

# Title VI Program

# 2017

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This Title VI Program is a compilation of documents that demonstrates how the City of Colorado Springs Transit Services Division d/b/a Mountain Metropolitan Transit complies with the Federal Transit Administration's Title VI requirements per Circular 4702.1B.

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## Mountain Metropolitan Transit

Transit Services Division  
Department of Public Works  
City of Colorado Springs



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## Introduction and Purpose

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The City of Colorado Springs Transit Services Division (MMT) operates the local public fixed-route bus service, Americans with Disabilities Act (ADA) paratransit demand-response service, and vanpool programs (collectively branded as ***Mountain Metropolitan Transit***), and provides approximately 10,000 trips per day in a service area that includes more than 400,000 people.

The *Mountain Metro* fixed-route bus service offers 27 bus routes with weekday service and limited Saturday and Sunday service. The routes extend north to Research Parkway, west into Manitou Springs, east to Peterson Road and south into Security/Widefield. *Metro Mobility* is the system's complementary ADA paratransit service, and *Metro Rides* is MMT's Congestion Mitigation and Air Quality (CMAQ) grant-funded alternative transportation program, designed to reduce congestion and pollution by encouraging more people to use carpools, vanpools, bicycling, and other means of commuting.

As a recipient of federal grant funding, MMT is responsible for the effective execution of nondiscrimination laws and regulations. Federal Transit Administration (FTA) Circular 4702.1B, issued October 1, 2012, together with direction provided by the U.S. Department of Justice, guides MMT's efforts to uphold the basic civil rights of all people in the Colorado Springs Urbanized Area (UZA). The Title VI Program incorporates Chapters III and IV from the *Title VI Guidelines for FTA Recipients—Circular 4702.1B* that are required of all agencies operating fixed-route transit. Chapter IV of the Circular contains additional requirements for systems operating more than 50 vehicles in peak service in urbanized areas exceeded 200,000 in population. While MMT does not yet meet the threshold for peak vehicles, the agency is completing preparatory work in order to exceed current program requirements as well as to position the plan and efforts for the future.

This plan was prepared in accordance with:

- Title VI Regulations 49 CFR 21;
- FTA Circular 4702.1B, October 1, 2012, "Title VI Requirements and Guidelines for Federal Transit Administration Recipients;"
- DOT Guidance of 2001: To Recipients on Special Language Services to Limited English Proficient (LEP) Beneficiaries;
- Executive Order 13166 of August 11, 2000: LEP; and
- Executive Order 12898 of February 1994: Environmental Justice for Low Income and Minority Populations.

The purpose of this plan is to describe how MMT complies with Title VI regulations and to identify the steps that have been and will be taken to ensure that MMT provides services without excluding or discriminating on the grounds of race, color, or national origin, or creating additional barriers to accessing services and activities. Updates to this plan will be submitted on a triennial basis.

The FTA Certification and Assurance signature page is included as Appendix A.

The Title VI Program is available on the City of Colorado Springs MMT website at [www.mmtransit.com](http://www.mmtransit.com).

## Title VI Requirements

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. Title VI states the following:

“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 subjected to discrimination under any program or activity receiving Federal financial assistance.”

In 1994, President Clinton issued Executive Order 12898, which states that each federal agency:

“Shall make achieving environmental justice part of its mission by identifying and addressing disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.”

To that end, the FTA issued Circular 4702.1B in 2012, which replaced Circular 4702.1A issued in 2007. The Circular outlines Title VI and Environmental Justice compliance procedures for recipients of FTA-administered transit program funds.

Specifically, as stated in the Title VI Circular, the FTA requires recipients, including MMT, to

“Document their compliance with DOT’s Title VI regulations by submitting a Title VI Program to their FTA regional civil rights officer once every three years or as otherwise directed by FTA. For all recipients (including subrecipients), the Title VI Program must be approved by the recipient’s board of directors or appropriate governing entity or official(s) responsible for policy decisions prior to submission to FTA.”

The MMT Title VI Program is divided into two parts:

- **Part 1** focuses on general requirements applicable to all FTA recipients.
- **Part 2** focuses on the requirements specific to operators of fixed-route transit service. This section is limited to the planning and operations of MMT.

## Part I: General Requirements

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The Title VI Circular requires all recipients of FTA funding to meet a number of basic requirements. This section address the requirements outline in Chapter III of the Title VI Circular. These include:

- Preparing and submitting a Title VI Program;
- Notifying beneficiaries to protection under Title VI;
- Developing Title VI complaint procedures and complaint form;
- Recording and reporting transit-related Title VI investigation, complaints, and lawsuits;
- Promoting inclusive public participation;
- Providing meaningful access to persons LEP; and
- Monitoring and providing assistance to subrecipients.

### Title VI Notice and Complaint Procedures

The Title VI Circular provides the following direction regarding public notice of Title VI protections:

Title 49 CFR Section 21.9(d) requires recipients to provide information to the public regarding the recipient's obligations under DOT's Title VI regulations and apprise members of the public of the protections against discrimination afforded to them by Title VI. At a minimum, recipients shall disseminate this information to the public by posting a Title VI notice on the agency's website and in public areas of the agency's office(s), including the reception desk, meeting rooms, etc. Recipients should also post Title VI notices at stations or stops, and/or on transit vehicles.

MMT's official Title VI policy statement is:

*The City of Colorado Springs complies with Title VI of the Civil Rights Act of 1964, and the Civil Rights Restoration Act of 1987 (P.L. 100.259) which requires that no person shall on the grounds of race, color, sex, age, disability or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity. The City will not tolerate discrimination in any of its programs and activities, whether those programs and activities are federally funded or not.*

*In the event that the City distributes federal aid funds to another entity, the City will include Title VI language in all written agreements and will monitor for compliance.*

*The Mountain Metropolitan Transit Title VI Coordinator is responsible for initiating and monitoring Title VI activities, preparing required reports and other City responsibilities as required by 23 Code of Federal Regulation (CFR) 200 and 49 Code of Federal Regulation 21.*

*If you believe you have been subjected to discrimination, you may file a written complaint no later than 180 calendar days after the date of the alleged discrimination with the Title VI Coordinator; Mountain Metropolitan Transit; 1015 transit Drive, Colorado Springs, Colorado 80903.*

*Adopted:* \_\_\_\_\_

\_\_\_\_\_

*Mayor or Governing Body*

## **Title VI Notice**

MMT acknowledges the need to notify the public of their rights under Title VI in regard to all its services, projects, and activities. MMT has prepared a Title VI notice to the public including an abridged version of the Title VI Policy statement, a description of how to request additional information regarding MMT's Title VI/nondiscrimination obligations, and a description of how to file a Title VI discrimination complaint.

The Title VI Notice is included in Appendix B and is posted in the following locations:

- On the MMT website: [www.mmtransit.com](http://www.mmtransit.com);
- At the MMT Administration Building: 1015 Transit Drive, Colorado Springs, Colorado 80903;
- On public transit vehicles; and
- At main transfer locations and centers.

To reduce the administrative burden associated with the notice requirement, subrecipients who receive federal grant funding from the City of Colorado Springs through a competitive process may adopt MMT's Title VI notices and publications.

## **Complaint Procedures**

The Title VI Circular provides the following direction regarding Title VI Complaint procedures:

In order to comply with the reporting requirements established in 49 CFR Section 21.9(b), all recipients shall develop procedures for investigating and tracking Title VI complaints filed against them and make their procedures for filing a complaint available to members of the public. Recipients must also develop a Title VI complaint form, and the form and procedure for filing a complaint shall be available on the recipient's website.

This section provides information on MMT's procedures for filing complaints alleging discrimination on the basis of race, color, or national origin. Any person who believes that he or she, individually, or as a member of any specific class of persons, has been subjected to discrimination on the basis of race, color, national origin, or other protected class may file a written complaint with MMT, the FTA, the U.S. Department of Transportation, or the Department of Justice.

Further, MMT prohibits intimidation, coercion, or engagement in other discriminatory conduct against anyone because he or she has filed a complaint to secure his or her rights as protected by Title VI. MMT's Title VI complaint form is included as Appendix C.

The following procedures cover complaints filed under Title VI of the Civil Rights Act of 1964 for alleged discrimination in any program or activity administered by MMT. These procedures do not affect the right of the complainant to file formal complaints with other state or federal agencies or to seek private counsel for complaints alleging discrimination. Every effort will be made to obtain early resolution of complaints at the lowest level possible. Informal mediation meeting(s) between the affected parties and MMT may be utilized for resolution.

MMT's process to file and resolve Title VI complaints is as follows:

- 1) A formal complaint must be filed within one-hundred eighty (180) calendar days of the alleged occurrence. Complaints shall be in writing and signed by the individual or his/her representative, and will include the Complainant's name, address and telephone number; name of the alleged discriminating person(s), basis of complaint (race, color, national origin), and the date of the alleged act or acts. A statement detailing the facts and circumstances of the alleged discrimination must accompany all complaints. The MMT Title VI Complaint form can be found on the website at [www.mmtransit.com](http://www.mmtransit.com), may be requested by calling (719) 385-7433, or by writing:

Title VI Coordinator  
Mountain Metropolitan Transit  
1015 Transit Drive  
Colorado Springs, CO80903

- 2) In the case where a Complainant is unable provide a written statement, a verbal complaint of discrimination may be made to MMT's Title VI Coordinator, who will assist the Complainant in converting the verbal allegations to writing.
- 3) When a complaint is received, the Title VI Coordinator will provide written acknowledgment to the Complainant within ten (10) calendar days by registered mail.
- 4) If a complaint is deemed incomplete, additional information will be requested, and the Complainant will be provided sixty (60) calendar days to submit the required information. Failure to do so may be considered cause for a determination of no merit.
- 5) Within fifteen (15) calendar days from receipt of a complete complaint, MMT will determine its jurisdiction in pursuing the matter and whether the complaint has sufficient merit to warrant investigation. Within five (5) calendar days of this decision, the Transit Services Manager or the City Attorney will notify the Complainant and Respondent by registered mail.



- a. If the decision is not to investigate the complaint, the notification shall specifically state the reason for the decision.
  - b. If the complaint is to be investigated, the notification shall state the grounds of MMT's jurisdiction, while informing the parties that their full cooperation will be required in gathering additional information and assisting in the investigation.
- 6) When MMT does not have sufficient jurisdiction, the Transit Services Manager or the Transit Attorney will refer the complaint to the appropriate state or federal agency holding such jurisdiction.
  - 7) If the complaint has investigative merit, a complete investigation will be conducted, and an investigative report will be submitted to the Transit Services Manager within sixty (60) calendar days from receipt of the complaint. The report will include a narrative description of the incident, summaries of all persons interviewed, and a finding with recommendations and conciliatory measures where appropriate. If the investigation is delayed for any reason, the investigator will notify the appropriate authorities, and an extension will be requested.
  - 8) The Transit Services Manager or the Transit Attorney will issue letters of finding to the Complainant within ninety (90) calendar days from receipt of the complaint.
  - 9) If dissatisfied, the Complainant has the right to also file a complaint with either of the following agencies:

Office of Civil Rights  
Federal Transit Administration  
12300 West Dakota Avenue, Suite 310  
Lakewood, CO 80228-2583  
Phone: (720) 963-3313

Departmental Office of Civil Rights  
U.S. Department of Transportation  
1200 New Jersey Ave., S.E.  
Washington D.C. 20590  
Phone: (202) 366-4648

## Title VI Investigations, Complaints, and Lawsuits

The Title VI Circular states the following regarding Title VI investigations, complaints, and lawsuits:

In order to comply with the reporting requirements of 49 CFR Section 21.9(b), FTA requires all recipients to prepare and maintain a list of any of the following that allege discrimination on the basis of race, color, or national origin: active investigations conducted by entities other than FTA; lawsuits; and complaints naming the recipient.

Since the effective date of the previous Title VI Program three years ago, there have been no complaints, investigations, or lawsuits alleging MMT had discriminated on the basis of race, color, or national origin. If any allegations of Title VI discrimination are received during the effective period of this program, records will be kept to include:

- Date the complaint, investigation, or lawsuit was filed;
- Summary of the allegation(s);
- Status of the complaint, investigation, or lawsuit; and
- Responsive actions taken by MMT.

Records of any complaint, investigation, or lawsuit alleging discrimination will be provided to FTA in the triennial report or upon request.

## Public Participation and Notification

The Title VI Circular states the following regarding the requirement to pursue opportunities for public participation in the planning and operation of transit service:

The content and considerations of Title VI, the Executive Order on LEP, and the DOT LEP Guidance shall be integrated into each recipient's established public participation plan or process (i.e., the document that explicitly describes the proactive strategies, procedures, and desired outcomes that underpin the recipient's public participation activities). Recipients have wide latitude to determine how, when, and how often specific public participation activities should take place, and which specific measures are most appropriate. Recipients should make these determinations based on a demographic analysis of the population(s) affected, the type of plan, program, and/or service under consideration, and the resources available.

Public involvement is fundamental in achieving equitable programs, services, and activities. Public participation provides opportunity for all persons to participate in proposed transit and transportation decisions, regardless of race, color, or national origin, and including minorities, low-income persons, affected public agencies, employees, the general public, transportation providers, public transit users, and other interested parties of the community.

## Planning Activities

Many of the planning activities in which MMT engages often benefit from public involvement, including but not limited to preparing the Regional Long-Range Transportation Plan, choosing sites for new public facilities, and developing broad operations policies. Other planning activities may warrant limited public engagement, or even no engagement, like efficiency studies, operations analyses, or the siting of transit amenities. Depending on the type of planning activity, MMT may seek input from the public by:

- Forming steering committees of transit riders and other stakeholders for guidance;
- Hosting public meetings, stakeholder meetings, or open houses;
- Disseminating rider surveys; or
- Engaging via social media.

## Service Changes and Public Process

MMT usually conducts at least one annual service change to the fixed-route system, which may also include modifications to aspects of other service modes. Changes to fixed-route service are identified based on careful analysis of rider requests and complaints, service performance assessed against service standards, and available resources.

Service changes are classified into two categories, *Major* or *Minor*, based on the magnitude of the proposed change. As discussed elsewhere in this Plan, a *Major Service Change* is defined as a change greater than or equal to 30 percent of operational hours<sup>1</sup> on any route or the addition or elimination of any route within the system. A *Minor Service Change* constitutes changes up to 30 percent of operational hours on any route within the system. MMT shall keep detailed records of service modifications and associated percent changes to operational hours to ensure that incremental changes do not compound to result in a change equal to or greater than 30 percent within the three-year span of this plan. If or when a proposed service change will result in a cumulative change equal to or greater than 30 percent, such change shall be classified as *Major* regardless to its percentage change.

In accordance with Circular 4702.1B, all fare changes shall be considered *Major Service Changes*.

## Major Service Changes

All *Major Service Changes* shall require detailed demographic analysis and public involvement. Once a change is identified, MMT performs a Service Change Equity Analysis to determine whether a disparate impact or disproportionate burden is borne by populations protected under Title VI or Environmental Justice regulations, respectively. The details and steps involved in performing the analysis are discussed further in Part II of this Plan.

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<sup>1</sup> In this context “operational hours” is defined as the time that a bus is providing service to the public, excluding layover/recovery time, deadhead time, or other instances where transit service is not being provided.

If the decision is made to go ahead with the service change, MMT staff will develop a Public Involvement Plan to be reviewed and approved by the Transit Services Manager prior to implementation. If changes to several routes are proposed, one Public Involvement Plan may be developed that addresses outreach for each change. The level and type of public involvement shall be based on the type and location of the change, as well as rider and population demographics, and may include the following outreach strategies:

- Public meetings or open houses, including “Ask Transit” events;
- Social media, email, and/or web engagement;
- Online or paper surveys;
- Telephone or internet town halls;
- Targeted stakeholder meetings; and
- Discussions with advisory boards and/or commissions.

In all cases, riders shall be informed of proposed changes and public involvement opportunities as early in the process and in as much detail as possible. Notifications shall, at a minimum, include:

- Pamphlets containing detailed information on the proposed service change and public involvement opportunities to be placed on buses and at transfer centers and posted to the website;
- On-board announcements notifying riders of proposed changes and where to access information about the proposal;
- Announcements on social media; and
- Rider Alerts posted on buses and at main transfer centers.
- Press releases to local media outlets.

Once the public involvement process has concluded, MMT staff shall review and consider all public comments and make reasonable adjustments, if required, prior to recommending a finalized set of changes to the Transit Services Division Manager and Chief of Staff for approval.

MMT shall notify the public of the final changes no less than 30 days prior to implementation. At a minimum, notification shall include:

- Information posted to the website;
- Announcements on social media;
- On-board announcements regarding the changes; and
- Rider Alerts posted on buses and at transfer centers.
- Press releases to local media outlets.

## Minor Service Changes

Any *Minor Service Change* shall require public notification and shall include, at a minimum:

- Announcements on social media;
- On-board announcements regarding the changes; and
- Rider Alerts posted on buses and at transfer centers.
- Press releases to local media outlets.

In cases of unforeseen or temporary service adjustments (detours, construction, etc.), MMT staff shall make every effort to inform riders as early as possible via driver or other on-board announcements, notifications at transfer centers and on buses, and announcements on social media.

## Facilities Changes

Modifications to transit facilities which impact riders or the general public will be similarly announced based on the magnitude of impact and shall follow one of the processes described above. Construction new facilities or major modification to existing facilities (e.g., operations and maintenance facility, bus garage) will require the completion of a Facility Siting Equity Evaluation.

## Efforts to Encourage Participation by Title VI Populations

Involvement from Title VI, LEP, and Environmental Justice populations is critical to MMT's efforts to maintain services that are well received and relevant. To encourage participation by such populations, MMT should employ strategies targeted to these demographics. For example, a review of the most recent rider survey shows some significant differences in the ways population groups receive information. Overall, approximately one-third of riders surveyed cited bus drivers as one of their key sources of information about MMT (Table 8). However, 38.8 percent of low-income rider cited bus drivers as a source of information compared to only 25.9 percent of non-low-income riders. Other findings of the survey include:

- Minority riders are more likely than non-minority riders to receive information via television and radio while being less likely to receive information via print newspaper or social media.
- Low-income riders are much more likely to receive information from a bus driver, a downtown terminal supervisor, print schedules, and/or print newspaper while they are less likely to receive information via social media, the MMT website, or radio.

Other methods of encouraging minority and low-income population participation include holding meetings at times and locations that are more convenient to those riders. MMT holds the majority of its public outreach meetings at the Colorado Springs City Hall, but also employs a number of alternative locations such as the Pikes Peak Workforce Center, the Citadel Mall, Southeast Armed Service YMCA, and Doherty High School. Locations are selected to be near routes proposed for change or near easily-accessible transfer centers.

MMT has considered public involvement at all levels of planning activities and engages itself in the public involvement process when established criteria are met or special circumstances warrant it. MMT public participation strategy offers early and continuous opportunities for the public to be involved in the identification of social, economic, and environmental impacts of proposed transit and transportation decisions.

### Limited English Proficiency (LEP) Plan

The LEP Plan uses a four-factor analysis to assess the potential need for language assistance services to MMT customers. This need is weighed against the resources available to determine an appropriate level of language translation and interpretation assistance. LEP is defined as individuals who speak English “less than very well.” MMT currently has only a minimal need for language assistance for the Spanish-speaking population. This need is currently being addressed through a variety of approaches including the provision of Spanish language interpreters when requested.

MMT believes that communication with all populations, particularly persons who may have LEP, is essential to the effective and equitable distribution of services. It is a policy of MMT to ensure that the programs and activities, normally provided in English, are accessible to LEP persons and do not discriminate on the basis of national origin.

As a recipient of funds from the FTA, this LEP Plan has been developed to ensure compliance with the following Federal regulations and guidance:

- Section 601 of Title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d)
- Executive Order No. 13166

The purpose of the LEP Plan is to meet these requirements and to further MMT’s commitment to equity. The plan includes an assessment of the LEP needs of the area, an explanation of the steps that are currently being taken to address these needs, and the steps planned to ensure meaningful access to the transit programs by LEP persons.

### Four-Factor Analysis

The four-factor analysis developed by the FTA requires that information be included in LEP Plans regarding the number and percentage of LEP persons in the area, and the nature, frequency, and importance of the contact with LEP persons in providing transit services. It also requires a list of resources that would be needed to provide LEP outreach. Each of these elements is addressed in this section.

#### Factor 1: Number and Percentage of LEP Persons in Area Permanent Population

The U.S. Census Bureau *2011–2015 American Community Survey 5-Year Estimates* provide information to assist in estimating the number of LEP speakers in the permanent population. Table 1 presents information for the Colorado Springs UZA on language spoken at home by ability to speak and

communicate in English. Again, LEP is defined as individuals who speak English “less than very well.” The total Colorado Springs UZA population identified as LEP is estimated at 22,896, or 4.2 percent of the total UZA population. The language group with the highest proportion of LEP individuals is Spanish, distantly followed by Korean, Chinese, Vietnamese, and other various languages.

Table 1. Individuals with Limited English Proficiency (LEP)

Language Spoken at Home	Total Population		LEP Population	
	Total	Percentage	Total	Percentage
Total Population (5 years old & older)	546,709	100.0%	22,896	4.2%
Speak only English	477,889	87.4%	-	-
Spanish or Spanish Creole	42,853	7.8%	15,027	2.7%
Korean	3,471	0.6%	1,680	0.3%
Chinese	1,957	0.4%	998	0.2%
Vietnamese	1,284	0.2%	781	0.1%
Tagalog	2,003	0.4%	583	0.1%
German	5,051	0.9%	547	0.1%
Arabic	920	0.2%	519	0.1%
Other Pacific Island languages	905	0.2%	431	0.1%
Other Indo-European languages	726	0.1%	383	0.1%
French (incl. Patois, Cajun)	1,699	0.3%	285	0.1%
Other Languages	7,951	1.5%	1,662	0.3%

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

The FTA encourages transit providers to consider application of the Department of Justice (DOJ) Safe Harbor standards to assess the need for translation of vital documents. According to the Title VI Circular:

“The Safe Harbor Provision stipulates that, if a recipient provides written translation of vital documents for each eligible LEP language group that constitutes five percent or 1,000 persons, whichever is less, of the total population of persons eligible to be served or likely to be affected to be encountered, then such action will be considered strong evidence of compliance with the recipient’s written translation obligations.”

The Safe Harbor Provisions do not necessarily require translation of documents when these thresholds are met, but doing so is a strong indication that the transit provider’s LEP obligations are being met. None of the LEP language groups in the Colorado Springs UZA exceed the five percent threshold. However, both Spanish and Korean exceed the 1,000-person standard. This threshold is exceeded only when the entire eligible population in the Colorado Springs UZA is considered. The average daily

ridership on the MMT system is 11,000 one-way boardings. Applying the percentage of Spanish-speaking LEP populations (2.7 percent) to the average daily boardings on the system results in approximately 300 boardings per day by individuals who speak English less than “very well”. Therefore, MMT considers the size of LEP populations to be insufficient to require the translation of vital documents.

While the overall need for outreach is relatively small, there is some daily interaction with persons whose principal language is Spanish. The LEP Plan focuses on this population, while maintaining a commitment to evaluate and update the plan depending on changes in circumstances.

### **Factor 2: Frequency and Importance of LEP Contact**

In addition to U.S. Census data, MMT gathered internal data from the transit program to establish usage and assistance levels for current passengers. The 2017 On-Board survey confirms that 2.8 percent of MMT riders principally speak Spanish. Based on an average of nearly 11,000 passenger trips per day, there is the potential for approximately 300 daily contacts with people who could need language assistance. This result is consistent with the estimated number of interactions based on census data. The number of actual requested instances of need for language assistance is between 100 and 150 times per year, and current communication efforts are meeting passengers’ needs.

### **Factor 3: Nature and Importance of Program or Activity**

Given the small population of persons having difficulty speaking English, the nature and frequency of LEP contact is relatively insignificant. However, the contact with LEP individuals is important because the LEP person’s transit use may be recurring or of a critical nature and therefore this need does require a targeted response.

### **Factor 4: Resources to Reach LEP Population**

The final component of the four-factor analysis is an inventory of the resources required to conduct targeted LEP outreach. The following resources are used to carry out the LEP Plan:

- Internet services for written translation;
- Coordination with other agencies that serve LEP populations;
- Staff time as required to maintain LEP activities and outreach efforts;
- Annual review of LEP needs; and
- Coordination with operations staff as needed.

### **Four-Factor Analysis Summary**

Though the need for outreach is relatively small, there is some interaction between MMT and persons whose primary language is Spanish. Further, it is assumed that a number of tourism industry jobs



are occupied by people whose primary language is Spanish. MMT has based its LEP Plan efforts on the Spanish-speaking population initially, while maintaining a commitment to evaluate and update the plan depending on changes in circumstances and population demographics.

### **Summary of Language Assistance Efforts**

The current focus of the MMT language assistance efforts are directed at Spanish-speaking persons. To address this market MMT has initiated the following efforts:

- MMT considers bilingual English/Spanish-speakers when hiring customer service representatives.
- MMT has one (1) Spanish-speaking customer service representative on staff during normal business hours that will assist with Spanish translation and other directions when needed. The contact number for this person is 719-385-7433.
- When available, multilingual drivers assist in overcoming language barriers by translating over the radio.
- Prior to public meetings for major service changes, MMT notifies the public of the availability of Spanish language interpreters if staff is notified at least 48 hours in advance of the meeting.
- MMT employees, including bus drivers, operational staff, and planning staff are provided instruction regarding Title VI and language assistance policies and available resources.

### **Ongoing Efforts to Identify and Address LEP Populations**

As part of the ongoing commitment to bridging gaps in communication with LEP persons, MMT will maintain the current LEP outreach efforts as well as the following activities:

- Update census data as it becomes available;
- Regularly review perceived LEP needs with system transit staff and drivers;
- As opportunities arise, coordinate with agencies serving LEP persons which may have resources to share; and
- Document language assistance requests.

### **Monitoring and Updating Plan**

MMT will monitor the LEP efforts annually and update the Plan every three (3) years, or as needed. These efforts will include:

- Review the LEP Plan; making adjustments, as needed;
- Pay particular attention to demographic changes in the area that have the potential to affect LEP strategies;
- Review any LEP-related complaints regularly and develop programs to mitigate them; and
- Post the LEP Plan and subsequent changes on the City of Colorado Springs website.

## Summary of Outreach since Previous Title VI Program

Since the submittal of the previous Title VI plan, MMT has conducted a number of routine service changes. A sample of the brochures used to notify the public of the proposed service changes, announce the time and location of public meetings, and to solicit feedback on the proposed changes is included in Appendix D.

Concurrent with the development of this Title VI Program, MMT has conducted a number of public outreach activities to educate the public on the proposed policies for Major Service Change, Disparate Impact, and Disproportionate Burden. This has included one public open house, three “Ask Transit” meetings at major transit stations throughout the system, and presentations to the Colorado Springs City Council.

Additional alternative forms of outreach undertaken by MMT include its Transit Riders Senior Ambassador Program and general travel training. The purpose of the Ambassador program is to assist senior riders (60 and over) who are new to riding transit or new to the Colorado Springs area. The program relies on volunteers who are available for one-on-one training for senior riders desiring assistance. General travel training is also provided by MMT staff upon request to groups or individuals who wish to learn how to navigate the bus system.

## Minority Representation on Planning and Advisory Bodies

The Title VI Circular states the following regarding the membership of planning and advisory bodies:

Recipients that have transit-related, non-elected planning boards, advisory councils or committees, or similar bodies, the membership of which is selected by the recipient, must provide a table depicting the racial breakdown of the membership of those committees, and a description of efforts made to encourage the participation of minorities on such committees or councils.

MMT works with a number of local jurisdictions, boards, and committees to carry out its business and planning efforts. The Citizens’ Transportation Advisory Board (CTAB), which functions principally as an advisory committee to the City of Colorado Springs Council, is comprised of appointed members (eleven Regular board seats and one Alternate seat). Currently, CTAB consists of eight members, with four vacant seats. Five members reported their race to be Caucasian, one as Asian or Pacific Islander, and the remaining member did not report his race.

## Encouraging Minority Participation

Vacancies for CTAB seats are advertised by issuing a news release to local media outlets including television stations, radio stations, newspapers, and other print publications as well as notifying various community groups. The advertisement is also posted on the City website for approximately 30 days.

## Subrecipient Monitoring

The Title VI Circular provides the following guidance regarding subrecipient monitoring:

Subrecipients shall submit Title VI Programs to the primary recipient from whom they receive funding in order to assist the primary recipient in its compliance efforts. Such programs may be submitted and stored electronically at the option of the primary recipient. Subrecipients may choose to adopt the primary recipient's notice to beneficiaries, complaint procedures and complaint form, public participation plan, and language assistance plan where appropriate.

MMT maintains subrecipient relationships with a number of private non-profit service providers. MMT requires subrecipients to submit a Title VI Program, their Title VI complaint process and the Title VI complaints they have received in the last three years. Federal, state, and local Title VI requirements are included in every grant agreement.

MMT also maintains relationships with a number of third party contractors, and requires them to acknowledge they are aware of federal, state, and local Title VI requirements and that every federally funded contract and subcontract includes clauses required by federal statute and executive orders and their implementing regulations.

The language used in all subrecipient agreements and third party contracts is provided in Appendix E.

## Facility Siting

The Title VI Circular states the following regarding the siting of facilities:

In determining the site or location of facilities, a recipient or applicant may not make selections with the purpose or effect of excluding persons from, denying them the benefits of, or subjecting them to discrimination under any program to which this regulation applies, on the grounds of race, color, or national origin...

...Facilities included in this provision include, but are not limited to, storage facilities, maintenance facilities, operations centers, etc.

Since the submittal of the previous Title VI Program, MMT has not planned, designed, or built any facilities which would meet the definition of "facility" in the context of a potential facility siting equity analysis.

## Part II: Fixed-Route Transit Provider Requirements

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### Service Area Demographics

The Title VI Circular states the following regarding the requirement to collect service area demographics:

Transit providers shall prepare demographic and service profile maps and charts after each decennial census and prior to proposed service reductions or eliminations. Transit providers may use decennial census data to develop maps and charts until the next decennial census or they may use American Community Survey (ACS) data between decennial censuses. These maps and charts will help the transit provider determine whether and to what extent transit service is available to minority populations within the transit provider's service area.

MMT uses demographic data to assess equity in the distribution of services, facilities, and amenities in relation to minority and low-income populations in its service area. This data informs MMT in the early stages of service, facilities, and program planning and enables MMT to monitor ongoing service performance, analyze the impacts of policies and programs on these populations, and take appropriate measures to avoid or mitigate potential disparities. MMT develops maps overlaying demographic data with services, facilities, and amenities along with comparative charts to perform this analysis.

The following set of maps fulfills a requirement of MMT's Title VI Program and displays the distribution of minority and low-income populations in relation to the facilities and services throughout the MMT service area. For the purposes of this analysis, the MMT service area is defined as census block with their centroid within the complementary ADA paratransit three-quarter-mile service area, or census blocks within one-half mile of fixed-routes. An estimated 376,989 people live in the MMT service area, based on 2011-2015 ACS 5-Year Estimates. The number and proportion of minority and non-minority, low-income and non-low-income population in the MMT service area is shown in Table 2.

In order to provide more granularity and detail to the analysis, minority and low-income populations can be estimated at the census block level using a combination of 2011-2015 ACS data and 2010 Decennial Census data. The 2011-2015 ACS populations for each block group can be allocated to their corresponding blocks using the proportion of total population for that block and block group found in the 2010 Decennial Census. For example, if the 2010 data showed that a block contained 10 percent of the total population within its parent block group, it was assumed that this block contains 10 percent of the minority and low-income populations estimated in the 2011-2015 data. While this approach assumes that the percentage of minority and low-income populations are uniform throughout the block group, it allows for a more precise analysis than using the block groups as a whole.

Table 2. MMT Service Area Population

Title VI Target Population	MMT Service Area	
	Number	Percent
Total Population	376,989	100%
Minority Population	126,616	33.6%
Non-Minority Population	250,373	66.4%
Low-Income Population	57,984	15.7%
Non-Low-Income Population	312,376	84.3%

Figure 1 displays fixed-route transit services operated by MMT in the service area relative to the distribution of minority populations at the census block level, as based on 2011-2015 ACS and 2010 Decennial Census data. Transfer centers, park-and-ride lots, and major attractions are also shown.

Figure 2 highlights census blocks that have a minority population greater than the service area average (33.6 percent). Concentrations of minority population within the service area are primarily located in the east and southeast parts of the service area.

Figure 3 compares the minority population distribution to capital improvement projects completed since 2014 and those projects planned for completion in the near future. The recent and planned improvements include 255 bus stop and transfer facility improvements (e.g., benches, shelters, etc.).

Figure 4 through Figure 6 include similar service and facility comparisons to the previous set of figures, but display low-income populations at the census block level. Population data for these figures is based on 2011-2015 ACS and 2010 Decennial Census data, which define low-income households as those falling below 100 percent of the 2015 U.S. Census Bureau Poverty Thresholds.<sup>2</sup>

Figure 5 highlights the block groups with a low-income population share greater than the service area average (15.7 percent), which are dispersed throughout the service area, but with fewer concentrations on the service area periphery.

Figure 1. Minority Population in MMT Service Area

<sup>2</sup> [U.S. Census Bureau, 2015](#). Table C17002 in the American Community Survey.



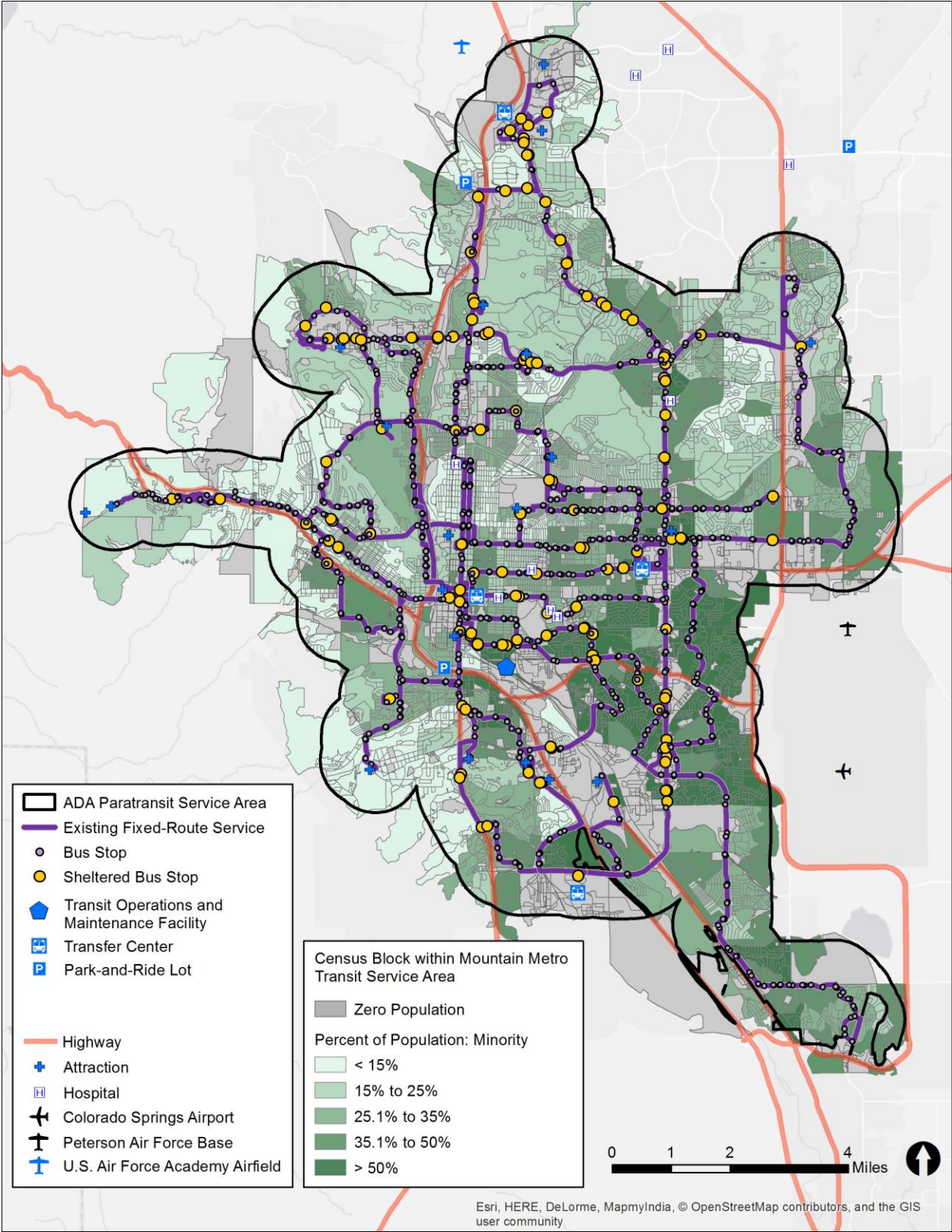


Figure 2. Census Blocks with Minority Population Greater than the MMT Service Area Average

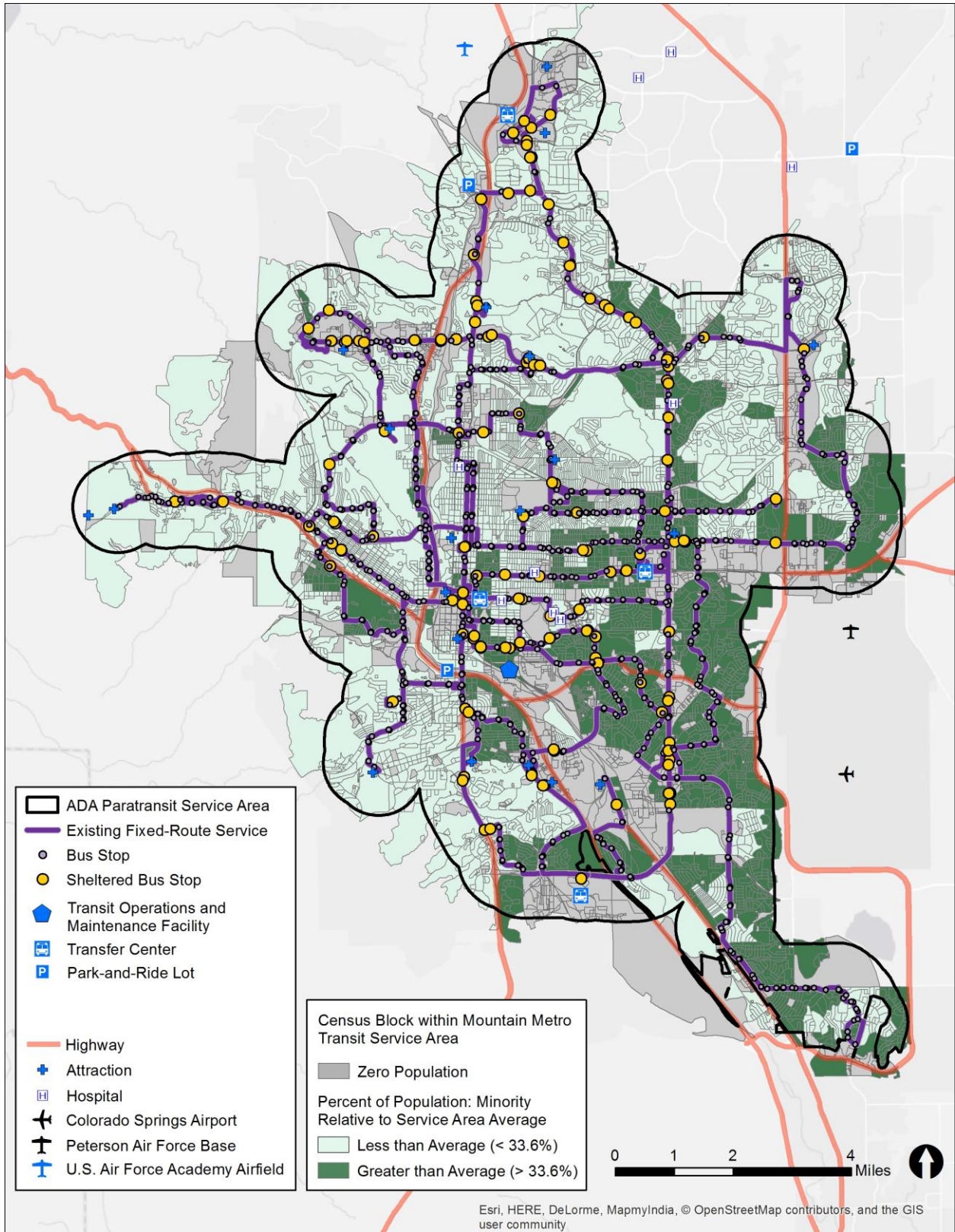




Figure 3. Minority Population and Recently Constructed/Improved and Planned Facilities in the MMT Service Area

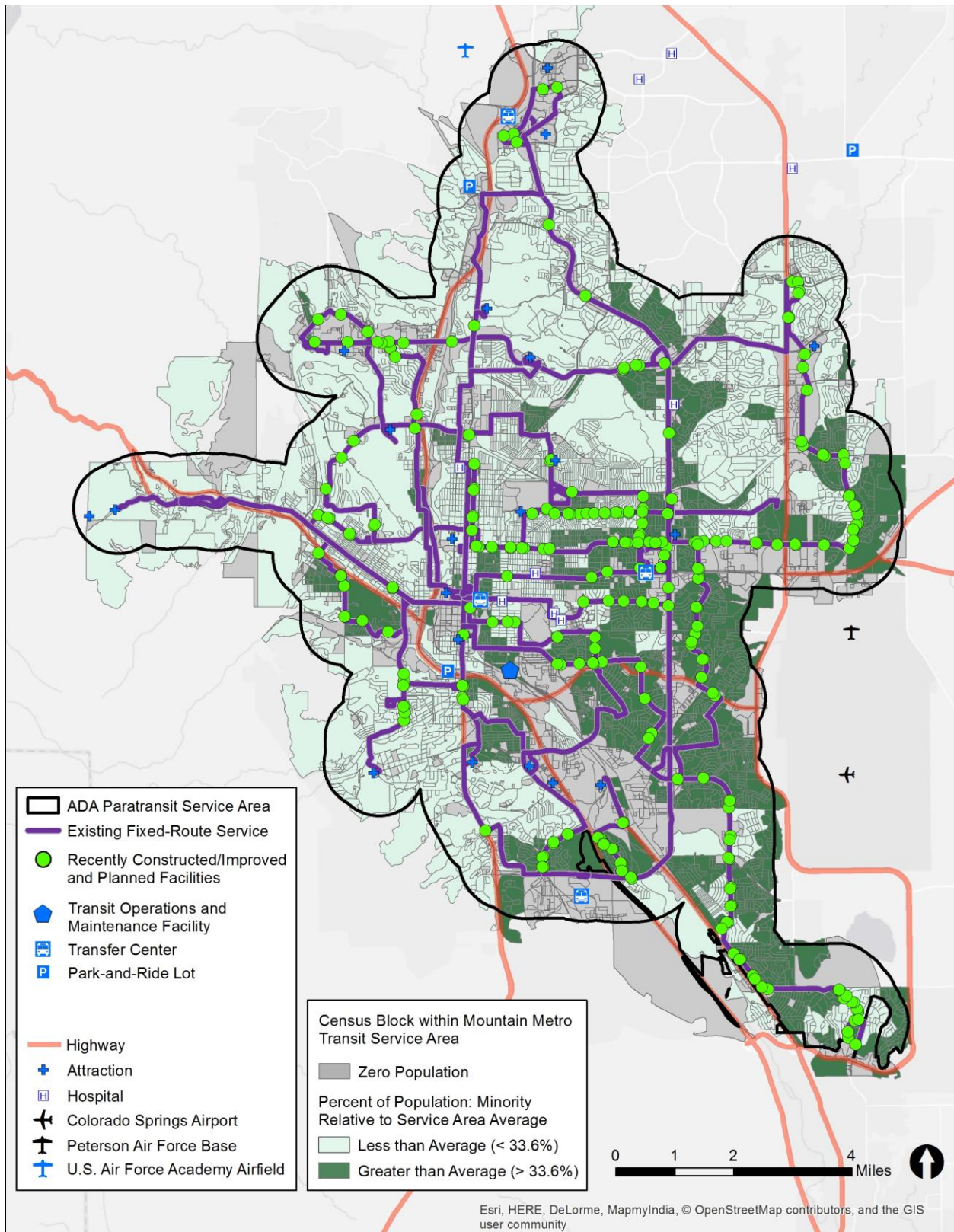




Figure 4. Low-Income Population in the MMT Service Area

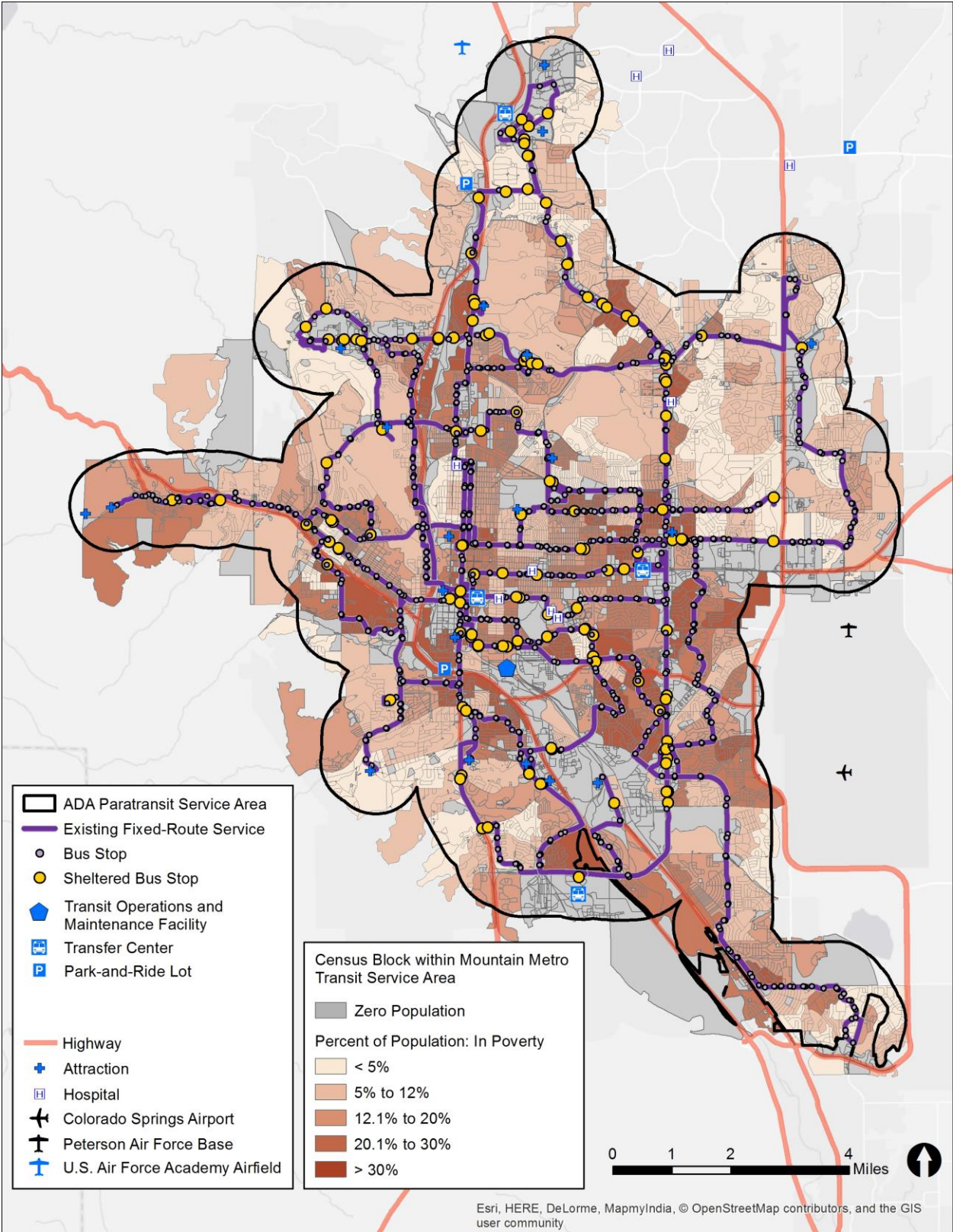


Figure 5. Census Blocks with Low-Income Population Greater than the MMT Service Area Average

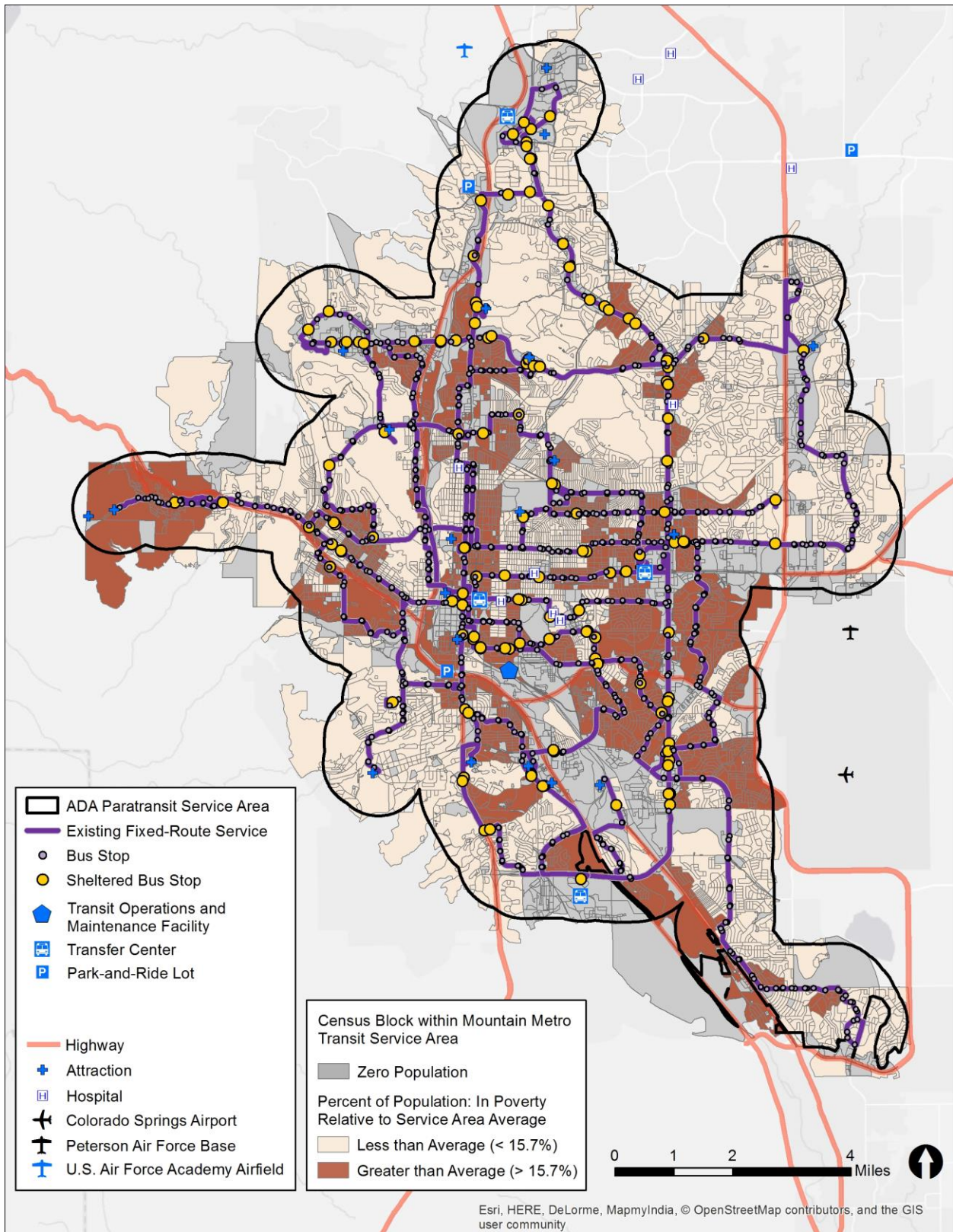
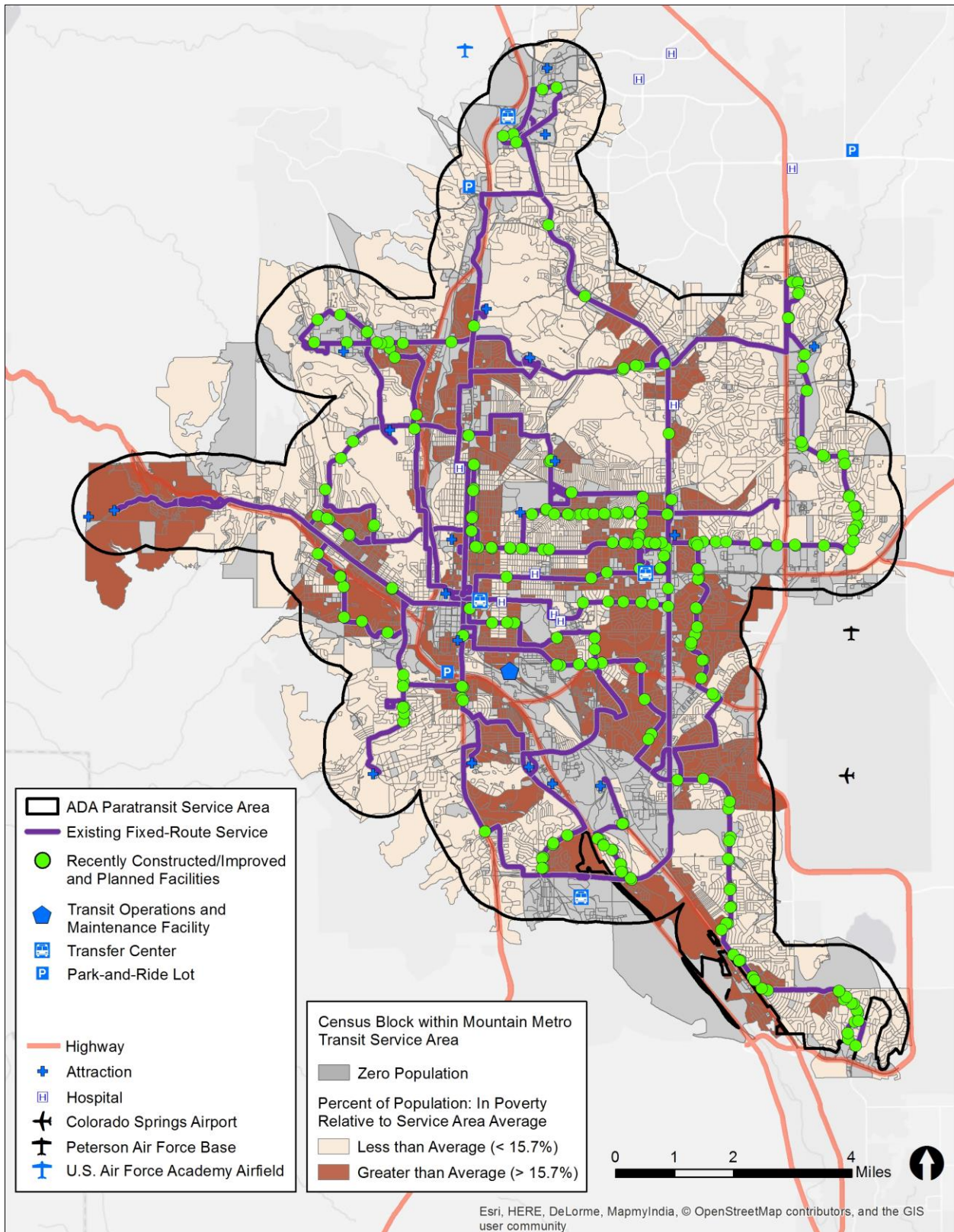




Figure 6. Low-Income Population and Recently Completed/Improved and Planned Facilities in the MMT Service Area



## Customer Demographics and Travel Patterns

The Title VI Circular states the following for data collection related to rider demographics:

Fixed-route providers of public transportation [...] shall collect information on the race, color, national origin, English proficiency, language spoken at home, household income and travel patterns of their riders using customer surveys. Transit providers shall use this information to develop a demographic profile comparing minority riders and non-minority riders, and trips taken by minority riders and non-minority riders. Demographic information shall also be collected on fare usage by fare type amongst minority users and low-income users, in order to assist with fare equity analyses.

### 2017 On-board Survey

MMT conducts a system-wide on-board survey every few years to identify customer demographics, travel patterns, and satisfaction with service. There were nearly 1,200 responses to the 2017 On-board Survey, which consisted of 27 questions.

### Comparing MMT Riders to General Population

Comparing rider demographics to the demographics of all members of the general public as obtained through the ACS reveals some differences between the two groups (Table 3). Survey results indicate that MMT ridership is disproportionately minority and low-income as compared to the service area population at large.

Table 3. Comparing Riders to General Population

Title VI Target Population	2017 On-board Survey	MMT Service Area, 2011-2105 ACS
Minority Population	43.1%	33.6%
Non-Minority Population	56.9%	66.4%
Low-Income Population	54.0%*	15.7%**
Non-Low-Income Population	46.0%	84.3%

\*Low-income defined as household income less than \$20,000

\*\*Low-income defined using 2015 U.S. Census Bureau Poverty Thresholds

### Household Income

In its 2017 On-board Survey, MMT asked respondents about their annual household income; results are summarized by minority and non-minority respondents in Table 4. The majority of respondents (63 percent) had household incomes less than \$20,000; minority respondents were more likely than non-minority respondents to have household incomes less than \$20,000.

Table 4. Household Income

	Total Population	Minority	Non-Minority
Less than \$20,000	62.8%	66.8%	61.1%
\$20,000 - \$29,999	9.5%	9.5%	9.2%
\$30,000 - \$39,999	13.5%	12.2%	14.2%
\$40,000 - \$49,999	3.1%	2.2%	3.9%
\$50,000 - \$59,999	4.0%	4.6%	3.5%
\$60,000 - \$69,000	1.8%	1.0%	2.1%
\$70,000 - \$79,000	1.4%	1.5%	1.4%
More than \$80,000	3.8%	2.2%	4.6%

### English Proficiency and Language Spoken at Home

Questions related to English proficiency and language spoken at home were not collected through the 2017 On-board Survey. Rather, the survey asked respondents to simply note their primary language. The clear majority of respondents, 95 percent, indicated English was their primary language; about 3 percent listed Spanish as their primary language (Table 5). Minority respondents spoke English at a lower rate than non-minority respondents; conversely, low-income respondents spoke English at a higher rate than non-low-income respondents.

Table 5. Primary Language

	Total Population	Minority	Non-Minority	Low-Income*	Non-Low-Income
English	94.8%	90.0%	98.6%	95.3%	94.0%
Spanish	2.8%	6.1%	0.4%	2.6%	3.1%
Other	2.4%	3.9%	1.0%	2.1%	2.9%

\*Low-income defined as household income less than \$20,000

### Fare Usage

The 2017 On-board Survey also collected information regarding fare payment type, asking the question, “When you got on this bus, how did you pay?” This information can be used to conduct fare change equity evaluations. The results for minority and non-minority respondents and low-income and non-low-income respondents are summarized in Table 6 and Table 7, respectively.

Among minority and non-minority respondents, the use of cash for fare payment was most prominent. Minority respondents used cash at a rate 5.8 percent greater than non-minority respondents; they were less likely to use 1- or 20-ride, day- or 31-day passes, or the Manitou Shuttle (Table 6).

Table 6. Fare Payment Type: Minority and Non-Minority

Fare Type	Minority	Non-Minority	Total	Percent Minority	Deviation from System Average
1-Ride Pass	23	35	58	39.7%	-3.3%
20-Ride Pass	63	100	163	38.7%	-4.3%
31-Day Pass	52	77	129	40.3%	-2.6%
Cash	214	225	439	48.7%	5.8%
Day Pass	15	28	43	34.9%	-8.1%
Manitou Shuttle	21	37	58	36.2%	-6.7%
Other	10	15	25	40.0%	-2.9%
Transfer	46	73	119	38.7%	-4.3%
<b>System Total</b>	<b>444</b>	<b>590</b>	<b>1,034</b>	<b>42.9%</b>	<b>--</b>

Among low-income and non-low-income respondents, the use of cash for fare payment was most prominent. Both populations used cash at about equal rates (Table 7). However, low-income respondents were much less likely to have been surveyed on the Manitou Shuttle and therefore have used the free-fare type, and much more likely to use the 31-day pass.

Table 7. Fare Payment Type: Low-Income and Non-Low-Income

Fare Type	Low-Income*	Non-Low-Income	Total	Percent Low-Income	Deviation from System Average
1-Ride Pass	40	27	67	59.7%	5.4%
20-Ride Pass	87	95	182	47.8%	-6.5%
31-Day Pass	103	41	144	71.5%	17.2%
Cash	262	212	474	55.3%	1.0%
Day Pass	27	19	46	58.7%	4.4%
Manitou Shuttle	12	53	65	18.5%	-35.8%
Other	20	8	28	71.4%	17.1%
Transfer	62	61	123	50.4%	-3.9%
<b>System Total</b>	<b>613</b>	<b>516</b>	<b>1,129</b>	<b>54.3%</b>	<b>--</b>

\*Low-income defined as household income less than \$20,000

### Access to Transit Information

The 2017 On-board Survey included the question “How do you get information about MMT service? Check all that apply.” Responses to this question are summarized in Table 8. Minority and low-income

respondents accessed information via web-based platforms—including social media, the MMT website, and other Internet sources—at lower rates than non-minority and non-low-income respondents. Low-income respondents tended to rely much more on print schedules, drivers, and a downtown terminal supervisor than non-low-income respondents.

Table 8. Means of Accessing Transit Information

Fare Type	Total Population	Minority	Non-Minority	Low-Income*	Non-Low-Income
Driver	33.6%	33.9%	34.3%	38.8%	25.9%
Other riders/ friends/ family	24.2%	25.4%	23.7%	24.2%	24.3%
Downtown Terminal Supervisor	18.5%	19.2%	18.1%	22.1%	13.2%
Bus Stop Kiosks/ Shelters	17.2%	17.2%	17.7%	18.2%	15.8%
Print newspaper/ magazines	2.8%	2.3%	3.1%	3.1%	2.4%
Print Schedules	21.9%	21.5%	22.4%	24.7%	17.9%
Social Media	8.5%	7.3%	9.7%	7.5%	9.9%
Television	1.9%	2.3%	1.6%	2.1%	1.7%
MMT Website	26.7%	24.5%	28.3%	24.5%	30.0%
Other Internet Sources	13.8%	12.4%	14.6%	12.3%	15.8%
Transfer Stations	18.9%	19.7%	18.6%	20.1%	17.2%
Radio	1.0%	1.1%	0.9%	0.5%	1.7%
Other	4.9%	3.7%	5.6%	5.5%	4.0%

\*Low-income defined as household income less than \$20,000

### Mode Used to Access Transit at Beginning and End of Trip

Table 9 displays the proportion of riders by their mode of travel before and after the transit portion of their trip. The clear majority of people walk to their first transit stop, with over 69 percent arriving by foot. Likewise, 87 percent of riders walk to their final destination after using transit. The next most common mode is transferring from another transit route, which makes up 20 percent of riders before the transit trip and 7 percent of riders after the transit trip.

Table 9. Mode Used Before and After Transit Trip

Mode	Before	After
Walk	69.2%	87.1%
Bike	2.5%	2.6%
Drive Myself	3.9%	2.1%
Dropped Off/Picked Up	2.5%	1.4%
Transferred	20.4%	6.6%
Other	1.5%	0.3%

### Vehicle Access

The 2017 On-board Survey also asked the respondent whether they had access to a working vehicle to make their trip. Nearly 84 percent of total respondents did not have access to a working vehicle (Table 10). Low-income respondents were much less likely to have access to a working vehicle than non-low-income respondents (8.3 percent compared to 26.5 percent).

Table 10. Access to a Working Vehicle

Fare Type	Total Population	Minority	Non-Minority	Low-Income*	Non-Low-Income
No Access	83.7%	83.6%	84.0%	91.7%	73.5%
Access	16.3%	16.4%	16.0%	8.3%	26.5%

\*Low-income defined as household income less than \$20,000

## Service and Fare Change Evaluations

The Title VI Circular requires that transit providers which are located in an urbanized area with a population of more than 200,000 and which operate 50 or more vehicles in peak service must evaluate the equity impacts of proposed service and fare changes on minority and low-income populations. The MMT service area exceeds the 200,000-population threshold, but does not yet exceed the threshold of 50 or more vehicles in peak service. However, MMT anticipates that the peak vehicle threshold may soon be surpassed to potential system growth over the next three years.

In order to accomplish this requirement, transit providers are required to develop a “major service change” policy to determine when an equity evaluation is required. They are also required to develop policies for determining when a proposed fare or major service change will result in a disparate impact to minority populations and/or a disproportionate burden to low-income populations. The Title VI Circular requires that a public engagement process be included as part of the setting of these policies.



## Service and Fare Change Policies

### Major Service Change Policy

MMT's Major Service Change Policy is as follows:

A major service change shall be defined as any proposed change that meets one or more of the following criteria:

- A service change impacting **30 percent** or more of the operational hours on an existing route.
- An implementation of a new route or elimination of an existing route.

All fare increases or decreases require a fare change equity analysis.

### Disparate Impact and Disproportionate Burden Policies

The MMT disparate impact and disproportionate burden policies are as follows:

A determination of **disparate impact** shall be made if:

1. The adverse impacts of a fare or major service change borne by the minority population are more than **20 percent** greater than impacts borne by the non-minority population.
2. The positive impacts of a fare or major service change borne by the non-minority population more than **20 percent** greater than the impacts borne by the minority population

A determination of **disproportionate burden** shall be made if:

1. The adverse impacts of a fare or major service change borne by the low-income population are more than **20 percent** greater than impacts borne by the non-low-income population.
2. The positive impacts of a fare or major service change borne by the non-low-income population more than **20 percent** greater than the impacts borne by the low-income population

### Summary of Public Outreach Efforts

MMT staff conducted extensive public outreach efforts before the Service and Fare Change policies were set. In June 2017, MMT staff facilitated four in-person outreach events promoted to the public. These events were promoted on the MMT website, on Facebook through targeted advertisements, and through other MMT social media outlets. Event information was also distributed to various MMT stakeholder groups, including Peak Vista Community Health Centers. In total, MMT engaged with

approximately 70 members of the public to discuss the proposed Title VI policies, the potential impact those policies would have on system evaluations, and any other areas of concern.

## Service and Fare Change Equity Analysis Methodology

The Title VI Circular requires that the equity impacts of all proposed fare and major service changes be evaluated before implementation during their planning stages. MMT's proposed procedures for evaluating the changes, assessing the impact to the target populations, and applying the disparate impact and disproportionate burden policies are summarized below.

### Service Change Equity Analyses

A geographic information system (GIS)-based approach is employed in the service change equity analyses to measure the distribution of benefits and adverse impacts between minority and non-minority populations and between low-income and non-low-income populations. The impact of each service change is measured by comparing the number of weekly trips available to a population group before and after the service change. Service improvements such as increased frequency and span of service will result in an increase in the number of trips available. Service reductions will result in a decrease in the number of trips available.

Each analysis consists of four steps:

1. Model current and proposed service levels.
2. Spatially allocate current and proposed transit service levels to population groups based on intersection between service buffer and census block centroid.
3. Calculate the percent change in service between the current and proposed service levels for each census block.
4. Calculate the average percent change in service for all minority/low-income and non-minority/non-low-income populations within the service area buffer for the current and proposed transit service.

### Four-Fifths Threshold

The FTA defines “disparate impacts” as neutral policies or practices that have the effect of disproportionately excluding or adversely affecting members of a group protected under Title VI, and the recipient’s policy or practice lacks a substantial legitimate justification. If the results of the analysis indicate a potential for disparate impacts, further investigation is performed. MMT uses qualitative assessments and the “four-fifths rule” to determine whether disparate impacts exist.

The four-fifths rule originates from employment law, but is applied in this setting to compare rates of benefits or adverse impacts among various population groups to identify whether they are distributed equitably. The four-fifths rule suggests that a selection rate for any racial, ethnic, or gender group that

is less than four-fifths or 80 percent of the rate for the group with the highest selection rate will be regarded as evidence of adverse impact. Although it is a “rule of thumb” and not a legal definition, it is a practical way for identifying adverse impacts that require mitigation or avoidance.

In service change equity evaluations, if the quantitative results indicate that the service changes provide benefits to minority/low-income groups at a rate less than 80 percent of the benefits provided to non-minority/non-low-income groups, there could be evidence of disparate impacts. If disparate impacts are found based on this threshold, mitigation measures should be identified. For example, if the evaluation finds that the average non-minority person will see a 10 percent increase in service, the average minority person must see at least an 8 percent increase in service to meet the four-fifths threshold.

As an alternative example for a service reduction, if the results indicate that the average minority person sees a 20 percent reduction in service, the average non-minority person must see at least a 16 percent reduction in service.

### **Fare Change Equity Analyses**

Fare change evaluations use a survey-based approach to measure the relative impact of proposed fare changes on minority, non-minority, low-income, and non-low-income populations. Passenger surveys are used to identify the race/ethnicity, household size, and household income for each passenger. This information is then tied to the fare payment type used by the passenger. This survey information, in conjunction with proposed percent change for each fare payment type, can be used to calculate the average percent change in fare for minority, non-minority, low-income, and non-low-income riders.

### **Summary of Recent Equity Evaluation Results**

Despite not being required to complete Title VI equity analyses for proposed service changes, MMT has completed twenty such evaluations since the submittal of the previous plan. This includes seven completed to evaluation changes proposed in Spring 2015, two for Fall 2015, nine for Spring 2016, and two for Fall 2017. Disparate impacts and disproportionate burden policies had not yet been established at the time of these evaluations. Therefore, they were completed by assessing whether a route change was more or less likely to impact minority populations compared to non-minority populations and low-income populations compared to non-low-income populations.

## **System-Wide Service Standards and Policies**

The Title VI Circular provides the following direction for system-wide service standards and policies of fixed-route transit providers:

All fixed-route transit providers shall set service standards and policies for each specific fixed-route mode of service they provide. Fixed-route modes of service include but are not limited to, local bus, express bus, commuter bus, bus rapid transit, light rail, subway, commuter rail, passenger ferry, etc. These standards and policies must address how service is distributed

across the transit system, and must ensure that the manner of the distribution affords users access to these assets.

MMT has established a set of service standards and policies to guide the provision of transit service in the region. Each standard or policy is explained in detail below. In accordance with the Title VI Circular, service standards and policies have been developed for the following measures:

- Vehicle Load;
- Vehicle Headway;
- On-Time Performance;
- Service Availability;
- Distribution of Amenities; and
- Vehicle Assignment.

### Vehicle Load

MMT’s service standard for vehicle load is to keep average vehicle loads at or below 100 percent of seating capacity during off-peak hours and at or below 120 percent of seating capacity during peak hours. These capacity standards are summarized below in Table 11. Additionally, no individual trip should ever exceed a “crush load” of 150 percent of seating capacity.

Table 11. Seating Capacity Policies by Bus Size and Time of Day

Bus Size	Seats Available	Off-Peak Capacity (100%)	Peak Capacity (120%)	Crush Load Capacity (150%)
40'	40	40	48	60
35'	31	31	37	47
30'	26	26	31	39

### Vehicle Headway

MMT’s service standards for vehicle headway are based on mean ridership by time of day. MMT periodically calculates the mean passenger boardings per clock hour for weekdays, weekday evenings, Saturdays, and Sundays. MMT recommends the consideration of various headways when ridership rates are above or below the mean, or are above the mean plus one standard deviation as outlined in Table 12.

Table 12. Recommended Headways for Consideration (Minutes Between Buses)

Time of Day	Ridership Rate Below Mean	Ridership Rate Above Mean	Ridership Rate Above Mean + One Standard Deviation
Weekday	60	30	15
Weekday Evening	60	60	30
Saturday	60	60	30
Sunday	60	60	30

## On-Time Performance

MMT measures the on-time performance of its buses at set time points along each route. MMT defines a bus arrival as on-time if it arrives at a time point no more than one minute earlier or five minutes later than the scheduled arrival time. MMT's service standard is for 85 percent of bus time point arrivals to be on-time.

## Service Availability

MMT evaluates service availability through system coverage and stop spacing.

### System Coverage

Service availability is commonly measured in terms of the percent of the service area or population that is within a specified distance (commonly one-quarter mile for bus service) of the transit system. MMT's long-term goal is to provide fixed-route transit service to 90 percent of the Colorado Springs UZA population. Population living in census blocks with their centroid located within one-quarter mile of fixed-route service is considered served.

### Stop Spacing

An alternative method of assessing service availability is by reviewing bus stop spacing. MMT's bus stop spacing guidelines are based on the housing and employment density of the surrounding area. Specifically, a threshold of 4 households per acre or 5 jobs per acres is used to determine whether an area is a "transit supportive area" (TSA). Using a combination of Longitudinal Employer-Household Data and other U.S. Census Bureau data, a value for jobs per acre and housing units per acre is calculated for each census block in the MMT service area. If a census block meets or exceeds either threshold, it is identified as a TSA. Each bus stop is identified as being in a TSA or non-TSA by calculating the household and job density within a 1,000-foot buffer of the stop. The bus stop spacing standards for TSA and non-TSA areas are summarized in Table 13.

Table 13. Bus Stop Spacing Guidelines

Location Category	Stop Spacing Standard (ft.)
Transit Supportive Area: 4+ Households/Acre or 5+ Jobs/Acre	1,320 ft. $\pm$ 50% ( $\frac{1}{8}$ -mile to $\frac{3}{8}$ -mile)
Non-Transit Supportive Area	2640 ft. $\pm$ 650% ( $\frac{1}{4}$ -mile to $\frac{3}{4}$ -mile)

## Distribution of Amenities

MMT's service policy is for transit amenities to be distributed equitably throughout the system. MMT has defined standards for the distribution of shelters and benches at bus stops.

### Bus Stop Shelters

A bus stop shall be considered for a shelter if it (1) serves a single route with at least 25 daily boardings; (2) serves multiple routes; or (3) is located in a high traffic area with advertising potential. The actual conditions at a bus stop location will dictate whether amenities can be provided in a safe and effective manner.

### Bus Stop Benches

MMT endeavors to provide a bus bench at each stop location. However, the actual conditions at a bus stop location will dictate whether amenities can be provided in a safe and effective manner.

## Vehicle Assignment

MMT assigns vehicles to routes based on current estimated ridership loads. MMT's policy is to rotate similarly sized vehicle between routes to ensure an equitable distribution of both new and old buses. Buses are to be rotated within their respective size categories to equalize the wear and tear on each bus, and to equitably distribute buses of various age throughout the system.

## Service Monitoring Evaluation

The most recent Service Monitoring Evaluation was completed in July 2017. Each of the service standards and policies described in the preceding section were evaluated to ensure an equitable distribution of service between minority and non-minority populations and between low-income and non-low-income populations. The full Service Monitoring Evaluation report is available on the MMT website. The evaluation result for each standard or policy is summarized in Table 14.

Table 14. Summary of Results

Standard or Policy	Minority Results	Low-Income Results
Vehicle Load	No Disparate Impacts	No Disproportionate Burdens
Vehicle Headway	No Disparate Impacts	No Disproportionate Burdens
On-Time Performance	No Disparate Impacts	No Disproportionate Burdens
Service Availability		
System Coverage	No Disparate Impacts	No Disproportionate Burdens
Stop Spacing	No Disparate Impacts	No Disproportionate Burdens
Transit Amenities		
Shelters	No Disparate Impacts	Potential Disproportionate Burdens
Benches	No Disparate Impacts	No Disproportionate Burdens
Vehicle Assignment	No Disparate Impacts	No Disproportionate Burdens

The evaluation found only one area of potential concern: the potential for disproportionate burdens to low-income populations based on the application of the bus stop shelter standard. MMT should more closely review these potential impacts to low-income populations and act to address these potential impacts where possible.

## **Appendix A: Certifications and Assurances**

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## Appendix B: Title VI Notice

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## MMT Notice of Public Rights under Title VI

Mountain Metropolitan Transit is committed to ensuring that no person is excluded from participation in, denied the benefits of, or subjected to discrimination in the receipt of its services on the basis of race, color, or national origin. If you believe you have been subjected to discrimination on the basis of race, color, or national origin, you may file a written complaint no later than 180 calendar days after the date of the alleged discrimination with the MMT Title VI Coordinator by calling 719-385-RIDE (7433), emailing [transitinfo@springsgov.com](mailto:transitinfo@springsgov.com), or contacting us at the following address:

Mountain Metropolitan Transit Title VI Coordinator  
1015 Transit Drive  
Colorado Springs, CO 80903

Additional information regarding protections under Title VI and detail instructions for submitting a formal Title VI complaint are available on the MMT website at: [www.coloradosprings.gov/communications/page/title-vititulo-vi](http://www.coloradosprings.gov/communications/page/title-vititulo-vi).

A complaint may also be filed directly with the Federal Transit Administration by submitting it to:

Office of Civil Rights, Attention: Title VI Program Coordinator  
East Building, 5<sup>th</sup> Floor-TCR  
1200 New Jersey Ave., SE, Washington DC 20590

## **Appendix C: Title VI Complaint Form**

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## **Appendix D: Service Change Brochure Example**

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## **Appendix E: Subrecipient Monitoring Text**

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