



AC Transit
Title VI Report
2003 to 2006

July 2008

AC Transit Title VI Update 2003 to 2006

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1. Overview

The Federal Transit Administration (FTA) is responsible for ensuring that its funding recipients fully comply with Title VI of the Civil Rights Act of 1964, in their planning and implementation processes. Pursuant to Title 49 U.S.C. Chapter 53, as amended, AC Transit is the designated recipient of funds under FTA sections 5307 and 5309.

As the designated federal funds recipient, AC Transit District's Title VI Update Report has been prepared in accordance with FTA Circular dated May 13, 2007. This report serves as an update to the 2003 Title VI Alameda-Contra Costa Transit District Report with the purpose to assess compliance of the District, its subrecipients, and contractors with the Civil Rights Act of 1964. This Title VI Update Report covers the years 2003 to 2006.

Title VI of the Civil Rights Act of 1964, Section 601 states:

“No persons 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 subjected to discrimination under any program or activity receiving federal financial assistance.”

It is AC Transit's responsibility to ensure that all transit service, and access to its facilities, is equitably distributed and provided without regard to race, color, or national origin. It is also the goal of AC Transit to ensure equal opportunities to all persons without regard to race, color, or national origin to participate in all local, subregional and regional transit planning and decision-making processes under the District's control.

Over the past few years, the District has undertaken many steps to further its commitment to Environmental Justice principles. In 2000, the District adopted Resolution 2033: *Affirming the Commitment of the Alameda Contra-Costa Transit District to Social and Environmental Justice, and to Involvement of the People of Alameda and Contra-Costa Counties in Making Decisions Pertaining to Transit Policy, Service Design, and Operations* (see Appendix A for Resolution text).

Also, in order to ensure that future service policy decisions would not discriminate against any one community, all of the existing service policies – both formal and informal – underwent a comprehensive review. Additionally, the Board adopted Policy 551, which lays out the steps to assess the impacts that service or fare changes may have on minority, low-income and disabled communities. Consequently, whenever service changes are being planned, Environmental Justice issues are analyzed and considered. Policy 551 is contained in Appendix B-1.

The District also adopted Board Policy 501 that outlines the Title VI Complaint Policy for users of AC Transit's system. The policy defines the rider notification method, investigation procedures and tracking mechanisms to ensure that AC Transit riders are both informed of their rights and are kept informed of the progress of their concern. Text for Policy 501 is also included in Appendix B.

2. General Reporting Requirements

All federal funding recipients are required to maintain and provide information regarding any active lawsuits. Documentation includes: annual certification and assurances, active complaints or lawsuits, and ways to communicate with our Limited English Populations (LEP).

2.1 Annual Certification and Assurance

The FTA Civil Right Assurance is incorporated into the annual Certifications and Assurances submitted annually to FTA through the Transportation Electronic Award and Management System (TEAM) but is also attached as Appendix C.

2.2 Title VI Complaint Procedures

As noted, Board Policy 501 provides direction to the District on the procedures to notify users of their rights under Title VI, as well as the methods for investigating, tracking and communicating with complainants about their Title VI concern. Board Policy 501 is attached as Appendix B.

2.3 List of Any Active Lawsuits or Complaints

There are no pending cases or complaints of alleged discrimination based on race, ethnicity and/or mental disability.

2.4 LEP Participation

Citizen participation is an integral part of the administration and operation of all transit service provided in the AC Transit service area. Information dissemination is an essential element of the citizen participation process. Communication with existing and potential transit users is achieved in a variety of ways including public meetings and forums. Minority groups are always given particular attention in the information dissemination process.

AC Transit provides a variety of multilingual opportunities for information dissemination assisting non-English speaking individuals who wish to employ its service. Because the AC Transit service area serves a significant Hispanic and Asian population, the system map contains panels that give instructions on how to ride the bus in Spanish and Chinese. Telephone assistance is also provided in Spanish and Chinese. All materials are also provided on audiotape and Braille as requested for the visually impaired

Public outreach materials (brochures, newspaper ads, signs, and information materials) used in the service planning process are also produced in three languages: English, Spanish, and Chinese. Additionally, the on-board rider profile, conducted in 2002-2003, surveyed bus riders in these three languages and was available in Braille and audiotape as requested.

Public Outreach in the planning process also includes coordination and consultation with local civic and community groups that have a greater access to

minority populations than AC Transit can access themselves. This includes groups such as the East Bay Asian Development Corporation, Spanish Speaking Unity Council, United Seniors of Oakland and others. AC Transit routinely consults with groups such as these in the early planning stages to identify issues that impact their constituencies.

In 2000, the District adopted Resolution 2033: *Affirming the commitment of the Alameda Contra-Costa Transit District to social and environmental justice.* The resolution compels the District to involve the people of Alameda and Contra-Costa counties in making decisions pertaining to transit policy, service design, and operations (see Appendix A for Resolution text).

Additionally, in 2001, the District developed a community involvement work plan, which detailed initiatives and development plans to improve upon its existing outreach strategies. The work plan (see Appendix D) identifies all strategies on a detailed time line.

Table 1, below, provides an overview of what media the District uses to communicate with LEP populations and the method used to ensure that LEP populations are considered.

Table 1: LEP Communication Methods

Medium	Practice
Brochures for major service & fare change proposals and implementation	Translated into Spanish and Chinese. Produced as printed material, Web site posting, Braille and voice recording.
Community events/ Public Hearings	Staff with Spanish or Chinese language skills assists at events in areas where large non-English-speaking attendance is expected. Sign-language interpreters are also provided upon request.
Display advertising	Placement of ads for service changes and public meetings in non-English newspapers as appropriate.
Legal notices	Translated into Spanish and Chinese for placement in appropriate newspapers.
On-board car cards	Occasionally fully or partially translated.
Point-of-travel signage	Fare and holiday service information translated into 12 languages. One or more language (as appropriate for the area) is used on pole, bus shelter, and transit center displays as space permits.
Press releases	English version sent to non-English media for translation at their discretion.
System maps	General rider and fare information translated into Spanish and Chinese.
Telephone Information Center	Bilingual skills not required of clerks, but assistance in Spanish, Cantonese, and Mandarin is sometimes available.
Ticket Offices	Bilingual skills not required of clerks, but assistance in Spanish, Cantonese, and Korean is sometimes available. Selected printed forms and signage are translated into Spanish and Chinese.
Voice recordings	Comment lines are established for input on fare and service change proposals in Spanish and Chinese.
Web site	General rider information page is translated into Spanish, Chinese, and Vietnamese.

2.5 Notification Procedure

Board Policy 501 provides direction to the District on the procedures to notify users of their rights under Title VI, as well as the methods for investigating, tracking and communicating with complainants about their Title VI concern. Board Policy 501 is attached as Appendix B, as previously noted.

Notification is currently placed on-board buses and on the District website at www.actransit.org/customer/contactus.wu per Policy 501. Because the District does not have fixed guideway stations, this is the most effective way to communicate with AC Transit customers. As the District develops stations associated with planned Bus Rapid Transit implementation, this notification will also be posted at BRT stations.

3. Program Specific Requirements

3.1 Demographic and Service Profile Maps, Overlays and Charts

Included with this Title VI update are updated Service Maps reflecting the 2000 Census (as Appendices E-1 to E-4). They identify major streets, highways, fixed transit facilities, major activity centers and all system routes. Appendix E-5 further identifies all transit routes used in the District and Appendix E-6 identifies all census tracts by number in the service area.

3.1.2 Distribution of Minority Population

In addition to the information presented in the base maps, Appendices E-7 to E-18 also reflect the 2000 Census and adhere to FTA requirements by identifying minority population percentages of total by census tract in the District's service area.

3.1.3 Population/ Racial Distribution Chart

A population distribution chart is presented as Appendix F and displays the District's total population, percentages by minority groups, and total minority population for each census tract within the service area. Tables 2 and 3 summarize these statistics.

**Table 2: Minority percentages of total population for the service area
(Alameda and Contra Costa Counties).**

Total Pop.	White Total	White %	African Am. Total	African Am. %	American Indian Total	American Indian %	Asian Total
1,538,850	643,735	41.8%	259,195	17.10%	9,536	0.60%	370,994
	Native Hawaiian/ Pacific Is.	% Native Hawaiian/ Pacific Is.	Latino/ Hispanic Total	% Latino/ Hispanic	Other Races Total	% Other Races	
Asian %	9,610	0.62%	303,717	19.70%	4,856	0.32%	
20.00%							
	Minority Total			% Minority			
	895,115			58.20%			

*Data from Census 2000

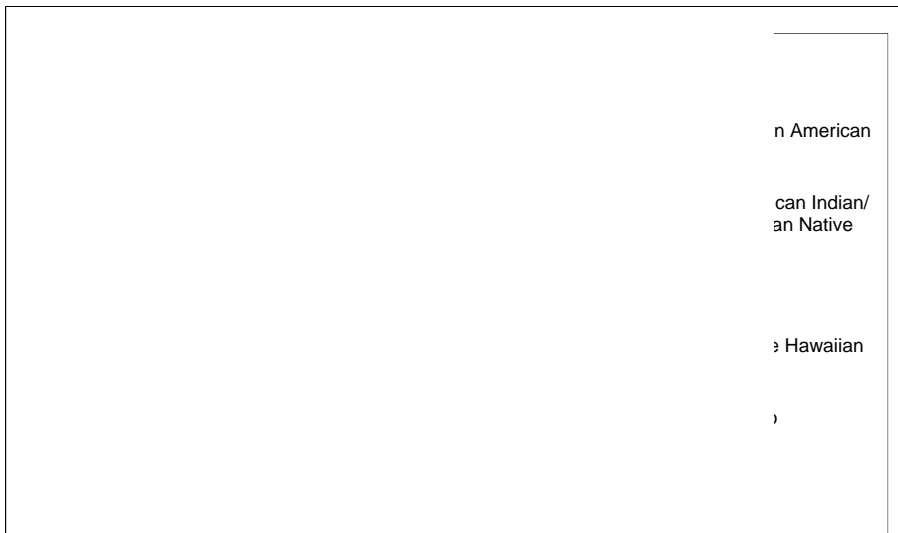


Table 3: Percent Ethnicity by City

Ethnicity % by City	Total Population	% White	% Black	% Asian	% Latino	% Other
Alameda	73,400	56.9	6.2	26.7	9.3	3.4
Albany	18,000	61.3	4.1	25.6	8	3.2
Ashland	19,600	39.0	20.1	16	32.5	16.1
Berkeley	109,000	59.2	13.6	16.5	9.7	4.6
Castro Valley	58,200	70.8	5.1	13.9	12.2	4.1
Cherryland/Fairview	24,100	52.9	9.8	9.5	41.7	20.1
El Cerrito	30,200	57.8	8.5	24.7	7.9	3.1
Emeryville	7,500	45.0	19.5	25.8	9	4.2
Fremont	209,200	47.7	3.1	37.4	13.5	5.5
Hayward	131,700	43.0	11	20.9	34.2	16.8
Newark	43,600	52.2	4	22.3	28.6	13.7
Oakland	405,300	31.3	35.7	15.7	21.9	11.7
Piedmont	11,700	78.6	1.2	16	3	0.6
Richmond	111,000	31.4	36.1	12.8	26.5	13.9
San Leandro	76,400	51.3	9.9	23.9	20.1	8.5
San Lorenzo	21,400	63.3	2.8	20	24.7	10.8
San Pablo	30,400	31.6	18.3	16.9	44.6	25.4

*Data from Census 2000

3.2 Service Standards and Policies

Service standards and goals (Appendix G) represent desired levels of transit service that relate to the following components of a transit system:

- ❖ Frequency – minimum acceptable headway.
- ❖ Passenger loads – acceptable maximum number of passengers as a percent of vehicle capacity.
- ❖ Route layout/spacing – minimum acceptable distances between routes, depending upon population of employment densities.
- ❖ Transfers – as they relate to coordination of routes and convenience of passenger travel.
- ❖ Hours of operation – goals for weekday, weekend and holiday service.
- ❖ Passenger stops – minimum and maximum distances between passenger stops and placement of bus bays.
- ❖ Bus stop treatments – minimum treatments at stops inclusive of signs, shelters, and trash receptacles.

In FY 2000, the District established Service Deployment Policies that provided guidance to the District when developing or contracting bus services to meet budget constraints. In 2005, the District revised Board Policy 550, which lays out specific metrics related to frequency, service span and route spacing. Policy 550 is contained in Attachment H.

In developing these Service policies and the subsequent Board Policy, great care was taken to ensure that the District's low-income and minority populations would be well served by any proposed changes.

As part of the service policy process, the District's Board of Directors reviewed analyses that supported the commitment to social equity issues. Maps that depicted low-income and/or auto-less households (often a surrogate to poverty or disability) were compared to recommended routing or frequency changes to determine general and/or specific impacts to those populations. In most cases, recommended improvements to the network directly and positively impacted those neighborhoods with the highest concentrations of both low-income and minority households.

The service policy recommendations reflect the understanding that the routes recommended for the most significant operating and capital improvements transect areas of the District that currently have high proportions of low-income and minority residents. Improving transit service in the urban core and on trunk lines contributes to social equity and environmental justice by improving the mobility of lower income residents.

The most productive corridors in AC Transit's system – those with the highest level of use and proportionately least reliance on external “subsidies” – tend to be located in areas with higher population density and higher degree of transit dependence due to income. Thus, service design policies that place a somewhat greater emphasis on productivity also have the effect of “rewarding” higher densities of urban development, and also have economically progressive impacts.

In general, the areas with lower productivity and a corresponding lower density do not have concentrations of individuals who are low-income or minority households that chose to take transit.

3.2.1 Transit System Vision and Goals

AC Transit's Vision, Mission Statement and Goals aim to convey the District's prime focus on moving people around the East Bay. They emphasize the local responsibility of the District, while providing a broader vision of its position in the region through improving quality of life and improving congestion.

AC Transit's vision is to be the mobility manager for the East Bay; allowing anyone to go anywhere they want safely, quickly and efficiently. The District has begun internally, by developing Critical Business Outcomes and emphasizing working together to solve problems. The District will develop coalitions that build a Regional perspective for an effective and innovative transportation system. By improving the quality of life, easing congestion and stimulating economic development in the East Bay, the District will become an integral part of the region's future. The AC Transit Mission is to provide Safe, Convenient, Courteous and Reliable Transit Service.

3.2.2 Vehicle Load

Fixed route service has a vehicle load standard of 125% for local and trunk routes and 100% for Transbay service as indicated in Board Policy 550. Overcrowding on buses is monitored by data collection efforts to routinely provide on-board passenger information, including Automatic Passenger Counters and manual ride checks.

Whenever load standards are exceeded, data collectors' reports are reviewed by the Service Planning Manager to determine the appropriate mitigating action and can either assign one of the Districts articulated buses or add a relief tripper based upon the availability of equipment and severity of overcrowding.

3.2.3 Vehicle Assignment

With the adoption of the 2001 Short Range Transit Plan, the District adopted a policy aimed at ensuring that neighborhoods would have the most appropriate vehicle for the service in operation, including smaller vehicles for low-density or flexible services, as well as articulated vehicles for high ridership trunk corridors. To make that determination, an assessment of the service area includes: land uses, topography and street configuration, acceptable noise levels, bus ridership and load factors, vehicle durability and maintenance needs, service characteristics and Title VI and Environmental Justice considerations. The mix of fleet also takes into consideration temporal changes in both service and neighborhood activity to assess the most efficient and neighborhood appropriate vehicle for the anticipated services.

Within the District, there is an active fleet of 631 wheelchair accessible buses. The fleet consists of a variety of vehicle model years and types, from year 2005

Van Hool Fuel Cell buses to vehicles that are 17 years old. The average age of the fleet is 6.7 years (see table 4).

The District's ongoing Revenue Vehicle Replacement Program prescribes the replacement of buses and small transit vehicles that have exceeded their useful lives. The program establishes an acceptable life of 12 years for a bus, 16 years for over-the-road coaches and seven years for a small transit vehicle, in line with those established by the Federal Transit Administration and in the Bay Area Region. However, due to regional and local funding availability, the District is not always able to replace all vehicles at the end of their useful life.

Table 4: Bus Fleet Summary

Quantity	Year	Make	Size	Seats	Standing
5	1990	Gillig 10240/2800	40'	45	26
48	1991	Gillig 10230/2700	30'	29	10
6	1992	Flexible Dumbarton Std High Floor	40'		
30	1996	Flyer Artics 1900	60'	63	40
64	1997	NABI 10240/2900	40'	44	22
132	1998	NABI 10240/3000	40'	44	22
61	2000	NABI 10240/4000	40'	37	21
32	2000	MCI 10245/6000	45'	57	40
23	2000	NABI Low Floor 7200	40'	37	21
6	2002	Gillig Dumbarton Std High Floor	40'		
56	2002	Van Hool Artics 2000	60'	47	57
102	2003	Van Hool True Low Floor 1000 (Std.)	40'	32	49
46	2003	MCI-Over the Road 6000	45'	57	40
3	2005	Van Hool True Low Floor Fuel Cell	40'		
17	2006	Van Hool Low Floor 5000	30'	25	12

Vehicles are replaced according to their age. However, replacement schedules also include moving some buses to different operating divisions to ensure that the average fleet age is similar in each operating division.

3.3 Compliance Activities for Service and Fare Changes

Board Policy 551 lays out the steps to assess the impacts that service or fare changes may have on minority, low-income and disabled communities. Consequently, whenever service changes are being planned, Environmental Justice issues are reviewed.

Since the last Title VI update, there have been several service or fare changes that required Title VI review. The District developed a proposed December 2003 Service Reduction Package, pursuant to the Board's direction to reduce approximately 11% of service in District 1 to meet projected budget deficits. This package included a Title VI analysis of proposed service reductions for use in determining Board action. This analysis is included in Appendix I-1.

Also related to service changes, the District undertook a service restructuring plan in the Western Contra Costa County portion of the service area in 2004. This service went through environmental clearance in addition to a Title VI analysis of the changes. This analysis is also included in Appendix I-2.

Additionally, in March 2005, the District Board of Directors directed staff to solicit public input on a variety of fare proposals intended to raise revenue in order to meet projected budget shortfalls. Part of the decision-making process included a Title VI analysis to assess how each proposal would affect different rider populations, as well as to determine if any of the fare proposals resulted in a disproportionately high and adverse effect on minority populations and low-income populations within the District.

The Title VI Analysis of the fare proposals was presented to the AC Transit Board of Directors prior to the adoption of the fare changes. Based on a variety of inputs, including the Title VI evaluation, the Board of Directors adopted the fare proposal that the Title VI analysis showed would distribute fare increases across various constituents most evenly. This Title VI analysis was provided to FTA district office in May 2005, and is included in Appendix J.

3.5 Level of Service Compliance Assessment

AC Transit's fixed-route service is planned and provided without regard to race, color, ethnicity, or national origin. Instead, services and facilities are assigned or placed according to service demand and availability funding. The procedure for examining level of service is described in Circular 4702.1a. It involves comparing service standards and policies for the system as a whole to individual performances of minority bus routes. AC Transit defines "minority bus route" as those having one-third or more of its mileage operating within minority zones.

Service Profile

During the review period, AC Transit's 110 bus lines included fixed route service provided on 66 East Bay local routes, 29 Transbay routes, and 6 "All-Nighter" (or Owl) routes operating in the 13 cities in which AC Transit operates. AC Transit currently carries 226,732 daily weekday passengers or 67 million annually.

Based on the 2000 census, the population of Alameda and Contra Costa Counties was 2,450,867. The AC Transit service area encompasses the densely populated western areas of both counties and does not include eastern Alameda county areas. Over 60% of the population of Alameda and Contra Costa Counties reside within the District's fixed-route service area.

The following population information provides specific ethnic and/or racial representation for the fixed-route bus service area and both counties.

Table 5: Minority Representation in the Service Area

Ethnicity/ Race %	AC Service Area	Alameda/ Contra Costa Counties
African American	17.10%	11.90%
Asian	20.00%	16.00%
Latino/Hispanic	19.70%	17.80%
Native American	0.60%	0.60%
Hawaiian/Pacific Is.	0.62%	0.51%
Other	0.32%	0.20%
Total Minority	58.20%	47.73%

In the fall of 2002, AC Transit conducted an on-board survey to gather information on demographics and travel characteristics of its riders. San Francisco State University's Public Research Institute (PRI) was contracted to conduct the study. The purpose of the on-board survey was to provide an accurate portrait of AC Transit riders at the system-wide level, by service type, by time of day/time of week, by planning area, and by route type. The 2002 on-board rider profile provided a great deal of information regarding trip making characteristics and passenger satisfaction. The data provided the District with the ability to assess service use while providing an essential tool for Title VI monitoring.

Race/ Ethnicity

Using the 2002 rider profile survey, passenger's race/ethnicity information is summarized below.

Table 6: Passenger Race

		Total
Race/ Ethnicity of Passengers	Asian/ Pacific Islander	15.9%
	African American	37.2%
	Native American	1.4%
	White	20.6%
	Latino/ Hispanic	19.5%
	Other	5.4%
Total		100%

Level of Service Components

Using 2000 census data, the level of transit service was measured in every minority and non-minority census tract in the service area. The level of service analysis included the following service indicators:

- ❖ Number of available local routes
- ❖ Peak Frequency
- ❖ Off-peak frequency
- ❖ Number of daily trips
- ❖ Average age of vehicle

Appendices K and L provide the details of the analysis. The results from the level of service assessment are summarized below:

Table 7: Level of Service Assessment (Minority/ Non-Minority)

	Minority Census Tracts	Non-Minority Census Tracts
Total Census Tracts	160	173
Average # available routes (local only)	4	3.2
Peak frequency (local only) minutes	23.7	29.2
Off-peak frequency (local only) minutes	29.4	35.7
Average # of daily trips (local only)	325	236
Average age of vehicle (years)	6.7	6.7

This data confirms that the level of service provided is actually slightly better in minority census tracts than in non-minority tracts.

3.6 Quality of Service Compliance Assessment

Passenger Service Ratings

The 2002 on-board survey provided an accurate portrait of service characteristics and demographics. Riders were asked to rate AC Transit service on a variety of measures including punctuality, scheduling, driver courtesy, safety, cleanliness, fares, and overall service satisfaction. The following reflects those findings, which are broken down by classified minority status. (See Appendix M, for service ratings by minorities and non-minorities; transit dependency by ethnicity; and service ratings by transit dependency).

Overall, all riders gave an overall rating of 3, which signifies as a “good” rating on a one through five scale. Minority riders gave a slightly lower overall service rating (3.06) than non-minority riders (3.31). However, there were a few qualitative anomalies by ethnicity that may be explained by issues related to frequency of use.

In general, minority riders are more likely to be transit dependent than non-minority groups. Those that use the service often, and rely upon it for the majority of their trip making, see all aspects of the system on a daily basis. Consequently, those riders are more apt to be critical of the system than those who do not use the system as often. When viewing the service ratings by transit dependency, which includes non-minority riders, ratings are also lower than for discretionary riders. (See Appendix M referenced above)

Number of Buses Used to Make Trip by Service Type

One measure of service quality is to examine the number of buses passengers use to make a one-way trip. The following is an analysis from the onboard survey measuring trip characteristics.

Table 9: Number of buses used to make one way trip

		Ethnicity				Total
		White	Af/Amer	Latino	Asian	
Q1.How many buses will it take to complete your one way trip today?	1 bus	63.9%	37.2%	37.8%	56.6%	46.5%
	2 buses	29.7%	47.6%	48.3%	35.2%	41.5%
	3 buses	3.9%	9.7%	8.6%	5.3%	7.5%
	4+ buses	2.5%	5.5%	5.3%	2.9%	4.5%
Total		100%	100%	100%	100%	100%

In general, minority populations require more buses to complete their trip than non-minority populations. This may be due to trip purpose and commute patterns. Because minority populations are more likely to be transit dependant

than non-minority populations, they are likely to use the bus to serve a variety of mobility needs other than work-trips to the urban core. As such, additional transferring may be required to access a wider variety of goods and services.

3.7 Transit Travel Pattern Analysis

Title VI requires an analysis of accessibility and quality to key destinations within the transit district service area. To determine whether the quality of service is consistent among different user groups and the degree to which transit is responsive to minority needs, the following methodology was used:

- ❖ Five of the most popular destinations were selected for the analysis—Kaiser Hospital (Richmond), University of California Berkeley, Downtown Oakland, Chabot College, and New Park Mall (Newark).
- ❖ Within a seven-mile radius, for each destination location, 2 minority and 2 non-minority census tracts (20 total) were randomly selected by computer for trip origins.
- ❖ An 8:00 a.m. peak arrival time was established for each trip.
- ❖ The most efficient local routes were selected for each trip.

Based on the service quality analysis provided in Table 10, minority census tracts are equally or, in several instances, better served than non-minority census tracts. The small disparity in cost per trip mile results from longer average trip distances. The most direct local route was selected for each trip.

Detailed analyses of all trips are presented as Appendix N. A summary comparison of the quality of service provided to minority census tracts with non-minority census tracts is provided below:

Table 10: Origin Destination Analysis (updated 2007)

	Minority Census Tracts	Non-Minority Census Tracts
Walking Distance (Miles)	.56	0.28
Route Distance (Miles)	4.6	6.4
Total Distance (Miles)	5.2	6.7
Walk Time (Minutes)	8.4	4.1
Wait Time (Minutes)	19	20.8
Vehicle Time (Minutes)	22.2	30.9
Total Travel Time (Minutes)	49.6	55.7
Number of Transfers	0.6	0.7
Total Cost Per Trip \$	\$1.90	\$1.93
Total Cost Per Trip Mile \$	\$0.49	\$0.43