



Working Session of the
Operations & Customer Experience Committee

of the Board of Trustees of the Utah Transit Authority

Wednesday, October 10, 2018, 2:30-4:00 p.m.

Frontlines Headquarters, Golden Spike Rooms, 669 West 200 South, Salt Lake City

Committee Members: Alex Cragun, Committee Chair Toby Mileski
Babs De Lay Troy Walker
Melissa Johnson

Note: Toby Mileski will serve as acting chair for this meeting

Agenda

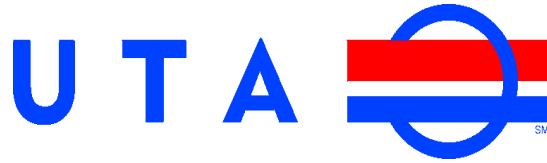
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|--|------------------|
| 1. Safety First Minute | Dave Goeres |
| 2. Item(s) for Consent | Toby Mileski |
| a. Approval of June 13, 2018 Operations & Customer Experience Committee Meeting Report | |
| 3. Title VI Equity Analysis for December Change Day | Nichol Bourdeaux |
| 4. Informational Presentation: Community Service Planning Approach | Nichol Bourdeaux |
| 5. Other Business | Toby Mileski |
| 6. Adjourn | Toby Mileski |

Public Comment: Members of the public are invited to provide comment during the general comment period at UTA's Board of Trustee meetings, or prior to any action on a board resolution at those meetings. Comment may be provided in person or online through www.rideuta.com. Additionally, public comment may be taken at committee meetings at the discretion of the committee chair. In order to be considerate of time and the agenda, comments are limited to two minutes per individual, or five minutes for a spokesperson designated to represent a group.

Special Accommodation: Information related to this meeting is available in alternate format upon request by contacting callredge@rideuta.com or (801) 287-3536. Request for accommodations should be made at least two business days in advance of the scheduled meeting.

Carbon Monoxide: The Invisible Killer





Minutes of the Operations & Customer Experience Committee Meeting
of the Board of Trustees of the Utah Transit Authority (UTA)
Wednesday, June 13, 2018, 2:30 – 4:00 p.m.
FrontLines Headquarters, 669 West 200 South, Salt Lake City, UT

Committee Members:

Alex Cragun, Chair (via telephone)
Babs De Lay, Acting Chair
Toby Mileski
Troy Walker

Other Board Members in Attendance:

Dannie McConkie

Welcome

Acting Chair De Lay welcomed everyone and called the meeting to order at 2:30 p.m.

1. Safety First Minute

Acting Chair DeLay yielded the floor to Dave Goeres, UTA Chief Safety, Security & Technology Officer, for a brief safety message.

2. Approval of March 14, 2018 Operations & Customer Experience Meeting Report

A motion to approve the meeting report was made by Trustee Mileski and seconded by Trustee Cragun. The motion carried by unanimous consent.

3. State Safety Oversight Report

The Federal Transit Administration (FTA) requires state safety oversight for light rail. In Utah, the Utah Department of Transportation is responsible for this function and Jim Golden is Utah's state safety oversight program manager. Mr. Golden and Mr. Goeres delivered a report on UTA's rail safety. Key items covered in the report were:

- 1) A triennial audit was performed in February of this year by an outside consultant. The audit report noted a few findings on minor issues. Corrective action plans for these findings are in place and UTA is in good standing with the FTA.
- 2) Utah received Part 674 Certification in November 2017, making it the third state to certify for the State Safety Oversight (SSO) Program. This ensured the continuation of over \$77 million in federal formula funding.
- 3) The SSO is involved in safety meetings concerning the light rail airport extension and the S-Line double tracking.
- 4) The Federal Railroad Administration completed its annual hours of service audit in August 2017. UTA was found to be compliant with only a few recommendations.

4. Resolution: Approving the August 2018 Change Day Title VI Analysis

Nichol Bourdeaux, UTA Vice President of External Affairs, described the change day process and the public outreach associated with it:

- 1) Public outreach was performed for proposed service changes.
- 2) UTA worked with Trustee Mileski to solicit public comment and perform direct outreach to stakeholders concerning the suspension of FrontRunner service in Pleasant View.
- 3) The Title VI analysis for the August 2018 change day shows no disparate impact for any of the proposed changes.

A motion to forward the resolution to the board agenda was made by Trustee Mileski and seconded by Trustee Walker. The motion carried by unanimous consent.

5. Resolution: Fare Structure Review & Authorizing Reduced Fare Agreements

Ms. Bourdeaux presented on:

- 1) Consolidated ownership and accountability of fares, fare policies, and processes
- 2) Strategy informed by understanding customer markets and financial factors
- 3) Simplification of the fare system

It was noted that the resolution makes two changes to UTA's reduced fare authorization:

- 1) It incorporates the FAREPAY card
- 2) It allows the executive director to approve promotions

Acting Chair De Lay clarified the executive director authority as defined in the resolution, which states:

‘That the Executive Director is authorized to approve promotions to encourage ridership, inaugurate new services, test new marketing techniques, or promote special events as set forth in Executive Limitations Policy 2.1.2.’

Trustee Mileski opined that ‘not to exceed’ parameters should be set for fare agreements. Ms. Bourdeaux indicated that most of the agreements already have limitations, with the exception of promotions.

A motion to forward the resolution to the board agenda was made by Trustee Mileski and seconded by Trustee Walker. The motion carried by unanimous consent.

6. Other Business

- 1) Liaison, Conference & External Committee Reports. No reports were given.

7. Adjourn

A motion to adjourn was made by Trustee Mileski and seconded by Trustee Walker. The motion carried by unanimous consent and the meeting was adjourned at 3:01 p.m.

Report Transcribed by Melanie Penton
Assistant to Nichol Bourdeaux
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This document is not intended to serve as a full transcript as additional discussion may have taken place; please refer to the meeting materials, audio, or video located at <https://www.utah.gov/pmn/sitemap/notice/469171.html> for entire content.

This document along with the digital recording constitute the official minutes of this meeting.



Executive Summary

RE: Title VI Analyses for December 2018 Change Day

Introduction

It is proposed to add one route in December Change day. This addition received a Title VI Service Equity Analysis. The analysis was performed in accordance with Federal Transit Administration's Circular 4702.1B, which outlines the Title VI requirements and guidelines for recipients of Federal Transit funds. Service and fare equity analyses are conducted to ensure that proposed changes to service and fares do not inadvertently negatively impact minority or low-income populations. All major changes, even if they appear to be neutral, are analyzed.

UTA has specific parameters, set in policy, to define the methods used to determine the demographics of those impacted by any proposed fare and service changes. Impacted populations are compared to the population of the service area to determine whether minority and/or low-income populations are negatively impacted at a greater rate. If negative impacts exceed 5% of the comparison group, UTA takes all prescribed and prudent steps to ensure services are equitable and compliant with federal guidelines and requirements. The Authority has defined the parameters for what would trigger additional steps as a 5% or greater negative impact and analyzes the impacts on minority and low-income populations separately. A greater than 5% impact would trigger a finding of either a Disparate Impact, which would be a finding regarding minority populations, or a Disproportionate Burden, which would be a finding regarding low-income populations.

Proposed Changes – December Change Day

It is proposed to add flex route F605 in Davis County. The proposed new route would serve locations throughout Woods Cross, West Bountiful, Bountiful and Centerville with limited stops at the Woods Cross Station which is a Commuter Rail and Bus station. The flex route would also provide deviation services within a three quarter mile radius of the route. The addition of service constitutes a major change in accordance with UTA policy and requires a Title VI analysis.

Findings – December Change Day

The service equity analysis of the proposed addition of F605 resulted in no findings. UTA policy states that the impact must negatively impact minority and/or low-income populations beyond a 5% threshold in order to trigger a finding. The proposed addition of route F605's funding would be new and would not detract from other parts of the system. As such, the proposal did not cause any negative impacts on the surrounding populations



Title VI Service Equity Analysis

December 2018

Utah Transit Authority
Prepared by: Andrew Gray
Graphics and Data: Joseph Taylor

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Introduction

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, and national origin in programs and activities receiving federal financial assistance. The Utah Transit Authority has committed to the Federal Transit Administration's (FTA) Title VI objectives set forth in Circular 4702.1B by ensuring that UTA's services are equitably offered and resources distributed without regard to race, color, or national origin.

The following analysis is of proposed changes to be implemented in December of 2018. These changes are being proposed to best utilize public funds and improve services and the functionality of the system. Though the proposed changes are facially neutral, this analysis, in accordance with FTA requirements, will ensure that these changes will not have disproportionately negative impact on minority and/or low-income populations within UTA's service area. If these changes are found to be discriminatory, UTA will take all prescribed and prudent steps to ensure services are equitable and compliant with federal guidelines and requirements.

Summary of Proposed Changes

Addition of Service – Route F605:

It is proposed to add a flex route in Davis County. The proposed new route would serve locations throughout Woods Cross, West Bountiful, Bountiful and Centerville with limited stops at the Woods Cross Station which is a Commuter Rail and Bus station. The flex route would also provide deviation services within a three quarter mile radius of the route. The addition of service constitutes a major change in accordance with UTA policy and requires a Title VI analysis.

UTA Policy and Definitions

UTA has developed corporate policy 1.1.28 Title VI Compliance Policy to define and evaluate the impacts of proposed major services changes on minority and low-income populations in conjunction with a public outreach process. In developing this policy, UTA solicited feedback through newspapers within the service area, published on UTA's website (rideuta.com), and Utah's government website in the public notices section (Utah.gov) which provides translation options. In conjunction with the Salt Lake County Office of Diversity Affairs, which maintains an email list of local entities and individuals with interest in diversity issues, UTA sent an email notification soliciting feedback in the development of this policy. Additional targeted outreach was done, which included mailing a letter and the policy or sending emails to community organizations that work with minority or low-income populations.

The following references to policy are from subsections of corporate policy 1.1.28 and were created to ensure that all equity analyses are performed using the same parameters and are in line with FTA Circular 4702.1B.

Definitions

- A. *"Disparate Impact"* refers to a facially neutral policy or practice that disproportionately affects members of a group identified by race, color, or national origin, where the recipient's policy or practice lacks a substantial legitimate justification and where there exists one or more alternatives that would serve the same legitimate objectives but with less disproportionate effect on the basis of race, color, or national origin.
- B. *"Disproportionate Burden"* refers to a neutral policy or practice that disproportionately affects the low-income population more than non-low-income populations.
- C. *"Low-income Population"* refers to any readily identifiable group of low-income persons who live in geographic proximity, and, if circumstances warrant, geographically dispersed/ transient persons (such as migrant workers or Native Americans) who will be similarly affected by a proposed FTA program, policy or activity.
- D. *"Minority Person"* include the following:
 - 1. American Indian or Alaska Native, which refers to people having origins in any of the original peoples of North and South America (including Central America), and who maintain tribal affiliation or community attachment.
 - 2. Asian, which refers to people having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent, including, for example, Cambodia,

China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam.

3. Black or African American, which refers to people having origins in any of the Black racial groups of Africa.
 4. Hispanic or Latino, which includes persons of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race.
 5. Native Hawaiian or Other Pacific Islander, which refers to people having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands.
- E. *"Minority Population"* means any readily identifiable group of minority persons who live in geographic proximity.
- F. *"National Origin"* means the particular nation in which a person was born, or where the person's parents or ancestors were born.
- G. *"System Average"* The system average is the averages of minorities and low-income persons within the total populous of the geographic regions UTA serves. The present system averages are expressed below in tabular format using 2011-2015 5-year population estimates provided by the American Community Survey (ACS).

<i>Low-Income System Average:</i>	
Population:	2,243,746
Low-Income Population:	457,949
Percent Low-income:	20.4%

<i>Minority System Average:</i>	
Population:	2,277,455
Minority Population:	499,870
Percent Minority:	21.9%

Major Service Change

UTA will consider the following types of changes to be "major changes", which require public input and a Title VI equity analysis in compliance with FTA's Circular 4702.1B

- a) The Addition of Service;
- b) A proposed service level reduction in miles, hours, or trips of thirty three percent (33%) or more of any route;
- c) The elimination of all service during a time period (peak, midday, evening, Saturday, or Sunday);
- d) A proposed twenty-five (25%) or greater change in route alignment;
- e) A proposed fare change.

Evaluation and Analysis of Service and Fare Changes

1. UTA will analyze proposed major changes to service and any proposed fare changes in accordance with FTA's Circular C 4702.1B as amended.

2. UTA will evaluate the impacts of all major service changes cumulatively when there is more than one route being affected for a service change period
3. UTA will primarily utilize American Community Survey (ACS) Data, block group data and/or ridership data to evaluate and analyze any proposed major service and fare changes. This data will be analyzed with Geographic Information System (GIS) software.
4. UTA will rely on population data and use the smallest geographic area that reasonably has access to the stop or station effected by the proposed major service change. This will be translated into a one-quarter mile radius to a bus stop, one-half mile to a light rail station and three miles to a commuter rail station.

Disparate Impact and Disproportionate Burden

1. UTA will measure the burdens of service and fare changes on minority riders to determine when minority riders are bearing a disparate impact from the change between the existing service or fare and the proposed service or fare.
2. UTA will measure the burdens of service and fare changes on low-income riders to determine when low-income riders are bearing a disproportionate burden of the change between the existing service or fare and the proposed service or fare.
3. A threshold of 5% will be used to determine disparate impact on minority populations and disproportionate burden on low-income populations. This 5% is based on the margin of error from the US Census data that UTA uses to determine the populations in the service area. This means that if the burden of the service or fare change on minority or low-income populations is more than 5% worse than it is for the non-protected populations, then the change will be considered either a disparate impact or a disproportionate burden.

Finding a Disparate Impact

1. At the conclusion of UTA's Analysis, if UTA finds a disparate impact on the basis of race, color, or national origin, UTA shall seek to modify the proposed changes in a way that will mitigate the adverse effects that are disproportionately borne by minorities. Modifications made to the proposed changes must be reanalyzed in order to determine whether the modifications actually removed the potential disparate impacts.
2. If UTA chooses not to alter the proposed services changes despite the potential disparate impact on minority populations, or if UTA finds, even after the revisions, that minority riders will continue to bear a disproportionate share of the proposed service or fare change, UTA may implement the change only if:

- a. UTA has substantial legitimate justification for the proposed change; and
- b. UTA can show that there are no alternatives that would have a less disparate impact on the minority riders but would still accomplish the transit provider's legitimate program goals. In order to show this, UTA must 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, and then implement the least discriminatory alternative

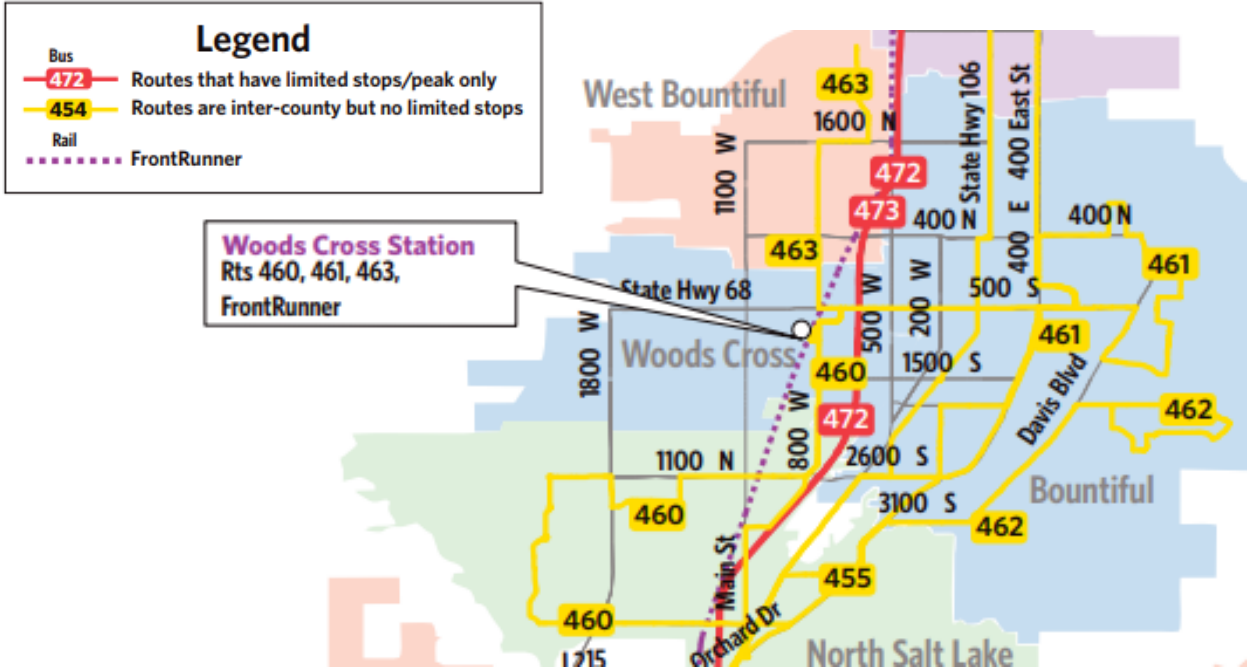
Finding a Disproportionate Burden

If at the conclusion of the analysis, UTA finds that low-income populations will bear a disproportionate burden of the proposed major service change, UTA will take steps to avoid, minimize, or mitigate impacts where practicable. UTA will also describe alternatives available to low-income passengers affected by the service changes.

Proposed Changes

Route F605

Current service levels in the Bountiful and Woods Cross areas are limited to inter-county and peak-only routes, which do not provide many local transit options. The proposed addition of a flex route in this service area will add local service. Regional service levels are depicted below.



The F605 will provide a connection from the Lakeview Hospital in Bountiful and up north through Centerville and West Bountiful and select trips to the Woods Cross Station. The route will follow a set route with designated stops as illustrated in the maps included in the analysis portion of this report. The stops will have an approximate schedule as the proposed route has been designated as a flex route. Flex routes are a unique service type in that residents can use the planned, fixed route or they can call to schedule the bus to pick them up or drop them off anywhere within a three quarter ¾ mile radius around the fixed route. These scheduled deviation requests are on a first-come, first-served basis and a bus may deviate up to two times each trip with restrictions. Due to the potential of deviations, the fixed route schedule time points may be adjusted 10-15 minutes after the listed time points. The bus, however, will not pass by a time point earlier than scheduled. The fare for standard service at the designated stops is the same as any other bus option. However, the fare for a scheduled deviation is the standard fare *plus* \$1.25. The deviation fare covers both a pick-up and a drop-off deviation for one ride.

Analysis of Proposed Changes

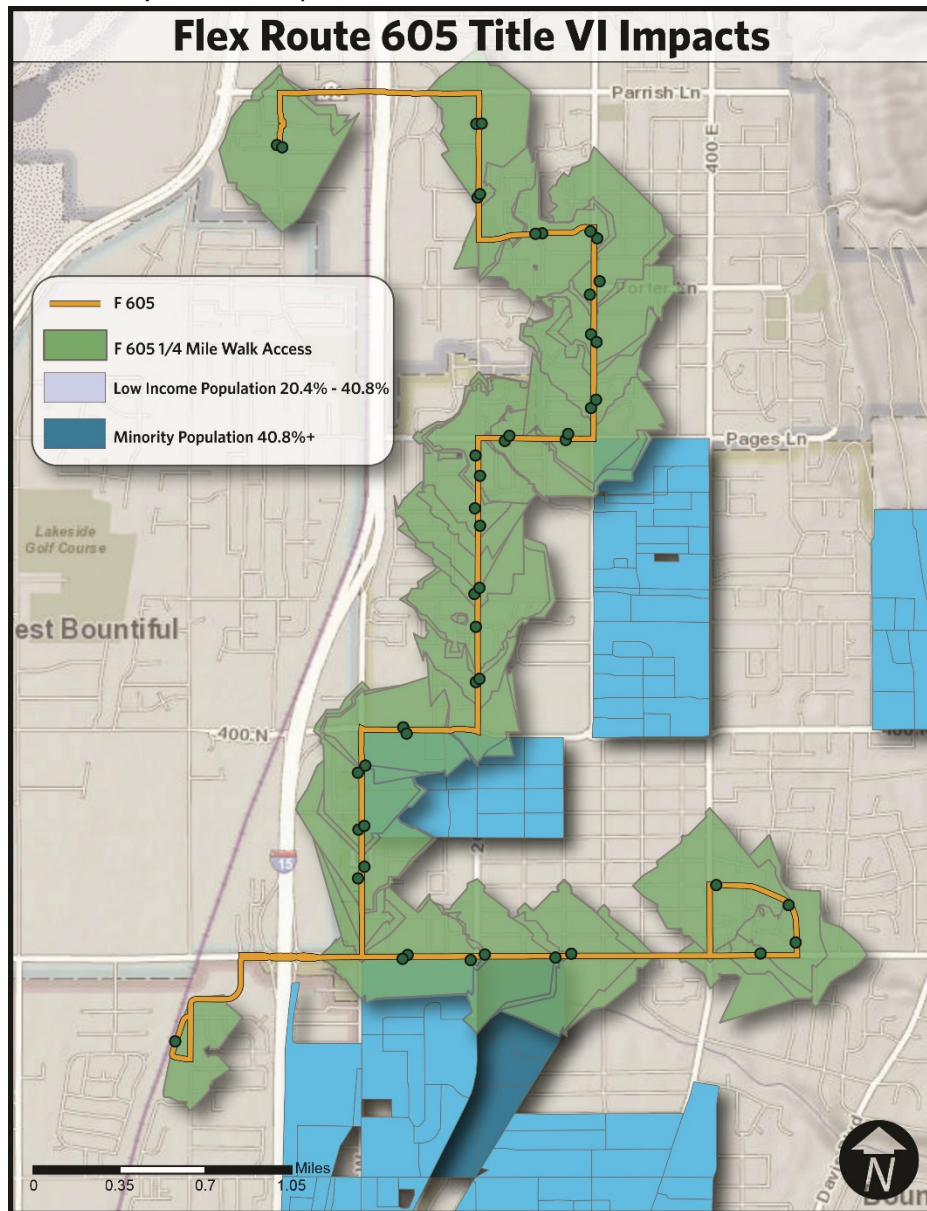
UTA is required to analyze the potential impacts of any major service change as it relates to low-income populations and minority populations. Pursuant to this requirement, UTA has created the following maps, tables and related data. The demographic data in this section was compiled utilizing American Community Survey (ACS) 2011-2015 5-year estimates, which was dispersed into census blocks, in lieu of the larger block groups. This was done in order to use the smallest geographic area possible for the analysis. The distribution was dictated by population ratios from 2010 Census Data. Proposed service changes were analyzed based on the stops and stations serviced by the impacted route. All bus stop and station locations have had a one quarter mile walkability radius applied to them which is based on the actual accessibility of the stop by road. Any census block that is overlapped by this radius has its population included as those impacted by the proposed changes. These aggregated numbers were compiled as a comparison group to the service area average to determine whether there would be a disparate impact on minority populations and/or a disproportionate burden borne by low-income populations.

In addition to the stop-based analysis performed, the flex route's three quarter mile radius is applied and the catchment is presented in separate maps and tables. The demographics of those that are within census blocks overlapped by the three quarter mile radius are considered those impacted by the proposed addition. This was examined and compared to the system average to determine the impact of the deviation as well as the fixed route described previously.

The maps in this section will show the route, individual stops with a walkability radius, and census blocks with concentrations of low-income households or minority individuals above the system average, which are shaded according to density.

Route F605

Low-Income Analysis – Stop Based

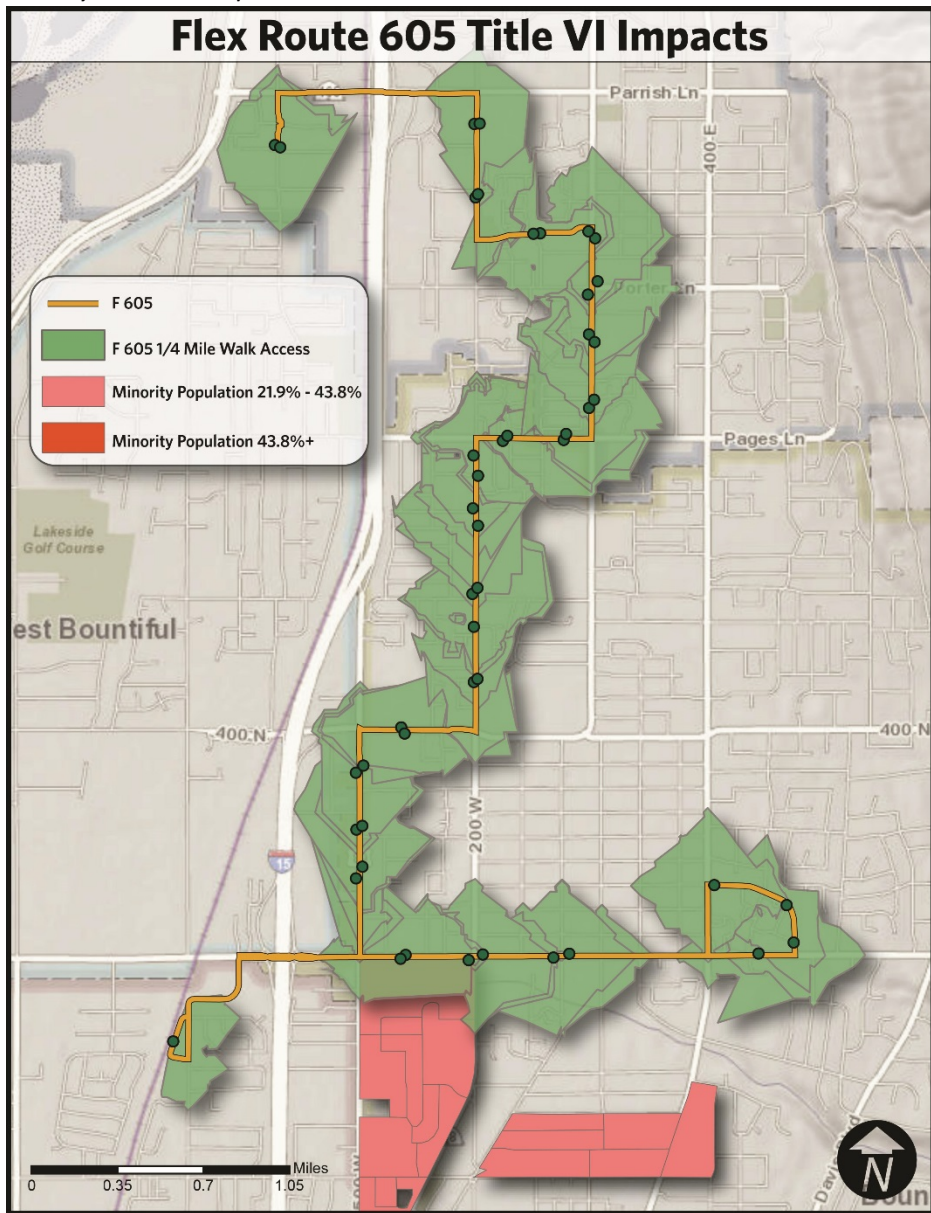


Low-income System Average	
Total Population:	2,243,746
Low-income Population:	457,949
Percent low-income:	20.4%

Impacted Population – Low Income	
Total Population:	13,345
Low-income Population:	2,071
Percent low-income:	15.4% (5%)

As expressed in the table and figure above, the low-income populations with a one quarter mile walk access to the new flex route 605’s stops is 5% lower than the system average.

Minority Analysis – Stop Based

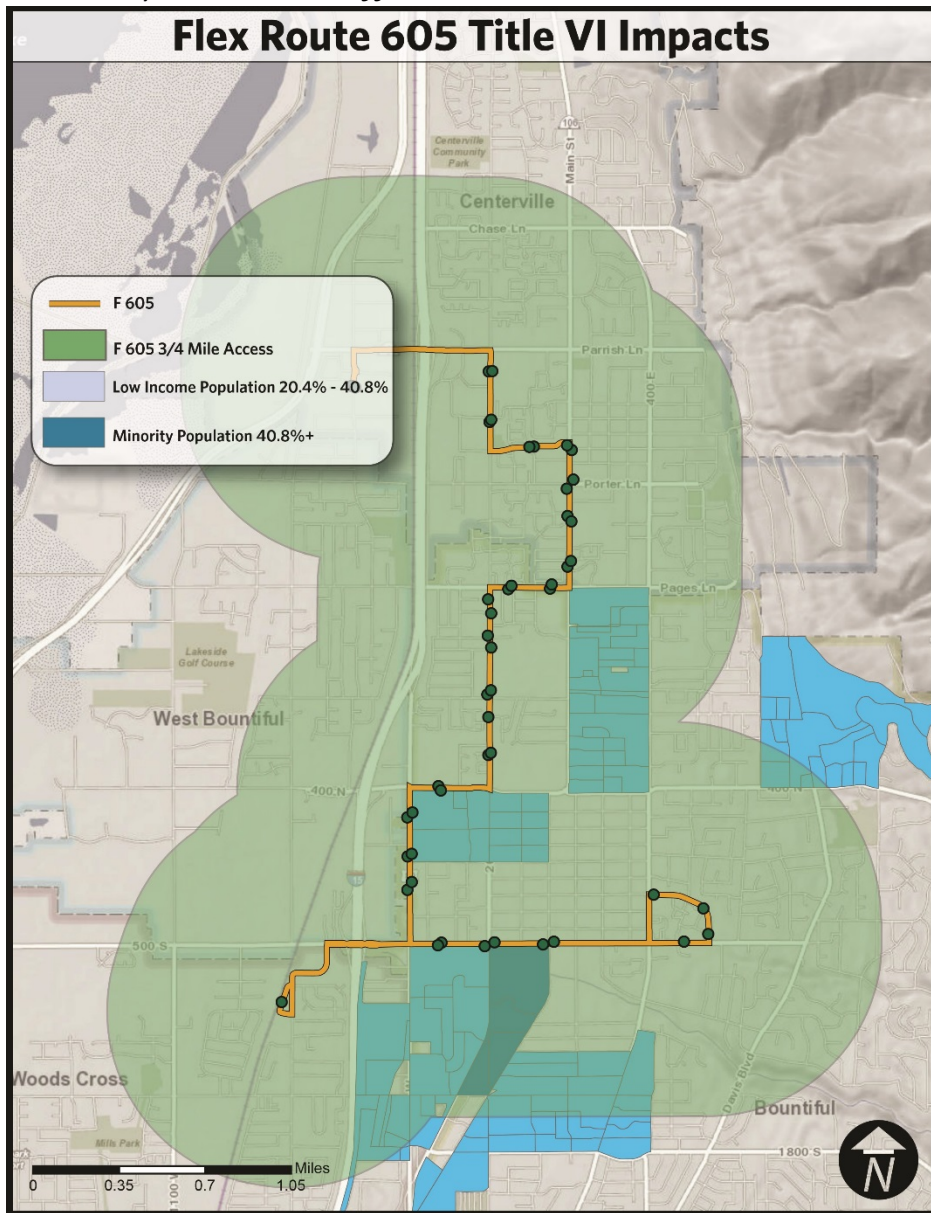


Minority System Average	
Total Population:	2,277,455
Minority Population:	499,870
Percent Minority:	21.9%

Impacted Population – Minority	
Total Population:	13,700
Minority Population:	1,529
Percent Minority:	11.2% (10.7%)

As expressed in the table and figure above, the minority populations with a one quarter mile walk access to the new flex route 605’s stops is 10.7% below the system average.

Low-Income Analysis – Flex Buffer

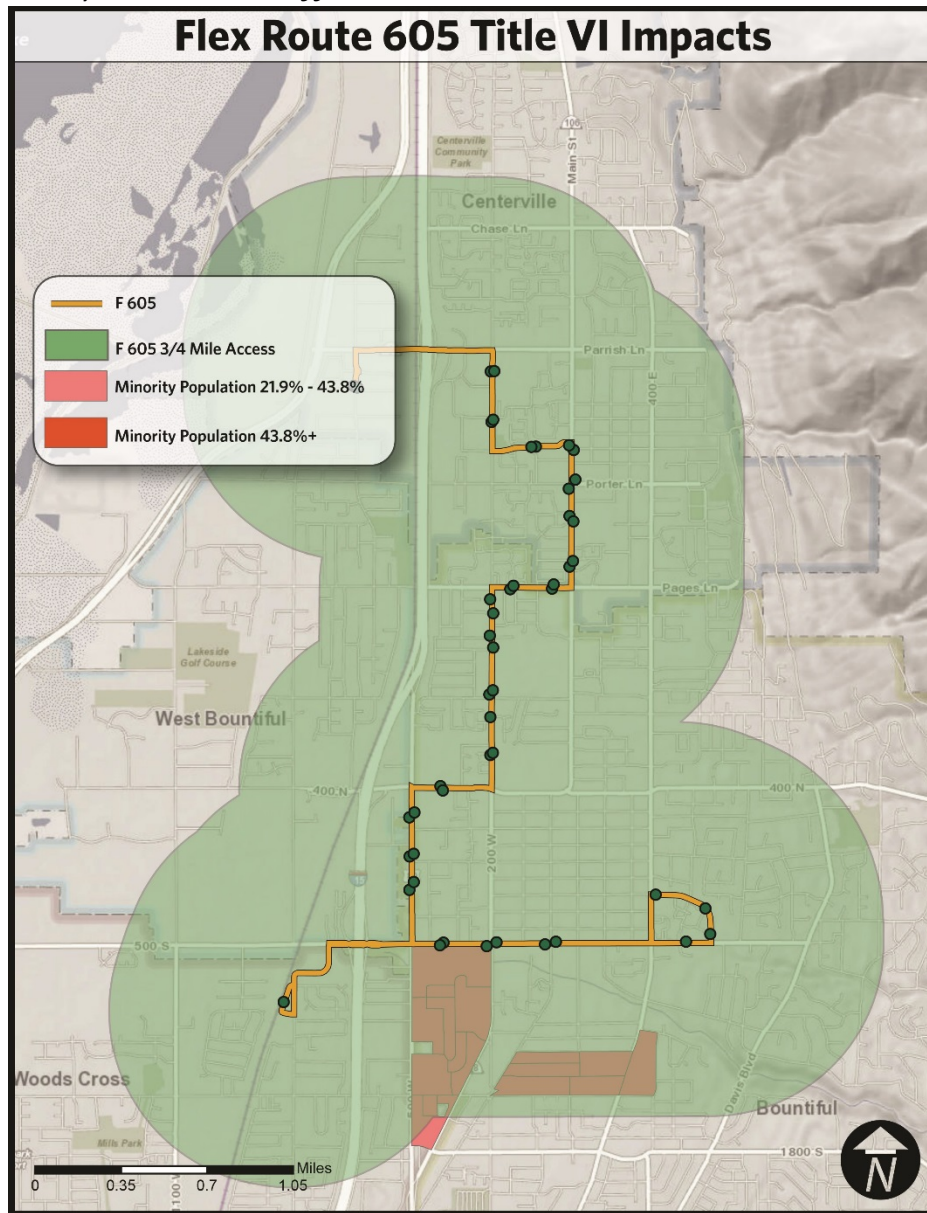


Low-income System Average	
Total Population:	2,243,746
Low-income Population:	457,949
Percent low-income:	20.4%

Impacted Population – Low Income	
Total Population:	43,710
Low-income Population:	6,483
Percent low-income:	14.8% (5.6%)

As expressed in the table and figure above, the low-income populations with access to deviated service, according a three quarter mile radius to the new flex route 605 is 5.6% lower than the system average.

Minority Analysis – Flex Buffer



Minority System Average	
Total Population:	2,277,455
Minority Population:	499,870
Percent Minority:	21.9%

Impacted Population – Minority	
Total Population:	44,169
Minority Population:	6,483
Percent Minority:	14.8% (7.1%)

As expressed in the table and figure above, the minority populations with access to deviated service, according to a three quarter mile radius to the new flex route 605 is 7.1% lower than the system average.

Findings of Analysis

Addition of Service - Route F605:

There were no disparate impacts or disproportionate burden found in the analysis of this proposed service change. UTA policy states that the impact must negatively impact minority and/or low-income populations beyond a 5% threshold in order to trigger a finding. The proposed addition of route F605's funding would be new and would not detract from other parts of the system. As such, the proposal did not cause any *negative* impacts on the surrounding populations.

Appendix A – December 2018 Change Day Public Comment Report*

*Public comment period ends on October 10, 2018. A summary of the public comment received relative to the proposed changes will be provided to the board for review at its October 25, 2018 meeting.