution (Commuter)	2 trips	--	2 trips	--
13	Comanche (Commuter)	2 trips	--	2 trips	--
16	Broadway/University/Gibson	50	50	50	
31	Wyoming	30	45	30	45
34	San Pedro (Commuter)	2 trips	--	2 trips	--
36	12 <sup>th</sup> St./Rio Grande	60	60	60	--
37	Rio Grande/12 <sup>th</sup> St.	60	60	60	--
50	Airport/Downtown	30	30	30	30
51	Atrisco	65	65	65	--
53	Isleta	45	45	45	45
54	Bridge/Westgate	45	45	45	50

## ABQ RIDE 2020 Title VI Program

WEEKDAY HEADWAYS (MINUTES) BY ROUTE (continued)					
Route	Name	AM	Midday	PM	Evening
66	Central	15	15	15	30
92	Taylor Ranch (Commuter)	2 trips	--	2 trips	--
93	Academy (Commuter)	2 trips	--	2 trips	--
94	Unser (Commuter)	2 trips	--	2 trips	--
96	Crosstown (Commuter)	5 trips	--	5 trips	--
97	Zuni Express	60	60	60	--
98	Wyoming (Commuter)	2 trips	--	2 trips	--
140/141	San Mateo ( <i>route pair</i> )	15	15	15	35
155	Coors	30	30	30	50
157	Montaño/Kirtland	20	20	20	45
162	Ventana Ranch (Commuter)	2 trips	--	4 trips	--
198	98 <sup>th</sup> Street – Dennis Chavez	30	30	30	40
217	Downtown – KAFB Limited	2 trips	--	2 trips	--
222	Rio Bravo/Sunport	65	1 trip	65	--
250	Downtown – Sunport Express	Varies	Varies	Varies	--
251	Rio Rancho/ABQ Rail Runner	20-50	120	20-50	50
551	Paseo Del Norte Express	2 trips	--	2 trips	--
766	ART Red Line	15	15	15	20
777	ART Green Line	15	15	15	20
790	Blue Line Rapid Ride	15	20	15	30

In addition to the headway analysis above, to verify that service is distributed equitably, ABQ RIDE created a list of minority bus routes as defined in FTA's Circular C 4702.1B (those routes that intersect Census block groups with above-average percentages of minorities for at least one-third of the route length). Thirty-four routes (85% of the total) are classified as minority routes. As shown below, these routes account for about 91.2% of all weekly trips and about 92% of all weekly revenue-hours and miles of service.

Weekly Service By Minority Status and Route Number						
Minority Category and Route Number	Revenue Trips	Trips (% Total)	Revenue Hours	Rev Hrs (% Total)	Revenue Miles	Rev Miles (% Total)
Minority	8,448	91.2%	7,830	92.6%	102,600	91.9%
5	454	4.9%	479	5.7%	5,849	5.2%
7	20	0.2%	17	0.2%	240	0.2%
8	412	4.4%	461	5.4%	6,155	5.5%
10	485	5.2%	308	3.6%	3,759	3.4%
11	500	5.4%	429	5.1%	5,024	4.5%
12	20	0.2%	17	0.2%	234	0.2%

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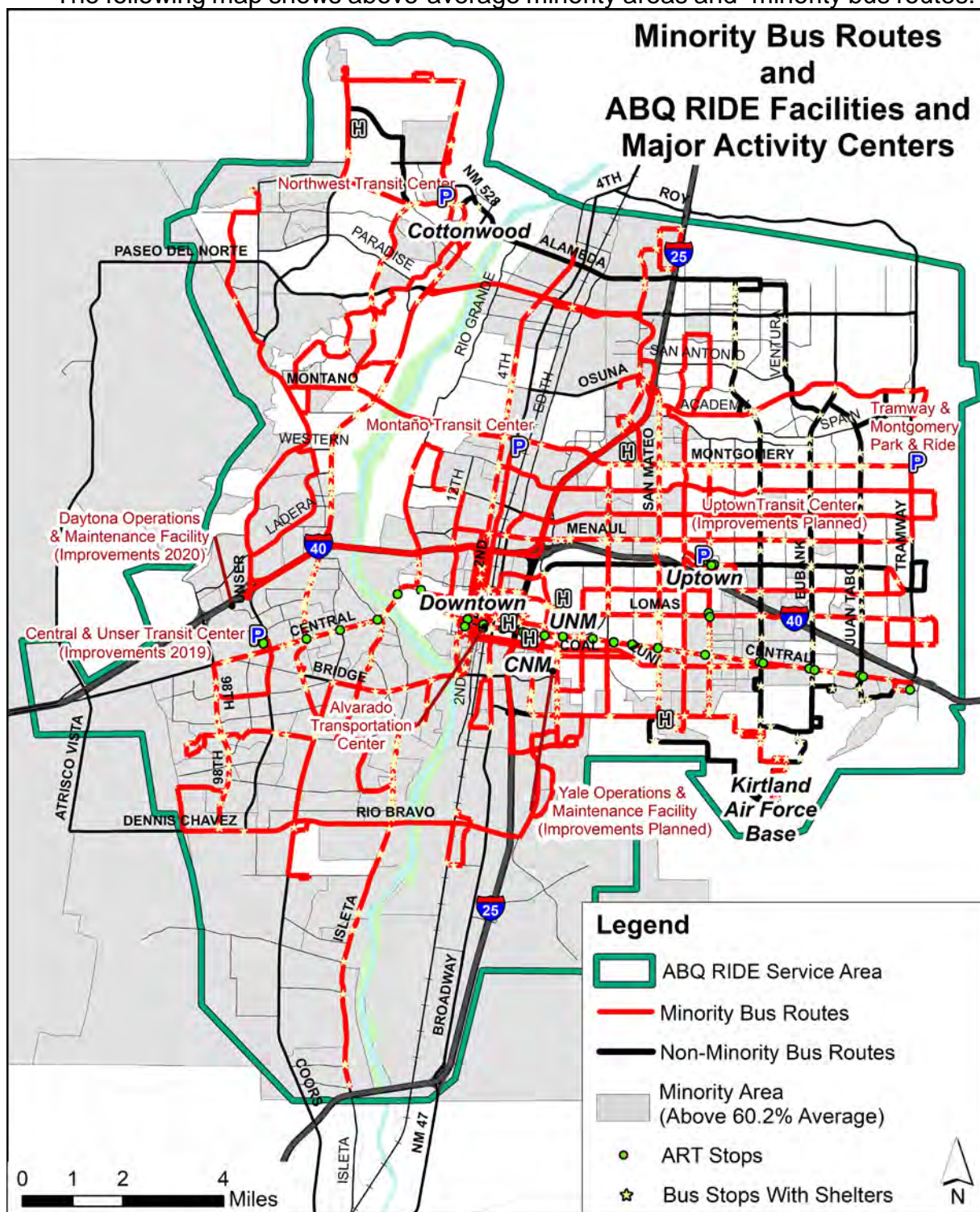
Weekly Service By Minority Status and Route Number (continued)						
Minority Category and Route Number	Revenue Trips	Trips (% Total)	Revenue Hours	Rev Hrs (% Total)	Revenue Miles	Rev Miles (% Total)
13	20	0.2%	15	0.2%	262	0.2%
16	196	2.1%	229	2.7%	2,887	2.6%
34	20	0.2%	12	0.1%	202	0.2%
36	70	0.8%	70	0.8%	765	0.7%
37	60	0.6%	59	0.7%	655	0.6%
50	307	3.3%	143	1.7%	1,488	1.3%
51	150	1.6%	80	0.9%	1,251	1.1%
53	218	2.4%	163	1.9%	2,391	2.1%
54	231	2.5%	196	2.3%	2,598	2.3%
66	874	9.4%	1,090	12.9%	12,289	11.0%
92	20	0.2%	22	0.3%	441	0.4%
93	20	0.2%	15	0.2%	281	0.3%
94	20	0.2%	18	0.2%	377	0.3%
97	130	1.4%	64	0.8%	844	0.8%
140	245	2.6%	249	2.9%	2,869	2.6%
141	408	4.4%	298	3.5%	3,177	2.8%
155	352	3.8%	361	4.3%	5,860	5.3%
157	491	5.3%	637	7.5%	9,321	8.4%
162	30	0.3%	14	0.2%	231	0.2%
198	408	4.4%	145	1.7%	2,669	2.4%
217	20	0.2%	10	0.1%	162	0.1%
222	60	0.6%	53	0.6%	739	0.7%
250	55	0.6%	20	0.2%	256	0.2%
251	105	1.1%	132	1.6%	1,699	1.5%
551	20	0.2%	17	0.2%	317	0.3%
766	787	8.5%	817	9.7%	9,553	8.6%
777	746	8.1%	786	9.3%	10,399	9.3%
790	494	5.3%	405	4.8%	7,360	6.6%
Not Minority	819	8.8%	629	7.4%	8,983	8.1%
1	245	2.6%	174	2.1%	2,077	1.9%
2	220	2.4%	148	1.7%	2,195	2.0%
6	20	0.2%	16	0.2%	235	0.2%
31	264	2.8%	195	2.3%	2,582	2.3%
96	50	0.5%	68	0.8%	1,435	1.3%
98	20	0.2%	28	0.3%	459	0.4%
<b>Grand Total</b>	<b>9,267</b>	<b>100.0%</b>	<b>8,460</b>	<b>100.0%</b>	<b>111,584</b>	<b>100.0%</b>



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### Minority Bus Route Map

The following map shows above-average minority areas and “minority bus routes.”





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ABQ RIDE conducted a similar analysis to verify that low-income areas receive an equitable share of service. The department created a list of bus routes that intersect Census block groups with above average percentages of low-income households for at least one-third of the route length. By that definition, thirty-seven routes, or 92.5% of all routes, are classified as Low-Income routes. As shown below, these routes account for about 97% of all weekly trips and about 98% of all weekly revenue-hours and revenue-miles of service.

Weekly Service By Low-Income Status and Route Number						
Income Category and Route Number	Revenue Trips	Trips (% Total)	Revenue Hours	Rev Hrs (% Total)	Revenue Miles	Rev Miles (% Total)
Low-Income	8,997	97.1%	8,280	97.9%	108,781	97.5%
1	245	2.6%	174	2.1%	2,077	1.9%
5	454	4.9%	479	5.7%	5,849	5.2%
6	20	0.2%	16	0.2%	235	0.2%
7	20	0.2%	17	0.2%	240	0.2%
8	412	4.4%	461	5.4%	6,155	5.5%
10	485	5.2%	308	3.6%	3,759	3.4%
11	500	5.4%	429	5.1%	5,024	4.5%
12	20	0.2%	17	0.2%	234	0.2%
13	20	0.2%	15	0.2%	262	0.2%
16	196	2.1%	229	2.7%	2,887	2.6%
31	264	2.8%	195	2.3%	2,582	2.3%
34	20	0.2%	12	0.1%	202	0.2%
36	70	0.8%	70	0.8%	765	0.7%
37	60	0.6%	59	0.7%	655	0.6%
50	307	3.3%	143	1.7%	1,488	1.3%
51	150	1.6%	80	0.9%	1,251	1.1%
53	218	2.4%	163	1.9%	2,391	2.1%
54	231	2.5%	196	2.3%	2,598	2.3%
66	874	9.4%	1,090	12.9%	12,289	11.0%
92	20	0.2%	22	0.3%	441	0.4%
93	20	0.2%	15	0.2%	281	0.3%
96	50	0.5%	68	0.8%	1,435	1.3%
97	130	1.4%	64	0.8%	844	0.8%
98	20	0.2%	28	0.3%	459	0.4%
140	245	2.6%	249	2.9%	2,869	2.6%
141	408	4.4%	298	3.5%	3,177	2.8%
155	352	3.8%	361	4.3%	5,860	5.3%
157	491	5.3%	637	7.5%	9,321	8.4%
198	408	4.4%	145	1.7%	2,669	2.4%

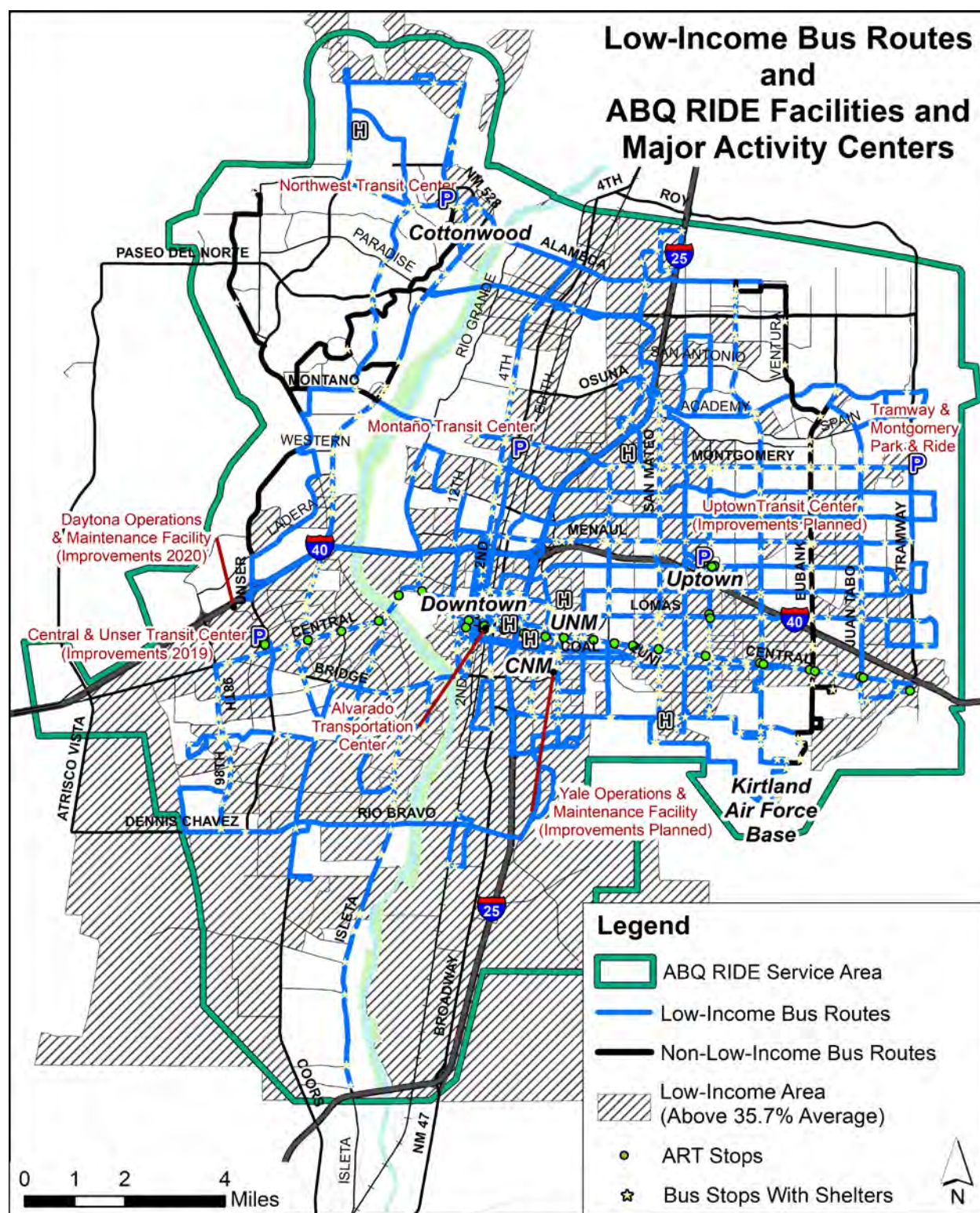
## ABQ RIDE 2020 Title VI Program

Weekly Service By Low-Income Status and Route Number (continued)						
Income Category and Route Number	Revenue Trips	Trips (% Total)	Revenue Hours	Rev Hrs (% Total)	Revenue Miles	Rev Miles (% Total)
217	20	0.2%	10	0.1%	162	0.1%
222	60	0.6%	53	0.6%	739	0.7%
250	55	0.6%	20	0.2%	256	0.2%
251	105	1.1%	132	1.6%	1,699	1.5%
551	20	0.2%	17	0.2%	317	0.3%
766	787	8.5%	817	9.7%	9,553	8.6%
777	746	8.1%	786	9.3%	10,399	9.3%
790	494	5.3%	405	4.8%	7,360	6.6%
Not Low-Income	270	2.9%	180	2.1%	2,803	2.5%
2	220	2.4%	148	1.7%	2,195	2.0%
94	20	0.2%	18	0.2%	377	0.3%
162	30	0.3%	14	0.2%	231	0.2%
<b>Grand Total</b>	<b>9,267</b>	<b>100.0%</b>	<b>8,460</b>	<b>100.0%</b>	<b>111,584</b>	<b>100.0%</b>

### Low-Income Bus Route Map

The following map of ABQ RIDE's service area is overlaid with low-income areas and bus routes. These routes serve a large portion of the City of Albuquerque.

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### **C. On-time Performance**

The Transit Department uses Operations Road supervisors to monitor on-time performance of all routes and relay concerns to management on a regular basis. In addition, the Department uses feedback from drivers and riders to identify routes that require timing changes to improve on-time performance.

The Department has recently implemented an Automatic Vehicle Location (AVL) system for all buses to improve our ability to monitor on-time performance from a central location and correct any problems. Based on a sample time-period, ABQ RIDE achieves a 75% average on-time performance overall. On-time performance for minority routes is 75% and 76% for non-minority routes. Due to the small amount of service on the non-minority routes, this difference is not significant. Both low-income and non-low-income routes have a 75% on-time performance rate.

Based on on-time issues reported by drivers and riders or observed through the department's AVL system, ABQ RIDE has re-timed routes 8, 66, 766, and 777 (all minority and low-income routes) as part of an on-going effort to maintain and improve on-time performance since the last Title VI program.

### **D. Service Availability**

ABQ RIDE's service meets its service availability goals. Routes are currently within ½ mile of 93% of residents living in areas of 5,000 people or more per square mile, and they're within 1 mile of 96% of residents living in areas with densities between 2,000 and 5,000 people per square mile.

### **E. Distribution of Transit Amenities**

The Transit Department continues to work diligently to place proper and adequate transit amenities in accordance with its policy throughout the service area. The following analysis indicates that minority and low-income areas receive more-than-proportionate shares of amenities.

#### **Distribution in Minority Areas**

ABQ RIDE examined the location of amenities in relation to minority block groups (those with a greater than average percentage of minorities). While 58% of the street-miles covered by ABQ RIDE routes are in or next to these minority areas, the examination showed that 59% of all bus stops are located in or next to them, as are 64% of the benches, 68% of the shelters, 70% of the trash cans, and 73% of the schedule postings.

## **ABQ RIDE 2020 Title VI Program**

### Distribution in Low-Income Areas

Similarly, ABQ RIDE examined the location of amenities in relation to low-income block groups (those with a greater than average percentage of low-income households). While 69% of the street-miles covered by ABQ RIDE routes are in or next to these low-income areas, the examination showed that 72% of the bus stops are located in or next to them, as are 80% of the benches, 81% of the shelters, 84% of the trash cans, and 84% of the schedule postings.

### F. Vehicle Assignment

ABQ RIDE's vehicle assignment procedures comply with its policy to place articulated buses on ART and Rapid Ride routes and use low-floor buses on other routes based on minimizing deadhead time.

## 5. Evaluating Service and Fare Changes

### A. Service Equity Analysis for Minority Populations

Major Service Change Policy: ABQ RIDE defines a major service change as one that increases or decreases service revenue hours on a route by 35% or more, or adds or eliminates service to 35% 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 may have adverse effects and may result in a disparate impact. Service additions also may have adverse effects if the additions come at the expense of reductions of service on other routes.

Disparate Impact Policy for Minority Populations: The Policy 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% 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.

Since minorities make up 60.2% of the population in ABQ RIDE's service area, a major service change that affects Census block groups with more than 70.2% minority population would be considered to have a disparate impact. ABQ RIDE will include Census block groups any portion of which intersect the affected



## **ABQ RIDE 2020 Title VI Program**

route to conduct this analysis in order to include all block groups containing population that might walk to the route.

If a disparate impact is identified, ABQ RIDE will consider modifying the proposed changes in order to avoid, minimize, or mitigate the disparate impacts of the proposed changes. Any proposed modifications to the original proposal will also be analyzed to assess whether disparate impacts would result. If, after considering alternatives, ABQ RIDE finds that a disparate impact will still result from the major service change, ABQ RIDE will implement the change only if:

- there is a substantial legitimate justification for the proposed change, and
- there are no alternatives that would have a less disparate impact on minority riders while still accomplishing the legitimate goals for the proposed change.

### **B. Service Equity Analysis for Low-Income Populations**

**Major Service Change Policy:** ABQ RIDE defines a major service change as one that increases or decreases service revenue hours on a route by 35% or more, or adds or eliminates service to 35% 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 the proposed major service change. Service reductions may have adverse effects and may result in a disproportionate burden. Service additions might have adverse effects if the additions come at the expense of reductions of service on other routes.

**Disproportionate Burden Policy for Low-Income Households:** The disproportionate burden policy establishes a threshold for determining when adverse effects of a major service change are borne disproportionately by low-income populations. ABQ RIDE's threshold for statistically significant disparity is when the percentage of low-income households adversely affected by a major service change is greater by 10% than the average percent of low-income households in the service area. ABQ RIDE will assess this impact by route using Census data to compare the percent of low-income households along the impacted route to the percentage of low-income households in the service area as a whole.

Since low-income households make up 35.7% of the total households in the service area, a major service change that affects Census block groups with more than 45.7% low-income households would be considered to have a disproportionate burden. ABQ RIDE will include Census block groups any

## **ABQ RIDE 2020 Title VI Program**

portion of which intersect the affected route to conduct this analysis in order to include all block groups containing population that might walk to the route.

If a disproportionate burden is identified, ABQ RIDE will consider modifying the proposed changes in order to avoid, minimize, or mitigate the disparate impacts of the proposed changes. Any proposed modifications to the original proposal will also be analyzed to assess whether disproportionate burden would result.

### **C. Service Equity Analyses for Major Service Changes Since 2017**

ABQ RIDE made a major service change in 2018 after the last Title VI program. The Department performed an equity analysis approved by the City Council in November 2017. The planned service changes took effect in May 2018. The change eliminated a free downtown circulator and shifted those resources to improving service on several other routes. The analysis is attached as Appendix D.

- D. Evaluating Fare Changes: In accordance with FTA guidelines, ABQ RIDE will conduct an equity analysis of any proposed fare changes to assess whether the changes would cause a disparate impact on minorities or a disproportionate burden for low-income individuals. ABQ RIDE will use the same thresholds for determining disparate impact and disproportionate burdens as used in service change equity analyses.

If a disparate impact is identified, ABQ RIDE will consider and analyze alternatives to determine whether those alternatives would have less of a disparate impact on the basis of race, color, or national origin. ABQ RIDE will then implement the alternative with the smallest disparate impact that still achieves the legitimate objectives of the fare change.

If a disproportionate burden is identified, ABQ RIDE take steps to avoid, minimize or mitigate impacts where practicable. ABQ RIDE will describe alternatives available to low-income populations affected by the fare changes.

ABQ RIDE has not had a fare change since the last Title VI submission in 2017 and therefore does not present a fare change equity analysis in this Program.

- E. Public Engagement Process: In setting the major service change policy, disparate impact policy, and disproportionate burden policy in 2014, ABQ RIDE solicited public participation and feedback. Outreach methods included invitations to review the program and participate in public meetings or submit comments by other means. Notices were provided in advertisements in the Albuquerque Journal, the area's only daily newspaper, posters on ABQ RIDE's fixed-route buses and paratransit vans, postings on social media, notices on ABQ RIDE's mobile phone app, a press release sent to media and other key

## **ABQ RIDE 2020 Title VI Program**

constituencies including the NM Commission for the Blind's Newsline, and posting of information, including the full draft Program, on ABQ RIDE's website. Notices specifically mentioned that the program was establishing a major service change policy and how it would be analyzed and provided contact methods for providing comments via phone, mail, email, or in person. ABQ RIDE held two public meetings to get feedback on the major service change policy and the fare equity analysis policy. After receiving no comments requiring changes, the Department implemented the policies in 2014 and is making no changes to them in this program.



## **APPENDIX A**

### **List of Title VI Investigations, Lawsuits, and Complaints**

**ABQ RIDE**  
**List of Title VI Investigations, Lawsuits, and Complaints**  
**Since 2017 Title VI Program Submission**

Date		Summary		Status	Action(s) Taken
Investigations					
None					
Lawsuits					
None					
Complaints/Allegations					
None					

**APPENDIX B**  
**Public Participation Plan**



Timothy M. Keller

## **ABQ RIDE Public Participation Process**



Danny Holcomb

ABQ RIDE strives to engage the public in planning and operations through a variety of efforts and communication channels. Outreach methods vary depending on the purpose of ABQ RIDE's communications. The following are examples of the variety of issues for which ABQ RIDE seeks to communicate with and engage its riders or potential riders:

- Daily operational issues, such as detours, service interruptions, or bus stop changes
- Promotional events
- Service changes, from routine, minor changes to improve on-time performance to major service changes
- Annual program of projects for grant-funded capital projects
- Fare changes
- Significant policy changes
- Planning and implementation of major capital projects

ABQ RIDE may use any or all of the following methods to engage the public, with the specific process used depending on the type of issue and public participation appropriate for that context:

- Posters at bus stops
- Social media posts and responses
- Information on ABQ RIDE's website
- Posters inside buses and/or at transit centers
- Advertisements on bus shelters
- Use of the City of Albuquerque's 311 call center and customer response management system
- Mail or email to targeted lists, including the New Mexico Commission for the Blind's NEWSLINE
- Contact with neighborhood representatives through the City's extensive list of neighborhood associations and meetings as appropriate with directly affected neighborhood associations.
- Contact with other community groups
- Press releases and media interviews

- Advertisements in newspapers, radio and/or TV with consideration of media outlets that serve audiences with limited English proficiency
- Surveys of targeted markets
- Public comment periods, typically 14 to 30 days, with opportunity for written or verbal comments
- Public meetings – to the extent possible:
  - held at times when members of the public are most likely to be able to attend, such as evenings or weekends
  - held in locations accessible by transit and/or in directly affected areas
  - using a format for the meeting appropriate to the content, such as presentations with time for questions and answers and general public comment, small group sessions, or open houses
- City Council meetings, with opportunity for public comment, for approval of budgets, fare changes, and/or grant applications and program of projects

#### Elements to Promote Inclusive Public Participation

Of the strategies listed above, the following are designed specifically to promote participation among minority and LEP populations:

- Posters and advertisements at bus stops, inside buses, and/or at transit centers
- Contact with neighborhood associations, including attending association meetings.
- Contact with community groups serving or representing minorities, people with Limited English Proficiency, and/or low-income residents. ABQ RIDE will develop its contact list of such organizations starting with those that already work with ABQ RIDE to sell or distribute transit passes to their constituents.
- Press releases and interviews with Spanish-language media, including interviews in Spanish.
- Social media responses in Spanish.
- Notification on buses that translation services (including languages other than Spanish) are available for free.
- Surveys of targeted markets.
- Public meetings held at times and in locations accessible to affected members of the public.

Communications inviting public participation will, at a minimum, include the phrase, “para más información,” followed by contact methods such as phone numbers, website or email addresses, and/or physical addresses to notify Spanish-speaking members of the public with limited English proficiency that information is available in Spanish.

For major service changes or fare changes, ABQ RIDE uses the following procedures.

1. A major service reduction is defined as the reduction in the service hours of any route of at least 35 percent of the revenue hours operated or the elimination of at least 35 percent of the stops on a route.
2. When a fare increase (excluding temporary, experimental fares as defined by City ordinance) or major service reduction is proposed, the following steps, at a minimum, will be taken to ensure an adequate public comment process to inform ABQ RIDE's decision-making process:
  - a. Notice will be placed, at a minimum:
    - i. on buses
    - ii. on paratransit vans (if changes apply to paratransit)
    - iii. on ABQ RIDE's website
    - iv. Notices may also be placed in the Albuquerque Journal or other print media as appropriate, social media, or through other distribution means as determined necessary and appropriate to notify affected public.
  - b. Notices will contain the following information:
    - i. the proposed changes with sufficient detail to alert affected riders of the general changes proposed, with additional details as space permits;
    - ii. where to get more detailed information (e.g. website and phone number);
    - iii. when the changes are proposed to take effect;
    - iv. how to request a public meeting (if applicable), and
    - v. how to provide feedback, including methods (e.g. website, phone, email, public meeting) and any meeting dates/times/locations or deadlines for comments.
  - c. At least two weeks will be allowed for public comment starting when notice is posted on ABQ RIDE's website.
  - d. Public meetings:
    - i. At a minimum ABQ RIDE will hold a public meeting upon request; the department typically may decide to hold a public meeting without request if the department anticipates more than minimal public comments.
    - ii. ABQ RIDE staff will conduct the meetings except in cases where ABQ RIDE elects to use a facilitator. Information will be provided to attendees about the proposed changes and the reasons for the changes, and an opportunity will be provided for the public to provide comments.

3. ABQ RIDE will summarize comments received through the public input process and will consider whether changes to its proposed fare and/or service changes are appropriate to address those comments. In addition, the City Council must approve all fare changes and service equity analyses for major service changes. ABQ RIDE will include its summary of the public input process and comments it received in its report to Council so that they can consider that information in deciding what final action to take on proposed changes. Council meetings also include opportunity for public comment, and Council considers those comments when making their decisions.

## **APPENDIX C**

### **Plan to Provide Language Assistance**





Timothy M. Keller  
Mayor



Danny Holcomb  
Director

# **ABQ RIDE Limited English Proficiency (LEP) Plan**

**City of Albuquerque  
Transit Department**

**July 2020**

## Introduction

ABQ RIDE's Limited English Proficiency Plan has been prepared to address the City's responsibilities as a recipient of federal financial assistance as they relate to the needs of individuals with limited English language skills. Individuals who have a limited ability to read, write, speak or understand English are Limited English Proficient or "LEP." ABQ RIDE utilized the U.S. Department of Transportation's (DOT) LEP Guidance Handbook and performed a four-factor analysis to develop its LEP Plan.

Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000d et seq., and its implementing regulations provide that no person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity that receives Federal financial assistance. The Supreme Court, in *Lau v. Nichols*, 414 U.S. 563 (1974), interpreted Title VI regulations promulgated by the former Department of Health, Education, and Welfare to hold that Title VI prohibits conduct that has a disproportionate effect on LEP persons because such conduct constitutes national origin discrimination.

Executive Order 13166, "Improving Access to Services for Persons with Limited English Proficiency," reprinted at 65 FR 50121 (August 16, 2000), directs each Federal agency to examine the services it provides and develop and implement a system by which LEP persons can meaningfully access those services. Federal agencies were instructed to publish guidance for their respective recipients in order to assist them with their obligations to LEP persons under Title VI. The Executive Order states that recipients must take reasonable steps to ensure meaningful access to their programs and activities by LEP persons. According to the 2000 U.S. Census, more than 10 million people reported that they do not speak English at all, or do not speak English well. Among limited English speakers, Spanish is the language most frequently spoken.

1. The number or proportion of LEP persons eligible to be served or likely to encounter an ABQ RIDE program, activity, or service.

ABQ RIDE serves the City of Albuquerque, which contains the majority of the population of Bernalillo County, New Mexico. In early 2011, ABQ RIDE extended service into the City of Rio Rancho, in Sandoval County, New Mexico, with funding provided by the Rio Metro Regional Transit District.

The Marketing and Planning departments at ABQ RIDE partnered to identify community organizations that serve the LEP population and distribute bus passes and schedules. All of the organizations work with bus passengers and predominantly LEP individuals who speak Spanish as a first language; one organization works specifically with Asian

populations where Chinese and Vietnamese are the primary languages. The most common request for Spanish language services was schedule translation and simplification.

ABQ RIDE staff reviewed the 2014-2018 5-Year American Community Survey to determine the number of limited English proficient (LEP) persons in its service area.

#### A. American Community Survey (ACS) Analysis

The population over 5 years old in Census tracts in the ABQ RIDE service area is approximately 654,308, based on the 2015 5-Year American Community Survey (ACS), the most recent detailed data available. The survey reveals that about 456,000 (69.7 percent) of the residents speak only English, and about 198,000 (30.3 percent) of residents speak languages in addition to or instead of English. The LEP population are those who speak English "less than very well." Of those who speak another language, nearly 54,400 speak English "less than very well," which is about 8.3 percent of the overall population. Of those who speak English "less than very well," about 45,800, or 7.0 percent of the total population, speak Spanish. Spanish speakers comprise 84 percent of the LEP population.

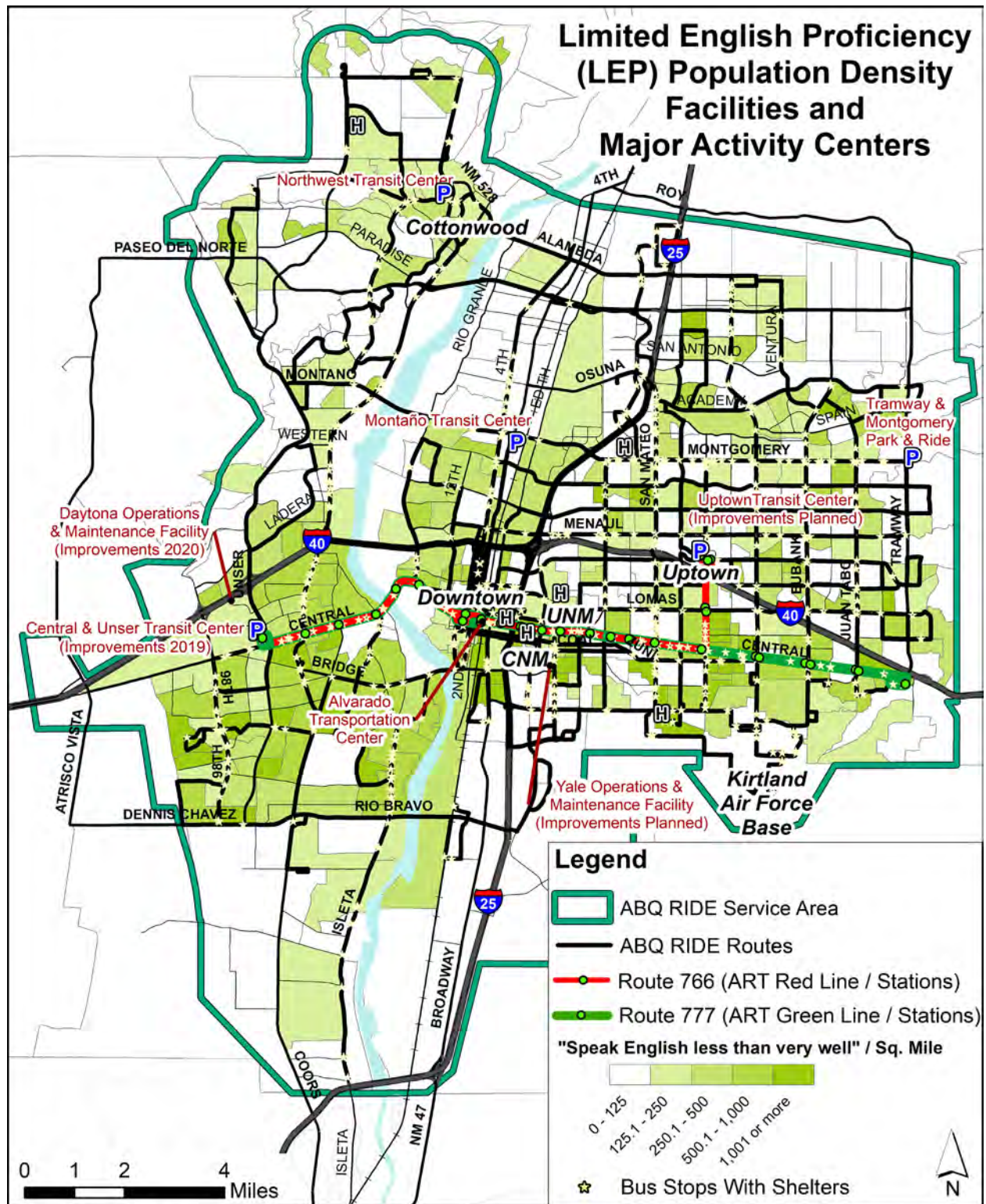
Two other language populations meet Safe Harbor Provision thresholds. About 1,900 residents who speak English "less than very well," speak Vietnamese, making up 3.5 percent of the LEP population. Another 1,300 LEP residents speak Chinese, making up over 2 percent of the LEP population. The remaining 5,300 LEP residents speak a variety of other languages, with no language having more than 1,000 residents speaking that language primarily.

#### 2015 5-Year American Community Survey (ACS)

<b>Populations 5 years and over</b>	<b>Total</b>	<b>Percent</b>
ABQ RIDE Service Area	654,308	100.0%
Speak only English	456,307	69.7%
Speak languages other than English	198,001	30.3%
Speak English less than "very well"	54,375	8.3%
Speak Spanish	45,809	7.0%
Speak Vietnamese	1,923	0.3%
Speak Chinese	1,323	0.2%
Speak all other languages	5,320	0.8%

*Data based on Census tracts in ABQ RIDE service area*

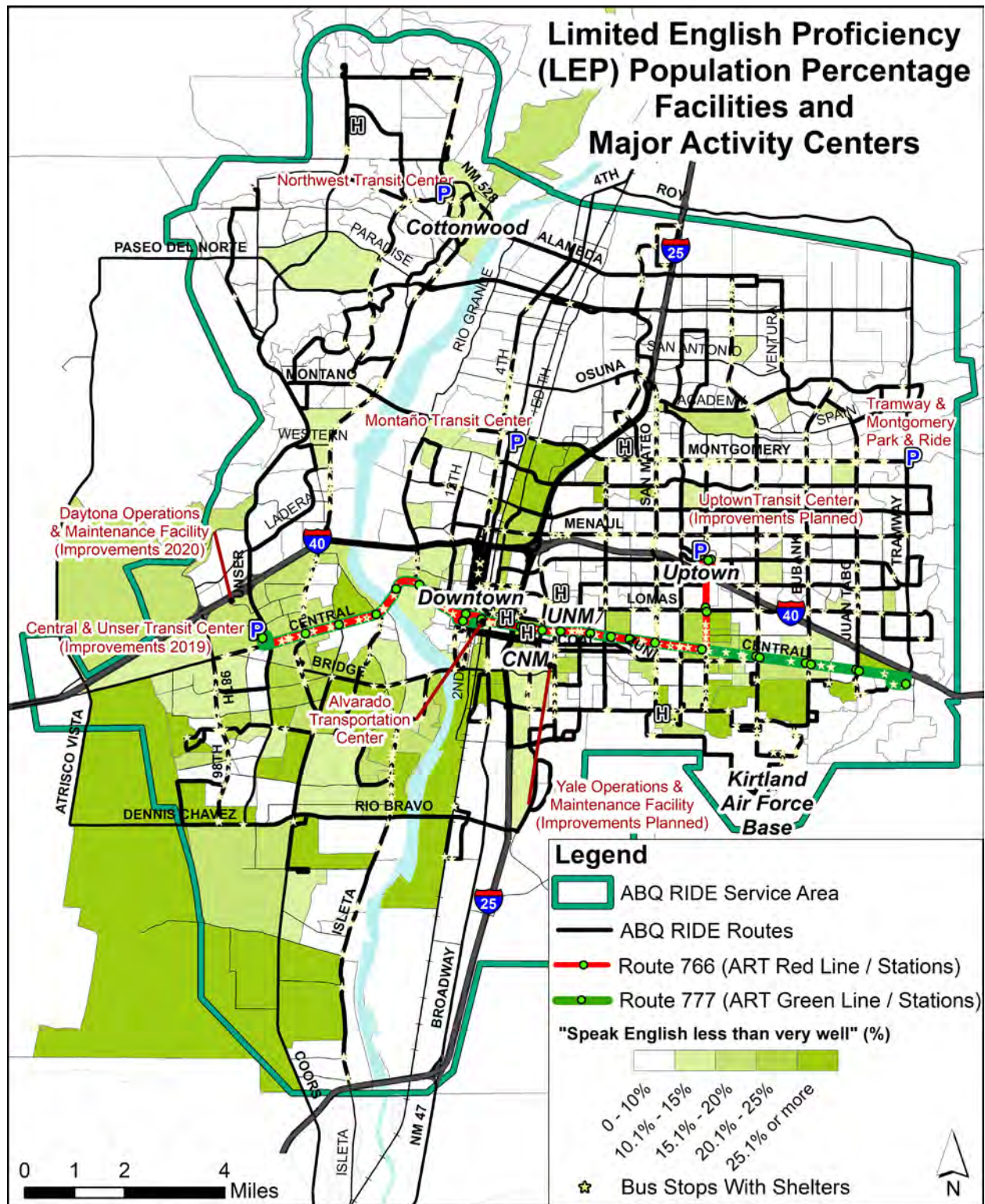
The map below shows the density of the LEP population 5 years and older in Census block groups in the ABQ RIDE services area.



Source: 2014-2018 American Community Survey (5-Year Estimates) - Block Groups



Below is a similar map, but this one shows the percentage of the total population that has Limited English Proficiency in each Census block group.



Source: 2014-2018 American Community Survey (5-Year Estimates) - Block Groups

## 2. Frequency that LEP individuals come in contact with the program

ABQ RIDE staff routinely interacts with LEP individuals, and Spanish is by far the most common language spoken. Personnel with primary contact include Motor Coach Operators (MCOs) and Customer Service Representatives (CSRs). Some MCO's speak and understand Spanish and often serve as a passenger's first line of communication with ABQ RIDE. They can provide valuable information to customers about routes, schedules, rules and procedures. Many day-to-day transit questions are handled by the city's 311 Call Center during business hours, which provides information about public transit in Spanish. All calls outside the 311 Call Center hours, paratransit scheduling calls, and all more complex questions (whether LEP or not) are transferred to the ABQ RIDE customer service, dispatch or marketing departments, which have at least one representative conversant in Spanish available to assist those with limited English skills who speak Spanish.

Based on the 2018 5-year ACS estimates, about 7.5 percent of people commuting to work by public transit speak Spanish and speak English "less than very well." Another 1.3 percent of public transit commuters speak other languages and have limited English proficiency. Based on anecdotal information from an organization serving that Asian families in Albuquerque, some residents who speak primarily Vietnamese or Chinese make use of transit services, and others, particularly the older generation as it ages, may make increasing use of transit in the future.

## 3. The nature and importance of service provided by ABQ RIDE

As the primary public transportation provider in Albuquerque, ABQ RIDE provides important transportation options to the public through its fixed route and Sun Van paratransit services. ABQ RIDE's goal is to give LEP persons the ability to effectively use public transportation allowing them access to employment, education, healthcare and other opportunities.

## 4. Overview of resources available to the recipient

Transit service information, such as route schedules, maps and some paratransit service information, is provided in English and Spanish and available to all City residents. Route schedules and other written information are accessible at major employment centers, public libraries, educational facilities, medical facilities, community centers and shopping centers, where feasible. Schedule change notices and marketing communications materials have standard instructions for contacting customer service for additional information in Spanish.

ABQ RIDE's website can be quickly translated into Spanish, Vietnamese, and Chinese (Simplified), along with about 100 other languages, using a Google tool provided on all web pages. Additionally, to assist the non-English speaking persons who may attend

public meetings, the Transit Department has staff at the meetings who speak Spanish or provides an interpreter when requested.

## 5. ABQ RIDE LEP Plan

### A. Current language assistance services

ABQ RIDE conducted an inventory of all language assistance measures used to communicate with the LEP population in its service area. The purpose was to perform a self-assessment and explore new LEP offerings and associated costs.

- I. 311 Information line – The City of Albuquerque’s citizen contact line is available to the general public. There are approximately seven customer service agents that take Spanish calls from other agents, including transit calls. The subject matter of each call is tracked in PeopleSoft, but language used is not tracked. The 311 Information line hours are:
  - Monday – Saturday: 6 a.m. - 9 p.m.
  - Sunday - 9 a.m. – 6 p.m. (Transportation and animal welfare calls only)
- II. Multilingual Facilities - The LEP community that ABQ RIDE serves predominantly speaks Spanish. It is the Transit Department’s goal to have at least one Spanish-speaking telephone operator available at all times to assist LEP customers. However, the Department also uses a telephone translation service for times when Spanish-speaking staff are not available or a caller needs assistance in another language.
  - a. ABQ RIDE Customer Service – All transit-related 311 calls during non-business hours are forwarded to ABQ RIDE customer service representatives who respond to service requests or provide bus route information.
  - b. ABQ RIDE Marketing Department – A Marketing Specialist handles emails and phone calls requiring special responses to requests for information and complex questions written in Spanish.
- III. Schedule Translation - A critical need of LEP transit customers is to understand bus routes and schedules. ABQ RIDE has recently added Spanish translation to its public schedules to include the following information:
  - a. Route numbers - The word “Route” is currently translated to “Ruta”.
  - b. Day of the week – Day of the week labels have been added in Spanish in vertical bars next to schedule times.

- c. Military base access – The following is translated into Spanish on public schedule brochures: “NOTE: People without proper military clearance and identification may not be allowed to enter Kirtland Air Force Base.”
  - d. Bus One-Way Cash Fares – Fare information for Adult, Student, Honored Citizen and Children under age ten is translated into Spanish on all public bus schedule brochures. Pertinent instructions about fare payment using the on-board farebox are also translated: “Please have exact change ready before boarding the bus,” “The farebox will accept U.S. coins and \$1 bills. Fareboxes do not give change” and “Drivers do not carry money and cannot open the farebox.”
  - e. Rio Metro Rail Runner Connections - Instructions about transferring to or from the Rail Runner commuter train are written in English and Spanish on connecting bus route schedules operated by ABQ RIDE for Rio Metro.
  - f. Bus Passes – Prices and information about each fare type is translated into Spanish on public schedule brochures.
  - g. Animal Policy – ABQ RIDE’s policy regarding bringing animals on transit vehicles is translated in Spanish.
  - h. Holidays – The six days during the year that ABQ RIDE does not operate bus service are listed in Spanish: “New Year’s Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day and Christmas Day.” The two holidays during which ABQ RIDE provides limited transit service are also listed in Spanish: “Martin Luther King Jr. Day and the day after Thanksgiving.”
  - i. Customer Service Phone number – The call center contact number is provided on the front of brochures. Instructions for calling ABQ RIDE are provided in Spanish. Instructions for contacting customer service are written in Spanish on Marketing and Planning communication materials.
  - j. Information About the Website – The URL for ABQ RIDE’s website is provided on the cover of all route brochures.
- IV. On-Board Written Language Communication – ABQ RIDE’s fleet of New Flyer buses are equipped with Spanish translation stickers, placards and decals with the following instructions, warnings and emergency procedures:
- a. Emergency Exit Instructions –
    - i. Window exit instructions written below and beside windows.
    - ii. Manual door opening instructions written on and beside doors.
  - b. Safety Warnings and Instructions –
    - i. “Stand behind the yellow line.”



- ii. "Keep all body parts out of window opening."
    - iii. "Unnecessary Conversation with Operator Is Prohibited By Law."
  - c. Tripping hazards such as steps and ledges
    - i. "Watch Your Step."
  - d. Rules and notices
    - i. "No smoking, eating or drinking" and "Keep Radios Silent."
  - e. Security warnings
    - i. Notice that video surveillance and/or plain clothes security officers may be present.
  - f. Operating instructions
    - i. Use of fare boxes – "Have Exact Fare Ready," "No Change Made" and "No Tokens Sold on Bus."
    - ii. Stop signaling – "Pull cord to request a stop." (Located near cord)
    - iii. Exit instructions – "Wait for doors to open."
  - g. Posters notify the public in ten languages that free verbal translation services are available: "ATTENTION: If you speak [language of translation], free language assistance services are available to you to talk with ABQ RIDE about our services. Assistance for many other languages is available as well. Call 505-243-7433 (TTY: 711)."
- V. Transportation Center – Directions to various locations at the Alvarado Transportation Center in downtown Albuquerque, as well as general rules, are translated into Spanish on permanent placards affixed to exterior walls throughout the facility. The following messages are written in two languages accompanied by direction arrows:
  - a. "Customer Service" and "Administration"
  - b. "Transfer Island" with directions to stop locations for bus routes.
  - c. "FIRST STREET"
  - d. "Bicycle Parking"
  - e. "No Loitering"
- VI. Customer Surveys – ABQ RIDE occasionally conducts public surveys, which are available in two languages. Customer responses are compiled in a database, and comments in Spanish are tracked and analyzed.
- VII. City of Albuquerque public websites – Customers have the option to translate web pages on the ABQ RIDE website into over 100 languages, including Chinese (Simplified), Spanish, Vietnamese, French or German. All City of Albuquerque web pages come standard with this feature.

Title VI notices to beneficiaries online and in print have been translated into Spanish, as well as the Title VI complaint procedures and complaint form. ABQ RIDE has translated these documents into Vietnamese and Chinese to address the Safe Harbor Provision requirements for these populations.

#### VIII. Press Conferences and Newspapers

- a. Spanish news organizations are invited to ABQ RIDE press conferences.
- b. Bilingual ABQ RIDE staff is available to provide interviews, demonstrations and translation services for articles and press releases.

- IX. No Smoking Signs – The universally recognizable symbol for “No Smoking” is used in public transit facilities.

#### B. Language assistance services not offered

ABQ RIDE determined that certain LEP measures were not practical due to cost constraints, physical space limitations or insufficient benefit to the community.

A scrolling electronic sign using information from Automatic Vehicle Location (AVL) delivers intersection information, date and time on-board buses. The system is driven by GPS location and audibly alerts passengers that the bus is approaching major intersections in English. Replacement of message board technologies would be too cost prohibitive and not provide a significant service improvement. Proper street names are not to be translated into other languages and the word “approaching” may be inferred from context and repetition.

Communications posters about some promotions and events are not printed in languages other than English. However, each poster includes the phrase, “Para más información,” followed by ABQ RIDE’s phone number and/or website address to notify passengers that information in Spanish is available.

#### C. New language assistance services

ABQ RIDE will continue to include questions in on-board surveys to determine the languages spoken by riders and assess English proficiency. These surveys will help to determine the proportion of LEP individuals served.

In addition, the Department will expand the documents provided online in Vietnamese and Chinese (Simplified), including the “Sun Van and You” guide to paratransit services.

#### D. Evaluating and updating the plan

ABQ RIDE will review Census data as it relates to the changing LEP demographics of its service area as the data becomes available. Planning and Marketing staff will communicate periodically with organizations that assist LEP communities to make sure they are aware of ABQ RIDE’s language assistance services and can spread that information to their constituencies as well as to find out what other services might be most useful for ABQ RIDE to provide.

At least every five years, ABQ RIDE will also conduct an on-board survey of riders to determine the proportion of LEP individuals in the service area. This will include questions modeled after the Census to accurately estimate the proportion of bus riders that speak English “less than very well.” ABQ RIDE will use the information gathered from these surveys to inform future updates to the LEP Plan.

## E. Employee Training

ABQ RIDE incorporates training on the language assistance the department provides into the training that new and existing employees receive. Drivers receive extensive training as new employees before taking on in-service duties, and they receive on-going periodic trainings. Customer Service Representatives attend monthly meetings as well as semi-annual trainings. Through these avenues, these front-line staff will receive training on how to provide assistance to riders seeking information in languages other than English.

## **APPENDIX D**

### **Fall 2017 Service Reallocation Equity Analysis**



Richard J. Berry Mayor  
Mayor



Bruce Rizzieri  
Director

# **ABQ RIDE**

## **Fall 2017**

# **Service Reallocation**

# **Equity Analysis**

**City of Albuquerque**  
**Transit Department**

**August 2017**

# CITY of ALBUQUERQUE

## TWENTY SECOND COUNCIL

COUNCIL BILL NO. C/S R-17-243 ENACTMENT NO. R. 2017-104

SPONSORED BY: Isaac Benton, by request

1

### RESOLUTION

2

APPROVING THE TRANSIT DEPARTMENT'S FALL 2017 SERVICE

3

REALLOCATION EQUITY ANALYSIS FOR PLANNED FISCAL YEAR 2018

4

ROUTE RESTRUCTURE.

5

WHEREAS, pursuant to Title VI of the Civil Rights Act of 1964, 42 U.S.C.

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§2000d et seq ("the Act") and 49 CFR Part 21, the U.S. Department of

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Transportation and the Federal Transit Administration (FTA) prohibit

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discrimination on the basis of race, color or national origin; and

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WHEREAS, as a recipient of FTA funds, the Transit Department is required

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to comply with the requirements of the Act and applicable implementing

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regulations; and

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WHEREAS, the Transit Department is in the process of expanding and

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realigning several routes within the ABQ Ride route system; and

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WHEREAS, pursuant to FTA Circular 4702.1B, the Transit Department is

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required to conduct a service equity analysis for any major service changes as

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defined in the Transit Department's 2017 Title VI Program and to submit that

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equity analysis to its governing entity for approval; and

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WHEREAS, the Fall 2017 Service Reallocation Equity Analysis concluded

19

that there was no disparate impact on minorities as defined in the 2017 Title VI

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Program that would be created by the proposed route restructure. The Equity

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Analysis did conclude that one part of the restructuring, removing the "D-

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Ride" from the Route System, created a potential disproportionate burden on

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low-income households as defined in the 2017 Title VI Program unless

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mitigations were developed; and

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WHEREAS, consequently the Department developed mitigations including

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adjusting other transit routes and implementing a fare-free zone for buses

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1 inbound to the Alvarado Transportation Center as set forth in the Equity  
2 Analysis; and

3 WHEREAS, the Equity Analysis concluded that far more residents could  
4 benefit from the reallocation than those affected by the D-Ride reallocation  
5 and that the beneficiaries are not significantly different in minority or low-  
6 income status than the system averages for those attributes; and

7 WHEREAS, the Council has considered and determined to approve the  
8 department's Fall 2017 Service Reallocation Equity Analysis.

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

11 Section 1. That the Fall 2017 Service Reallocation Equity Analysis as set  
12 forth in the attached Exhibit A entitled "Fall 2017 Service Reallocation Equity  
13 Analysis" is approved.

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1 PASSED AND ADOPTED THIS 6th DAY OF November, 2017  
2 BY A VOTE OF: 8 FOR 0 AGAINST.

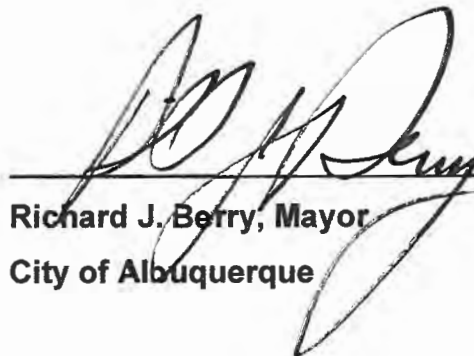
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8 Isaac Benton, President

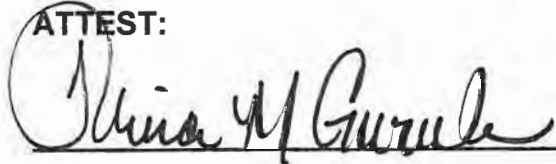
9 City Council

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12  
13 APPROVED THIS 22<sup>nd</sup> DAY OF November, 2017

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16 Bill No. C/S R-17-243

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19  
20 Richard J. Berry, Mayor  
21 City of Albuquerque

22  
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24  
25 ATTEST:

26   
27

28 Natalie Y. Howard, City Clerk

# ABQ RIDE – Title VI - 2017 Service Reallocation Equity Analysis

## 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 analysis was conducted in compliance with Federal Transit Administration (FTA) Circular 4702.1B, which requires any FTA recipient serving a population of 200,000 or greater to evaluate any major service change at the planning and programming stages to determine whether those changes have a discriminatory impact. 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 service changes proposed to take effect in November 2017. The proposal reallocates resources currently devoted to a downtown circulator (the Route 40 D-Ride) to improve service on six other routes. The analysis is triggered because the service change for the D-Ride will meet the threshold for a major service change by reducing revenue hours by 100%.

Public notice of this proposal was provided, and two open-house public meetings were held to gather input, in addition to gathering input by phone and email. The notices were posted on ABQ RIDE's website, on social media, on all buses, and on affected D-Ride bus stops.

## 2. Background

Due to below-average ridership productivity, extensive overlap with other routes and limited geographic coverage, the D-Ride is proposed to be eliminated with resources reallocated to other routes where service has been determined to be inadequate due to ridership demand or inadequate geographic or temporal coverage. The following routes would receive additional service: #1 – Juan Tabo, #5 – Montgomery/Carlisle/Lomas, #36 – 12<sup>th</sup> Street/Rio Grande, #50 – Airport/Yale/Downtown, #141 – San Mateo, and #155 – Coors. (See Figures 1 and 2.) The adjustments are designed to have a zero net cost. In addition, two existing routes (#8 – Menaul and #36 – 12<sup>th</sup> Street/Rio Grande) would be adjusted to serve the portion of the D-Ride loop not already overlapping other routes, and their schedules would be adjusted as possible to maintain identified important connections at the ATC. Finally, to mitigate the loss of the D-Ride's free service, an inbound fare-free zone would be created. See Figures 3 and 4. Details are provided below, and a summary is provided in Table 1:

### a. 40 – D-Ride:

- i. **Existing:** ABQ RIDE's downtown circulator, called the "D-Ride", provides fare-free service on weekdays on a schedule of about every eight minutes (although due to the inherent nature of a short, one-way downtown loop, actual headways may be 10 to 15 minutes) from 6:30am to 5:30pm on a two-mile one-way loop starting and ending at the Alvarado Transportation Center (ATC). The ATC is served by 20 other ABQ RIDE routes and the New Mexico Rail Runner Express commuter rail service. The loop is a rectangle about 0.2 miles wide and 0.6 miles long, with a two-block deviation to serve the ATC. The route overlaps 13 other routes on one side of its loop (2<sup>nd</sup> Street) and many of those routes on a second side (Lomas Blvd.).
- ii. **Proposed:** While the service would be eliminated, two steps would be taken to mitigate loss of service. Routes 8 and 36 would be adjusted to follow the same

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path as the D-Ride from the ATC to Lomas & 5<sup>th</sup> Street, the portion of the route not currently overlapped by other routes. The #8 operates every 25 minutes on weekdays and every 40 minutes on Saturdays and Sundays. The #36 runs every 60 minutes on weekdays and Saturdays; with this proposal it would receive additional resources resulting in service every 30 minutes on weekdays in the Downtown portion of the route. Both of these routes would also follow a similar path on their way inbound to the ATC (on 6<sup>th</sup> Street instead of 5<sup>th</sup>) and together would provide two-way service seven days per week, an improvement over the current one-way service on weekdays only. Figures 3 and 4 show the proposed routing.

The other component of the D-Ride replacement plan is to create an “inbound fare-free zone” to allow passengers to board all routes within that zone that are on their way into the ATC. (The logistics and time required to enforce fares on outbound buses when they leave the zone precludes offering fare-free service on outbound or through-bound buses.) Figures 3 and 4 shows the proposed zone which would extend from Bridge to Lomas and 8<sup>th</sup> Street to 1<sup>st</sup> Street, which is a larger geographical area than served by the D-Ride.

### b. 1 – Juan Tabo:

- i. **Existing:** The #1 provides service seven-days per week primarily on Juan Tabo Blvd. Its current weekday schedule provides service every 25 minutes during peak periods and every 70 minutes in the midday from 9:30 am to 2:00 pm. The midday service does not meet ABQ RIDE’s service goals for midday frequency on an all-day route. Nonetheless, midday ridership productivity is above the median for all-day local routes.
- ii. **Proposed:** Service would be added in the midday to provide a 45-minute frequency. See Figures 1 and 2.

### c. 5 – Montgomery/Carlisle/Lomas:

- i. **Existing:** The #5 provides service seven-days per week primarily on Montgomery and Carlisle with a connection via Lomas to the University of New Mexico, the UNM Hospital, and Downtown. It also serves the Lovelace Women’s Hospital and the Central New Mexico Community College (CNM) in the Montgomery corridor. Despite being the third most productive route of 21 that operate on Saturdays, its current Saturday schedule starts later than 16 of those routes and ends earlier than 14 of them.
- ii. **Proposed:** Four trips would be added, one in each direction earlier in the morning and two in the eastbound direction later in the evening based on current ridership patterns. See Figures 1 and 2.

### d. 36 – 12<sup>th</sup> Street/Rio Grande:

- i. **Existing:** The #36 provides service six-days per week on a large one-way loop operating every 60 minutes. Although it has low ridership productivity, it provides the only transit service in a large area of the North Valley and is the only route in ABQ RIDE’s system that provides one-way service over such an extensive area.
- ii. **Proposed:** Service would be added on weekdays in the other direction on the same loop to result in 60-minute frequency in both directions. Hours would be similar to the current #36 weekday schedule. In addition, both loops would be adjusted to serve the current D-Ride routing between the ATC and Lomas,

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including return trips to provide two-way service where the D-Ride currently provides only one-way service. See Figures 1, 2, 3 and 4.

e. **50 – Airport/Yale/Downtown:**

- i. **Existing:** The #50 provides service six-days a week between Downtown and the Albuquerque International Airport along Martin Luther King Jr. Blvd. and Yale Blvd. The route also serves the Lovelace Downtown Hospital, UNM, and CNM. Weekday service is every 30 minutes, and Saturday service is every 60 minutes. The route has ridership productivity above the median on weekdays and just below the median on Saturdays.
- ii. **Proposed:** Service would be added on Sundays every 60 to 65 minutes from about 9 am to 6 pm. See Figures 1 and 2.

f. **141 – San Mateo:**

- i. **Existing:** The #141 provides service seven-days a week on San Mateo Blvd. from the Veterans Administration Hospital to I-25. Overall, it is the third most productive route in ABQ RIDE's system, and on weekends it is the most productive. However, eight other routes provide earlier service, and eight provide later service on Saturdays, and seven provide more frequent service on Sundays.
- ii. **Proposed:** On Saturdays one earlier trip and three later trips would be added based on current ridership patterns. On Sundays frequency would be increased from every 40 to every 30 minutes from about 10:30 am to 5:00 pm during the peak ridership period. See Figures 1 and 2.

g. **155 – Coors:**

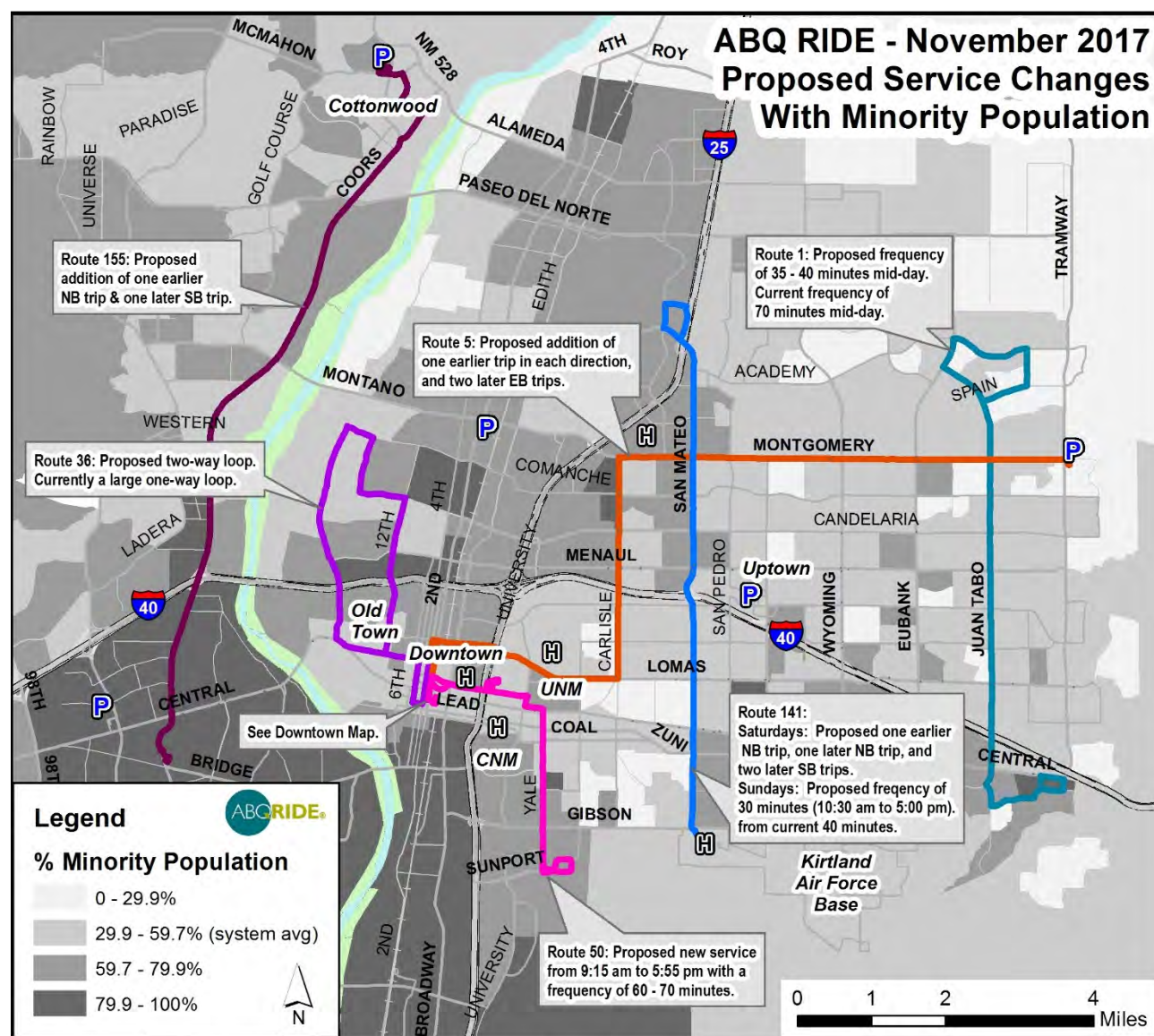
- i. **Existing:** The #155 provides service seven-days a week along Coors Blvd. On Sundays it has the shortest hours of service in the system although its ridership productivity is at the median for local routes.
- ii. **Proposed:** One earlier northbound trip and one later southbound trip would be added based on current ridership patterns. See Figures 1 and 2.

**Table 1: Summary of Proposed Service Changes**

Route	Current Weekly Revenue Hours	Proposed Weekly Revenue Hours	Net Weekly Change (Rev Hrs)	Description
1 – Juan Tabo	138.4	172.5	34.1	Weekdays: Midday freq from 70 to 45 min.
5 – Montgomery/Carlisle/Lomas	469.7	473.4	3.7	Saturdays: Increase span of service.
36 – 12th Street/Rio Grande	70.0	128.9	58.9	Weekdays: Make one-way loop into two-way.
40 – D-Ride	112.5	0.0	-112.5	Weekdays: Reallocate service to other routes.
50 – Airport/Yale/Downtown	131.9	140.6	8.7	Sundays: Add service (none currently).
141 – San Mateo	311.3	320.6	9.3	Saturdays: Increase span of service. Sundays: Midday and PM freq from 40 to 30 min.
155 – Coors	359.0	360.8	1.8	Sundays: Increase span of service.

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Figure 1

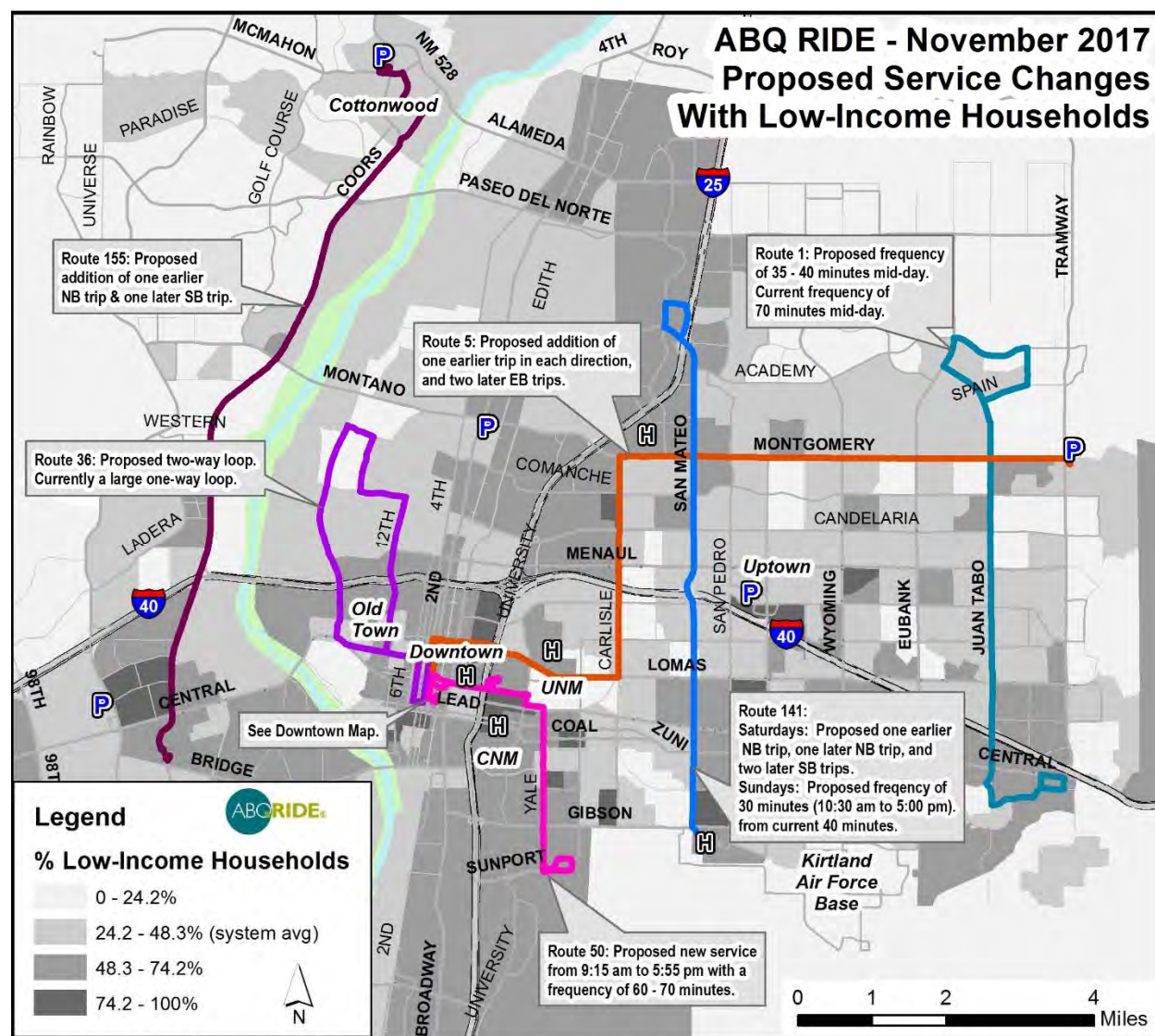


Source: 2010-2014 American Community Survey (5-Year Estimates) - Block Groups



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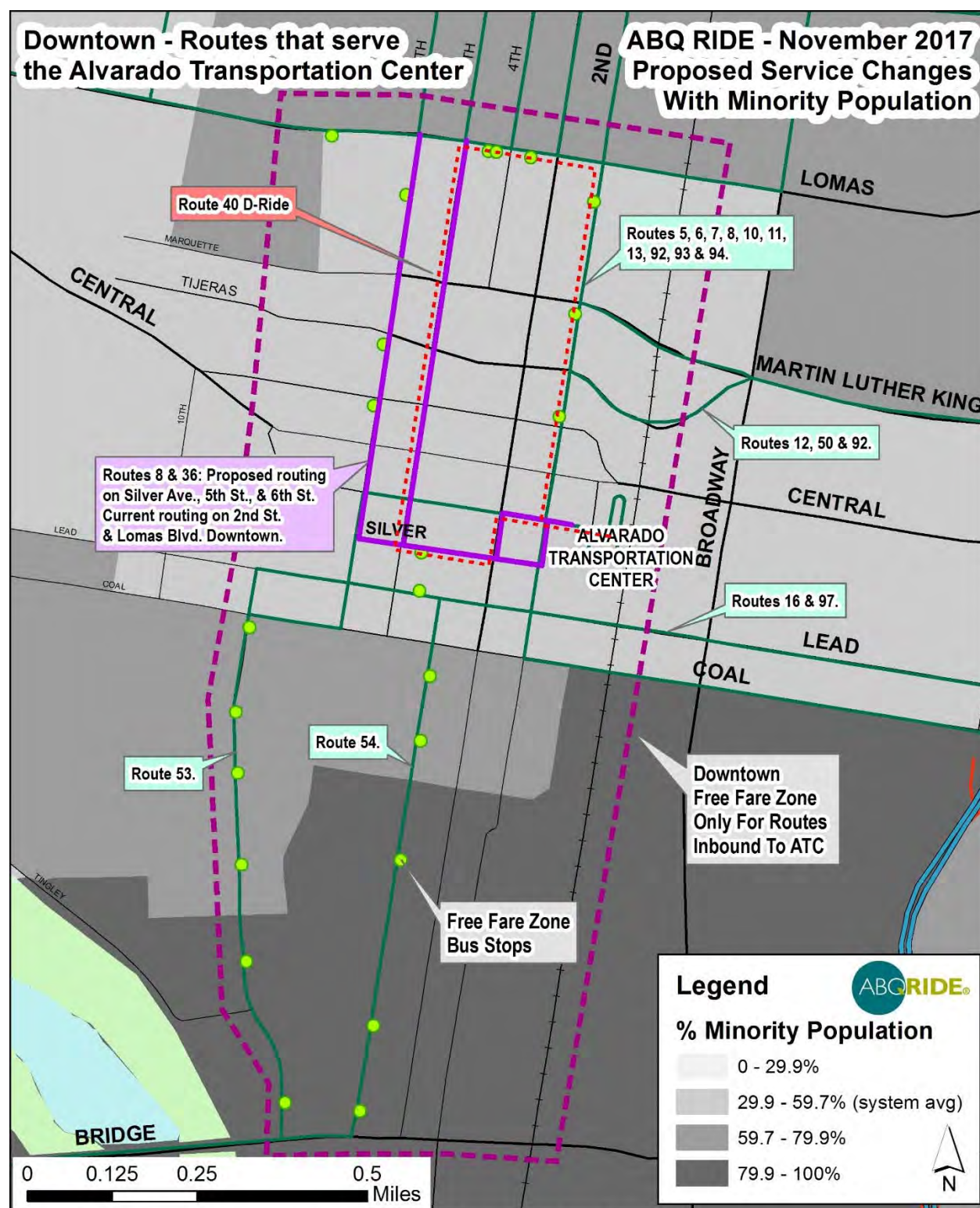
Figure 2



Source: 2010-2014 American Community Survey (5-Year Estimates) - Block Groups

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Figure 3

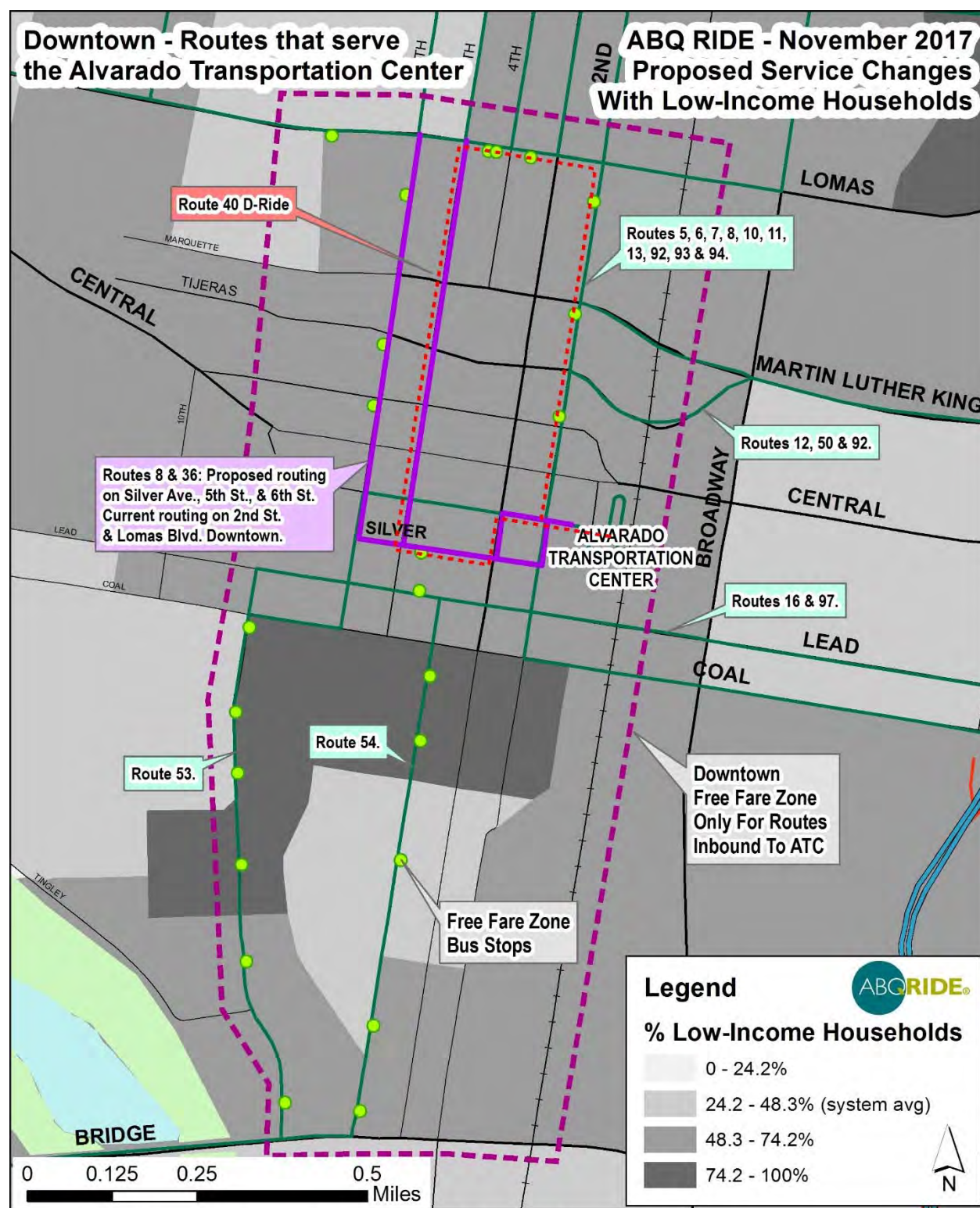


Source: 2010-2014 American Community Survey (5-Year Estimates) - Block Groups



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Figure 4



## **ABQ RIDE – Title VI - 2017 Service Reallocation Equity Analysis**

### **3. ABQ RIDE Major Service Change Policy**

ABQ RIDE 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 description above indicates that a 36% change in service will occur as a result of the ART project meeting the test for a “major service change”.

The service equity analysis begins with identifying adverse effects of a proposed major service change. Service reductions may have adverse effects and may result in a disparate impact. Service additions also may have adverse effects if the additions come at the expense of reductions of service on other routes.

Since the ART project will increase service and does not achieve this increase by decreasing service elsewhere, no adverse effect will result. This equity analysis, therefore, assesses the extent to which the benefits of that service increase accrue to minorities and low-income households versus non-minorities and higher-income households.

#### **a. Disparate Impact Policy for Minority Populations**

The Policy 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 2010-2014 5-year American Community Survey (ACS) estimates for Census block groups. The White (Not Hispanic) population is 262,447, comprising less than half of the population at 40.3 percent. Minorities number 389,591 or 59.7 percent of the total. The Hispanic population of any race is 321,620, which makes up the majority of the minority population and almost half of the total population (49.3 percent). The data are summarized in Table 2, and minority population densities are illustrated in the map in Appendix II.

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**Table 2: Minority Population of the ABQ RIDE Service Area (2010-2014 Five-Year American Community Survey (ACS) Estimates. Table B03002, Hispanic or Latino Origin by Race).**

2010-2014 5-Year American Community Survey (ACS)		Population	Percent
ABQ RIDE Service Area		652,038	100.0%
	Hispanic	321,620	49.3%
	Not Hispanic	330,418	50.7%
	White	262,447	40.3%
	Black	17,498	2.7%
	American Indian or Alaska Native	22,294	3.4%
	Asian	14,490	2.2%
	Hawaiian or Other Pacific Islander	423	0.1%
	Other	1,711	0.3%
	Two or more races	11,555	1.8%
	Total Minority Population	389,591	59.7%

Since minorities make up 59.7 percent of the population in ABQ RIDE's service area, a major service change that affects Census block groups with more than 69.7 percent minority population would be considered to have a disparate impact.

### **b. Disproportionate Burden Policy for Low-Income Households**

The Policy 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 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 2010-2014 5-year ACS estimates for Census block groups, low-income households make up 38.3 percent (98,627) of the total households (257,471) in the service area. Low-income household densities are illustrated in the map in Appendix III.

Since low-income households make up 38.3 percent of the total households in the service area, a major service change that affects Census block groups with more than 48.3 percent low-income households would be considered to have a disproportionate burden.

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### 4. Service Equity Analysis Methodology

Census block groups adjacent to the affected routes were selected to determine demographics of the population directly affected by the changes. Populations and proportions of minority and low-income residents were calculated for these block groups and compared to each other and to ABQ RIDE's service equity thresholds. Since the reallocation of the D-Ride service results in less service along its route, adverse impacts were identified along its corridor (regardless of whether it would result in a disparate impact or disproportionate burden), and mitigating steps were developed. Positive impacts result from the service additions on the other routes.

### 5. Impact of Service Changes on Minority Populations and Low-Income Households

#### a. Disparate Impact Analysis for Minority Populations

Table 3 below shows the results of the disparate impact analysis for minority populations. Although the removal of service on the D-Ride results in some adverse impacts, the population served by that route is not significantly greater in percent of minorities than the service area as a whole (60.4% in the D-Ride vicinity versus 59.7% for the service area). The proportion of minorities does not meet the threshold for a significant disparate impact (69.7%). Therefore, no disparate adverse impacts result. Also see Figures 1 and 3.

Benefits accrued to areas with a range of minority percentages. Only one was significantly above the system-wide average: 155 – Coors with 71.9% minorities. Overall, benefits accrue to an area close to the system average at 55.8% minorities. Note the relatively small number of residents affected by the D-Ride reduction (2,400) due to its small geographic coverage versus the much larger number of residents benefiting from service improvements (239,400), including 133,500 minority residents receiving benefits.

**Table 3: Minority Populations for Proposed Service Changes**

Route	Service Change	Minority Population	Non-Minority Population	Percent Minorities	Significant Difference from Average? *
1	Addition	23,843	28,484	45.6%	No
5	Addition	29,873	31,741	48.5%	No
36	Addition	15,756	9,963	61.3%	No
40	Reduction	1,455	952	60.4%	No
50	Addition	6,961	5,675	55.1%	No
141	Addition	22,783	16,554	57.9%	No
155	Addition	34,303	13,421	71.9%	Yes
<b>Total - service reductions</b>		<b>1,455</b>	<b>952</b>	<b>60.4%</b>	<b>No</b>
<b>Total - service additions</b>		<b>133,519</b>	<b>105,838</b>	<b>55.8%</b>	<b>No</b>
<b>Service Area</b>		<b>389,591</b>	<b>262,447</b>	<b>59.7%</b>	

\* Significance threshold is 69.7% per major service change policy.



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### b. Disproportionate Burden or Benefit Analysis for Low-Income Households

The removal of service on the D-Ride affects an area with a significantly higher proportion of low-income households than the system average, so steps to mitigate those impacts were developed, while the benefits of service reallocated to other routes accrue to areas with a range of low-income percentages including two routes with significantly higher proportions of low-income households. Table 4 below shows the results of the disproportionate impact analysis for low-income populations. Overall, benefits accrue to an area somewhat above the system average at 43.1% low-income households. See Figures 2 and 4.

**Table 4: Low-Income Populations for Proposed Service Changes**

Route	Service Change	Low-Income Households	Non-Low-Income Households	Percent Low-Income	Significant Difference from Average? *
1	Addition	8,524	13,972	37.9%	No
5	Addition	11,269	15,611	41.9%	No
36	Addition	4,639	6,794	40.6%	No
40	Reduction	753	587	56.2%	Yes
50	Addition	3,829	2,080	64.8%	Yes
141	Addition	9,590	9,336	50.7%	Yes
155	Addition	7,369	11,795	38.5%	No
<b>Total - service reductions</b>		<b>753</b>	<b>587</b>	<b>56.2%</b>	<b>Yes</b>
<b>Total - service additions</b>		<b>45,220</b>	<b>59,588</b>	<b>43.1%</b>	<b>No</b>
<b>Service Area</b>		<b>98,627</b>	<b>158,844</b>	<b>38.3%</b>	

\* Significance threshold is 48.3% per major service change policy.

The removal of service on the D-Ride results in some adverse impacts, and the population served by that route is significantly greater in its proportion of low-income households than the service area as a whole (56.2% in the D-Ride vicinity versus 38.3% for the service area). The proportion of low-income households does meet the threshold for a significant disproportionate impact (48.3%).

Since the D-Ride reduction results in a disproportionate burden according to ABQ RIDE's policy, based on that policy and FTA requirements ABQ RIDE developed steps to minimize and mitigate the impacts to the extent practicable. The proposal includes adjusting two all-day routes (8 – Menaul and 36 – 12<sup>th</sup> Street/Rio Grande, which also receives additional service) to provide service along the same streets and to the same bus stops as the portion of the D-Ride not already overlapping other bus routes. Although they operate less frequently than the D-Ride, these route changes provide the added benefit of two-way service on all days of the week and more extensive hours of the day (about 15.5 hours per day), versus the D-Ride's one-way service on weekdays only for about 12 hours a day. In addition, the agency is proposing a fare-free zone to encompass the D-Ride service area for people to board inbound buses heading to the ATC without having to pay a fare.

Benefits of the service reallocation to other routes accrued to areas with a range of low-income percentages. Two areas were significantly above the system-wide average: 50 – Airport/Yale/Downtown with 64.8% low-income residents and 141 – San Mateo with 50.7%. Overall, benefits accrue to an area somewhat above the system average at 43.1% low-income

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households. Note the relatively small number of households affected by the D-Ride reduction (1,300) due to its small geographic coverage versus the much larger number of households benefiting from service improvements (104,900), including 45,200 low-income households receiving benefits.

### **6. Conclusion**

This service equity analysis fulfills a Title VI requirement triggered by a proposed major service change that would reallocate all resources devoted to the Downtown circulator Route 40 D-Ride to several other routes due to the D-Ride's extensive overlap with other routes and its below-average ridership productivity. The analysis follows ABQ RIDE's major service change policy.

The reallocation would have some adverse impacts on population in the downtown area while other areas would receive benefits from improved service. The population affected by adverse impacts is not significantly higher than the system average in its proportion of minorities, so it would not have a disparate impact on minorities. However, the area is significantly higher in the percentage of low-income households than the system average, so an initial disproportionate burden was identified. The areas receiving benefits are also not significantly different overall from the system average for minorities or low-income households.

In keeping with the major service change policy, mitigation measures were identified to minimize the impact to low-income households. These measures include adjusting two all-day routes to provide service to the same path as the D-Ride where it did not already overlap other routes; these routes would provide service in both directions (versus the D-Ride's one-way loop), on more days per week, (seven days versus weekdays only for the D-Ride) and more hours of the day than the D-Ride although at a lower frequency. A fare-free zone for buses inbound to the Alvarado Transportation Center has been proposed to off-set the loss of the free D-Ride service.

Overall, far more residents would receive service improvements than those having reduced service with the reallocation of D-Ride resources, and the proportions of minorities and low-income households in the improvement areas are not significantly different than the proportions for the system overall.