

INTER OFFICE MEMO

To: Marketing Planning and Legislative Committee Date: June 25, 2014

From: Laramie Bowron, Manager of Planning Reviewed by:

Subject: Title VI Equity Analyses – Service Change & Mid-Day Free Fare

The following memo contains information on two Title VI Equity Analyses. They are consolidated in this memo but require separate recommendation and adoption.

As a federal grant recipient, the County Connection is required to maintain and provide to the Federal Transit Administration (FTA) information on its compliance with Title VI regulations. This included adopting the Major Service Change, Disproportionate Burden, and Disparate Impact policies in June 2013. These policies dictate when an Equity Analysis is required and at what threshold service or fare changes could have potentially discriminatory effects on low-income or minority populations.

Both the mid-day free fare and fall service changes have been evaluated against FTA standards, County Connection's Title VI policies, and reviewed by legal counsel. The Title VI analyses show that minority and low-income populations are not disproportionately burdened by these changes.

Mid-Day Free Fare for Senior and Disabled Populations:

In August 2013, the Board of Directors authorized the implementation of a mid-day free fare pilot program for seniors and those with disabilities. This went into effect in December 2013.

The introduction or discontinuation of pilot programs do not require a Title VI Equity Analysis, however one will need to be adopted by the Board for this fare program to continue.

The tables below compare the race and income status of seniors and those with disabilities with all riders. The on board survey shows that seniors and those with disabilities are less likely to be minority, thus senior and disabled non-minority populations will benefit 19.4% more than minority populations. Additionally, because more seniors and those with disabilities are less likely to be low-income, they will benefit 9.6% more than low-income riders.

System	Senior & Disa	bled Riders - Race	% Difference Minority	
% Minority	% Minority	% Non-Minority		
59.4%	40.3%	59.7%	-19.4%	
System	Senior & Disab	led Riders - Income	% Difference Low-Income	
% Low-Income	% Low-Income	% Non-Low-Income	% Difference Low-incom	
35.1%	45.2%	54.8%	-9.6%	

This data demonstrates that although minority and low-income populations will not benefit as greatly as others, the difference is not significant enough to qualify as a disproportionate burden or disparate impact.

From December 2013 to May 2014, over 61,000 senior and disabled populations have utilized this fare program.

Walnut Creek Service Changes:

In April 2014, the Board approved service changes to Routes #2, #5, and #7 scheduled to take effect in August 2014. A brief Title VI summary was presented; however, FTA requires the Board to adopt a standalone Title VI Equity Analysis when a Major Service Change is implemented.

The tables below compare the proposed service change in revenue miles and revenue hours to low-income and non-low-income; minority and non-minority tracts. The data shows that although total revenue hours and miles will decrease slightly, the service going to low-income and minority tracts will increase (with the exception of low-income revenue miles which would decline 0.01%). The charts below are based on weekly hours and miles for Route #2, #5, and #7.

Income Analyses

	Current	Proposed	% Difference
Low-Income Rt. Miles	112.02	112.01	-0.01%
Non-Low-Income Rt. Miles	316.68	262.59	-17.08%
Total Rt. Miles	428.70	374.60	-12.62%
Low-Income Rt. Hours	12.74	13.71	7.65%
Non-Low-Income Rt. Hours	35.15	27.34	-22.23%
Total Rt. Hours	47.89	41.05	-14.28%

Minority Analyses

	Current	Proposed	% Difference
Minority Rt. Miles	63.83	92.09	44.27%
Non-Minority Rt. Miles	364.87	283.63	-22.27%
Total Rt. Miles	428.70	374.60	-12.62%
Minority Rt. Hours	6.85	11.80	72.26%
Non-Minority Rt. Hours	41.04	29.35	-28.47%
Total Rt. Hours	47.89	41.05	-14.28%

This data demonstrates that the service recommendations will not have a disproportionately adverse effect on residents of minority or low-income Census Tracts.

Recommendation:

Staff recommends the Committee review and forward the attached Title VI Equity Analyses to the full Board for adoption.

2477 Arnold Industrial Way

Concord, CA 94520-5326 (925) 676-7500 countyconnection.com

County Connection Title VI Equity Analysis – Senior/Disabled **Mid-Day Free Fare Program**

Introduction

As a federal grant recipient, the Central Contra Costa Transit Authority (County Connection) is required to maintain and provide to the Federal Transit Administration (FTA) information on its compliance with Title VI regulations.

This Title VI assessment covers County Connection's proposal to continue a pilot program offering mid-day free fares for senior riders and persons with disabilities between the hours of 10am and 2pm.

Upon review of this proposal, it has been determined that continuing this fare policy would not have a disproportionately adverse effect on minority or low-income riders.

The following report provides a summary of the fare policy, Title VI analysis, and results.

Proposal

Prior to the 2009 service cuts and fare increase, seniors (65 yrs) and people with disabilities could ride the fixed route system between 10am and 2pm for free.

The percentage of the total ridership that are seniors and persons with disabilities has not changed from FY2007-08 to FY2011-12 and has been stable at 11% of the total. The volume has dropped, however, due to the service cuts. Prior to the cuts, County Connection carried 492,636 passengers that were categorized as seniors and those with disabilities and last year the number was 339,577. When there was a mid-day free fare, approximately half rode during the mid-day and took advantage of the free fare.

To determine the financial impact of the proposed mid-day free fare, staff used the Ridecheck software to sort fare payment method by time of day. Fares collected from the senior discount cash fare, the 20 ride senior punch pass, and the senior BART transfer, between the hours of 10am and 2pm totaled 2% of the total fare revenues. This represents \$70,000 of fare revenue out of a total of \$3,500,000 annually.

At the August 2013 Board of Directors meeting, the Board directed staff to implement mid-day free fares for seniors riders and those with disabilities between the hours of 10am and 2pm at the winter bid change as a pilot fare change.

Title VI Policies

In June 2013 County Connection's Board of Directors adopted the following policies:

Major Service Change Policy

County Connection defines a major service change as:

- 1. An increase or decrease of 25 percent or more to the number of transit route miles of a bus route; or
- 2. An increase or decrease of 25 percent or more to the number of daily transit revenue miles of a bus route for the day of the week for which the change is made; or.
- 3. A change of service that affects 25 percent or more of daily passenger trips of a bus route for the day of the week for which the change is made.

Changes shall be counted cumulatively, with service changes being "major" if the 25 percent change occurs at one time or in stages, with changes totaling 25 percent over a 12-month period.

The following service changes are exempted from this policy:

- 1. Changes to service on a route with fewer than 10 total trips in a typical service day are not considered "major" unless service on that route is eliminated completely on any such day.
- 2. The introduction or discontinuation of short- or limited-term service (e.g., promotional, demonstration, seasonal or emergency service, or service provided as mitigation or diversions for construction or other similar activities), as long as the service will be/has been operated for no more than twelve months.
- 3. County Connection-operated transit service that is replaced by a different mode or operator providing a service with similar or better headways, fare, transfer options, span of service, and stops.

This fare policy exceeds County Connection's Major Service Change threshold of 25 percent for revenue hours and revenue miles.

Disparate Impact Policy

County Connection policies establish that a fare change or major service change has a disparate impact if minority populations will experience 20% more of the cumulative burden, or experience 20% less of the cumulative benefit, relative to non-minority

populations, unless (a) there is substantial legitimate justification for the change, and (b) no other alternatives exist that would serve the same legitimate objectives but with less disproportionate effects on the basis of race, color or national origin.

Disproportionate Burden Policy

County Connection policies establish that a fare change or major service change has a disproportionate burden if low-income populations will experience 20% more of the cumulative burden, or experience 20% less of the cumulative benefit, relative to non-low-income populations unless the disproportionate effects are mitigated.

Public Outreach:

In developing these policies, County Connection staff conducted public outreach (detailed below), including three public meetings with language services available, to provide information and get feedback on the draft policies. Staff incorporated public input gathered through this outreach into the policies proposed for Board approval.

Meetings:

March 28, 2013 – Monument Corridor Transportation Action Team

Comments: Include an annual review to ensure that major service change threshold has not been crossed

April 15, 2013 – Public Meeting at the San Ramon Community Center

Comments: Consistent with prior comment to include an annual review for major service changes

May 14, 2013 - Public Meeting at the Walnut Creek Library

Comments: None

April 1st – June 1st, 2013 – Policies available for comments on County Connection Website

June 20, 2013 – Public Hearing and Proposed Adoption at the County Connection Board of Directors Meeting

Comments: None

See attached copy of Board resolution demonstrating the County Connection's board consideration, awareness, and approval of these Title VI policies.

Title VI Equity Analysis

Staff used survey data from an on-board survey completed in April 2012 by Redhill Group for this analysis. This data was used to compare the race and income status of seniors currently riding County Connection with all riders surveyed. This data was selected because it most accurately portrayed current riders and was broken down by age, income, race, and disability status.

To assess the race and income of those with disabilities, County Connection used a cross-tabulation between the use of County Connection's disabled discount fare with race and income. For seniors, a cross-tabulation between those age 60 and over with race and income was used.

Redhill Group used the following sampling plan for the on-board survey:

The sampling plan was developed to collect completed surveys from 5% of average weekday boardings. Since most riders ride round-trip each day and a significant portion must transfer on each one-way trip, 5% of boardings are assumed to approximate 15% or more of all riders. Another factor to be considered is that reported boarding counts used for sampling include all riders regardless of age. Since survey distribution is limited to riders that appear to be 16 years of age or older, this further increases the proportion of eligible riders that are being surveyed.

County Connection has approximately 12,500 riders per weekday and 2,700 riders per weekend day, spread over 55 routes. A five percent sample of all riders produces a target of 625 weekday and 135 weekend telephone surveys, for a total of 760. The weekday sample was distributed to provide survey targets in proportion to route ridership by time of day. The weekend sampling plan was distributed solely in proportion to route ridership.

A total sample size of 747 provides statistical accuracy of + 3.5% at a 95% confidence level for a target universe of 15,200 (12,500 weekday and 2,700 weekend boardings).

The estimated field response rate was then used to develop the field sampling plan. The estimated projected response rate was based on estimates for three variables:

- 1. Percent of riders responding to the survey. This is an estimate, based on a previous pretest performed in an earlier task. It was estimated that 45% of the CCCTA local riders will return the survey. Due to the short length of the questionnaire, the projected 45% response rate was projected to be higher than normal for traditional onboard surveys. The actual overall response rate achieved was higher at about 50%.
- 2. Percent of surveys that appear complete (i.e. the rider provided a 10 digit phone number). We estimated that 80% of the responses would appear to be complete (although not necessarily valid). The overall rate was 99%.
- 3. Percent of valid surveys with valid phone numbers that would participate during the second stage of the process. We estimated that we should collect 2.5 times the total number of completed phone surveys needed. For example, if the goal was to

complete 50 valid phone surveys, then the goal was to collect 125 apparently complete field survey records for subsequent calling.

Assessing Impacts

Based on the on-board survey data, 59.4% of County Connection riders identify as minority and 35.1% as low-income (less the \$25,000 in household income). Among seniors and those with disabilities, 40.3% identify as minority and 45.2% as low-income.

The tables below compare the race and income status of seniors and those with disabilities with all riders. The data shows that because seniors and those with disabilities are less likely to identify as minority, non-minority populations will benefit 19.4% more than minority populations. Additionally, because more seniors and those with disabilities identify as non-low-income, that population will benefit 9.6% more than low-income riders.

System	Senior & Disabled Riders - Race		% Difference Minority	
% Minority	% Minority	% Non-Minority	76 Difference Willionty	
59.4%	40.3%	59.7%	-19.4%	
System	Senior & Disab	led Riders - Income	% Difference Low-Income	
		led Riders - Income % Non-Low-Income	% Difference Low-Income	

This data demonstrates that although minority and low-income populations will not benefit as greatly as non-minority and non-low-income riders, the difference is not significant enough to qualify as a disproportionate burden or disparate impact.

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County Connection Title VI Equity Analysis – 2014 Walnut Creek Service Changes

<u>Introduction</u>

As a federal grant recipient, the Central Contra Costa Transit Authority (County Connection) is required to maintain and provide to the Federal Transit Administration (FTA) information on its compliance with Title VI regulations.

This Title VI assessment covers County Connection's proposed service changes to Routes #2, #5, and #7.

This proposal was developed in response to low ridership and productivity on these routes.

Upon review of the proposed changes, it has been determined that the changes would not have a disproportionately adverse effect on minority or low-income populations. In fact, the changes will result in higher service levels to these populations.

The following report provides a summary of the service changes, Title VI analysis, and results.

Proposal

At the December 2013 Board of Directors meeting, the Board approved the Adaptive Service Analysis Plan. The study focused on alternatives for transit service in areas where the current service was not productive. The consultant team first selected neighborhoods for study and narrowed down the choices to the Trotter/South Walnut Creek area, Downtown Martinez, and Shadelands. Service options were developed and specific recommendations were made to improve service effectiveness in these neighborhoods.

The proposed changes from the Adaptive Service Analysis Plan are listed below:

Walnut Creek

- Modify Route #7 to provide more frequent and direct service between Pleasant Hill BART and Shadelands.
- Eliminate the Route #2 and modify the Route #5 to provide more frequent and direct service from Creekside to Walnut Creek BART.

Martinez

- Modify Routes #18 and #28 by eliminating service on Howe Rd. to increase service to the retail centers on Arnold Dr.
- Eliminate the Route #19 and redirect the service hours to a new community shuttle route.
- Operate a community shuttle between downtown Martinez and retail on Arnold Dr.

Public Outreach:

Beginning in February 2014 staff conducted outreach to receive public comments on these service recommendations. Nearly 200 comments were received.

The public was able to comment on the proposed changes in the following ways:

- Attending public meetings (one in Martinez City Hall and one in the Walnut Creek Library),
- Emailing planning@countyconnection.com,
- Calling County Connection Customer Service,
- Commenting on County Connection's website, or
- Completing a text survey via Textizen (see attached summary).
- Writing to the Director of Planning

Notices for the public meetings were placed on the buses as well as in the Contra Costa Times and information on the other outreach efforts was placed on buses as well as on County Connection's website.

Because some individuals submitted comments through more than one avenue, the numbers for total comments and individuals may not match exactly.

The chart below shows the public participation by type:

Venue	# of Comments/Participants
Public Meetings	Martinez - 14
r ubilc ivice tiligs	Walnut Creek - 15
Email	30
Customer Service	14
Textizen	English - 71
Textizeii	Spanish - 8
Website	29

Route #2 and Route #19

Not surprisingly, most respondents commented on the two routes that were proposed to be eliminated (Routes #2 and #19).

Through the website, customer service, and email, 24 comments were received requesting that service continue on the Route #19. The comments showed that passengers in Martinez depend on the Route #19 to access public health and social services. Many commented at the public meeting that they wanted more frequency on the route.

The Route #2 recommendation generated 19 comments through the website, email, and customer service with only 3 supporting its elimination; though 10 suggested retaining at least some level of commute service. Most of the respondents (from all public input) use the Route #2 to commute to work or school and Route #19 for work and medical trips.

Route #5

Overall only two people commented on the Route #5 change via the website and both supported the recommendation. Further, 23 respondents who filled out the texting survey supported the change while 14 did not.

Route #7

The change to the Route #7 generated 6 comments in favor and 7 in opposition. Comments in support of the recommendation were from those that work in Shadelands and the Children's Hospital. Comments received via text were also evenly split in their support.

Route #28 and Martinez Shuttle

Though only a minor service change was recommended, the Route #28 generated significant public interest and comments were skewed towards keeping the current routing. The Martinez shuttle was strongly supported but not at the expense of the Route #19.

Recommendation:

Staff recommended the following:

- Make no changes in Martinez
- Route #2: Retain two morning and two evening commute trips. Reroute via Broadway
- Route #5: Streamline service to BART

 Route #7: Streamline service between Shadelands and Pleasant Hill BART

The public comments reflected a significant need for the Route #19 and the need for a modest level of service on the Route #2. As the Martinez Shuttle was contingent on savings from eliminating the Route #19 and the recommended rerouting of Route #28 was not supported, staff revised the recommendation to keep all current service in Martinez intact and not implement the shuttle.

The recommendation for the Route #2 was also revised to retain 2 morning commute trips and 2 evening commute trips and re-route the service via Broadway instead of California.

Based on the comments received on the Route #5 proposal, staff supports the initial recommendation to modify the route to provide more direct service between Creekside and Walnut Creek BART. Staff recommends that the Route #5 operate on 20-minute headways during peak commute hours and 45 minutes during the midday. Currently the Route #5 operates on 35-minute headways during commute times and over 90 minute headways during midday.

In Walnut Creek, there was support for the modified Route #7 to expedite service between Pleasant Hill BART and Shadelands. It is recommended that this service operate on 15-minute headways between the hours of 7:00am and 10:30am and 3:00pm and 7:00pm. Currently it operates on 45 minute headways.

Title VI Policies

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- 3. County Connection-operated transit service that is replaced by a different mode or operator providing a service with similar or better headways, fare, transfer options, span of service, and stops.

Disparate Impact Policy

County Connection policies establish that a fare change or major service change has a disparate impact if minority populations will experience 20% more of the cumulative burden, or experience 20% less of the cumulative benefit, relative to non-minority populations, unless (a) there is substantial legitimate justification for the change, and (b) no other alternatives exist that would serve the same legitimate objectives but with less disproportionate effects on the basis of race, color or national origin.

Disproportionate Burden Policy

County Connection policies establish that a fare change or major service change has a disproportionate burden if low-income populations will experience 20% more of the cumulative burden, or experience 20% less of the cumulative benefit, relative to non-low-income populations unless the disproportionate effects are mitigated.

Public Outreach:

In developing these policies, County Connection staff conducted public outreach (detailed below), including three public meetings with language services available, to provide information and get feedback on the draft policies. Staff incorporated public input gathered through this outreach into the policies proposed for Board approval.

Meetings:

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Comments: None

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June 20, 2013 – Public Hearing and Proposed Adoption at the County Connection Board of Directors Meeting

Comments: None

See attached copy of Board resolution demonstrating the County Connection's board consideration, awareness, and approval of the Title VI policies.

Title VI Equity Analysis

The proposed service changes, in combination, exceed County Connection's Major Service Change threshold of 25 percent for revenue hours and revenue miles, thus necessitating a Title VI Equity Analysis.

Adverse Effects

Staff has defined and analyzed adverse effects related to this major service change as loss of route miles and/or route hours, and have considered the degree of the adverse effects when planning the service change.

Analysis Framework

Staff used Census 2010 census-tract data for this analysis. This data was used to compare the change in revenue miles and hours in minority tracts to non-minority tracts and low-income tracts to non-low-income tracts. This data was selected because it was the most comprehensive data available for the areas affected by the service change. Route-level data was judged to be insufficient due to low ridership leading to a statistically insignificant representation of race and income.

Staff used ArcGIS to intersect the current and proposed routes with the census tracts to show the percentage that each route overlaid each census tract. This was then exported and coupled with Line Summary data to show the revenue mile and revenue hour percentage in each census tract.

Assessing Impacts

Based on Census 2010 data, 37.1% of the population residing in County Connection's service area identifies as minority. This designates any census tract with a greater than 37.1% minority population a "minority tract."

Because 5.7% of the population residing in County Connection's service area is determined to be below the poverty level, any tract with greater than 5.7% below the poverty level is designated a "low-income tract."

The tables below show the results of the census tract, ArcGIS, and Line Summary analysis. The tables compare the proposed service change in revenue miles and revenue hours operated in low-income to non-low-income and minority to non-minority tracts. The data shows that although total revenue hours and miles will decrease slightly, the service going to low-income and minority tracts will increase (with the exception of low-income revenue miles which would decline 0.01%).

	Current	Proposed	% Difference
Low-Income Rt. Miles	112.02	112.01	-0.01%
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	Current	Proposed	% Difference
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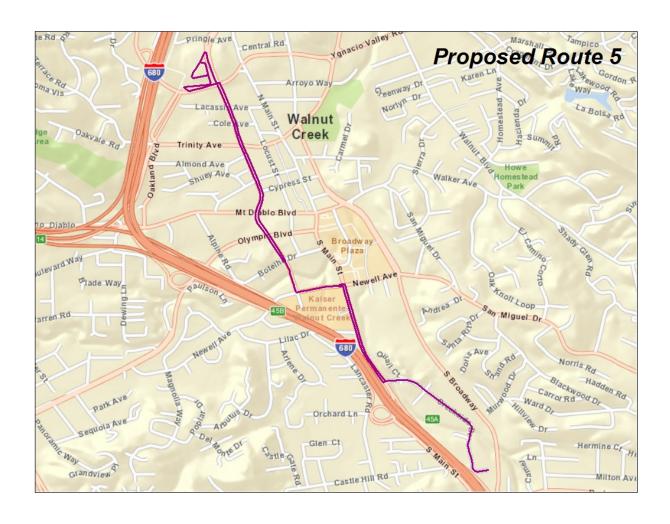
The table below further breaks the data down by route. This shows the percentage of revenue hours in low-income tracts and minority tracts. Routes #2 and #7 show a slight decline in the percentage of service to minority and low-income tracts. This decline does not cross County Connection's Disproportionate Burden or Disparate Impact thresholds. Additionally, Route #5 shows an increase in services to minority and low-income census tracts.

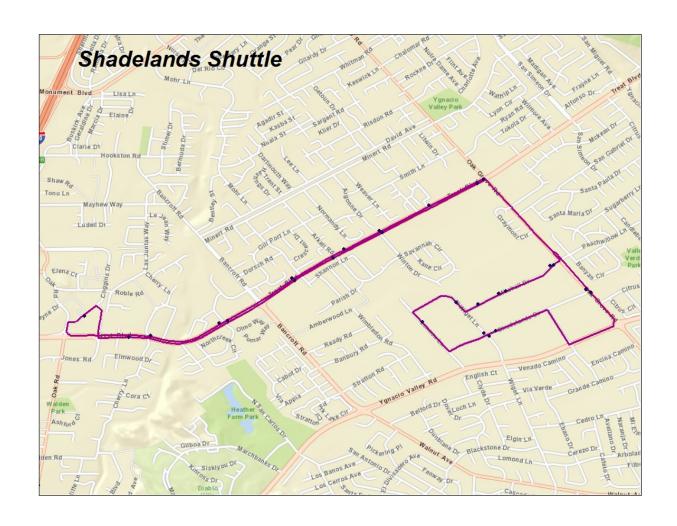
% Service to Lov		w-Income Tracts	% Service to Minority Tracts	
Route	Current	Proposed	Current	Proposed
Route 2	15.9%	10.1%	15.9%	10.1%
Route 5	46.8%	55.9%	46.8%	55.9%
Route 7	23.6%	17.7%	5.3%	8.3%

This data demonstrates that the service recommendations will not have a disproportionately adverse effect on residents of minority or low-income Census Tracts.

Attachment A: Service Change Maps

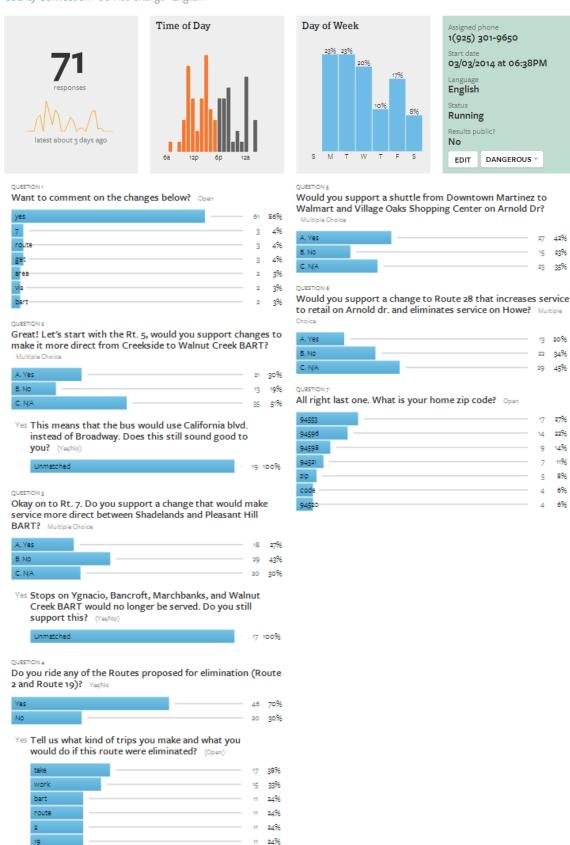






Attachment B: Summary of Textizen Survey Responses

County Connection > Service Change - English



27 42%

15 23%

13 20%

22 34% 29 45%

17 27%

5

22%

1496

896

RESOLUTION NO. 2013-019

Central Contra Costa Transit Authority

Board of Directors

Adoption of Major Service Change, Disparate Impact, and Disproportionate Burden policies required for compliance with Title VI of the Civil Rights Act of 1964

- WHEREAS, the County of Contra Costa and the Cities of Clayton, Concord, the Town of Danville, Lafayette, Martinez, the Town of Moraga, Orinda, Pleasant Hill, San Ramon and Walnut Creek (hereinafter "Member Jurisdictions") have formed the Central Contra Costa Transit Authority ("CCCTA"), a joint exercise of powers agency created under California Government Code Section 6500 et seq., for the joint exercise of certain powers to provide coordinated and integrated public transportation services within the area of its Member Jurisdictions; and
- WHEREAS, Title VI of the Civil Rights Act of 1964 requires recipients of Federal grants and other federal financial assistance to operate their programs and services in a nondiscriminatory manner without regard to, race, color or national origin; and
- WHEREAS, the Federal Transit Administration (FTA) issued Circular FTA C 4702.1B, effective October 1, 2012, setting forth requirements and guidelines for Title VI compliance; and
- WHEREAS, as set forth in the above-referenced Circular, the Board of Directors is required to adopt policies to guide the equitable distribution of County Connection services; and
- WHEREAS, the County Connection is also required to adopt policies to define when a service change is sufficiently broad or large to necessitate a review of its potential impacts on minority and low-income populations, and to define when a fare change or major service change will have a disparate impact on minority populations or impose a disproportionate burden on low-income populations, all of which policies and definitions are required to be subject to public input; and
- WHEREAS, over the past three months, staff has presented draft policies to the Marketing, Planning, and Legislative Committee and the public through public meetings, and accepted public comment on the policies; and
- WHEREAS, the General Manager recommends the Board approve the attached definition of "Major Service Change," and Disparate Impact and Disproportionate Burden policies, which comply with FTA requirements and which will guide future decisions regarding and monitoring of County Connection programs and services to ensure they are provided equitably, without discrimination based on race, color or national origin.
- NOW, THEREFORE, BE IT RESOLVED the Board of Directors of the Central Contra Costa Transit Authority hereby approves the attached definition of "Major Service Change," and Disparate Impact and Disproportionate Burden policies.

Regularly passed and adopted this 20th day of June, 2013 by the following vote:

AYES: Directors Andersen, Haskew, Horn, Hoffmeister, Manning, Schroder and Worth

NOES: Directors Dessayer and Weir

ABSTENTIONS: None

 $\begin{tabular}{lll} ABSENT: \\ Directors & Hudson & and & Storer \\ \end{tabular}$

Erling Horn, Chair, Board of Directors

ATTEST:

Lathina Hill, Clerk to the Board