

November  
2019

# Service Change Equity Analysis



DETROIT DEPARTMENT OF TRANSPORTATION  
Major Service Change and Reconfiguration  
August 2019

# November 2019 Major Service Change Package

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## INTRODUCTION

The Federal Transit Administration mandates that all primary recipients complete an equity analysis whenever an agency proposes a major service change. As specified in its Public Participation Plan, DDOT defines a major service change as a 25% difference of revenue hours, miles, and trips for weekday, Saturday, or Sunday service.

DDOT staff has prepared a service change with a proposed effective date of November 16, 2019. Several of the proposed changes are considered “major”, thus triggering this analysis.

The November proposal represents the first step toward a tidal shift in route design. In 2018, DDOT solidified the “ConnectTen” network; these routes now form a stable backbone for the entire system.

From here out, the challenge is to reformat other routes. Many such routes have remained essentially unchanged since the early 1900s; more than a few of them have seen ridership declines in excess of 90%. Staff has begun the work of “picking apart” routes and evaluating each segment on these attributes:

- Current Ridership Levels
- Historic Ridership Trends
- Population Density
- Presence of Active Destinations
- Confirmed Development Projects in the Near Future (~2 year horizon)
- Connections with other, more stable routes (such as ConnectTen)

Included in the November proposal is a completely new route – **26 – Junction** – which brings access to a growing, mixed-use neighborhood. Currently, the entire area has *no* transit service. While several routes border the neighborhood, walking to those routes involves crossing freeways, abandoned industrial sites or other substantial land use barriers.

The new route exemplifies our emerging approach: find densely populated areas. Then, link them to nearby resources, active destinations and strategic transfer points. Significantly, the new route does *not* go Downtown. It is intended as a short-distance neighborhood route. It acts as a feeder to Downtown-oriented ConnectTen routes.

To that end, we are also proposing new service along part of an existing route – **11 – Clairmount**. Our new approach will be visible to customers: we propose new weekend service strictly on the strongest part of the route. Later changes will address the weaker segments.

The DDOT team conducted extensive outreach to develop new services. We have been clear and forthcoming with customers and community members: this is a new strategy. We are not “bringing back” old routes or investing in severely declining routes. Rather, we are crafting completely new proposals – and we need customer input to do it effectively.

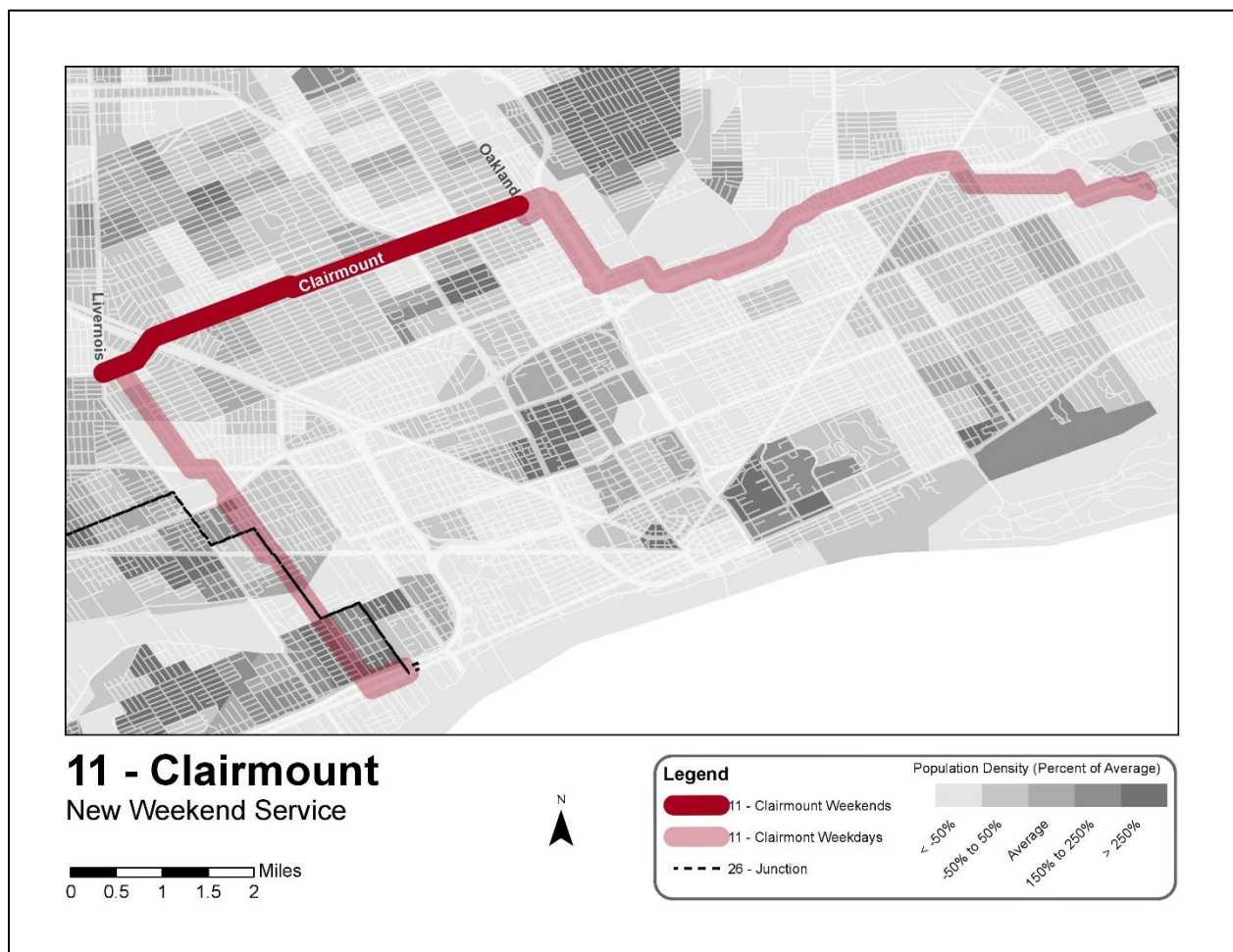
The November proposal also takes cues from bus operator input, community requests and DDOT’s nascent “Next Stop / Your Routes, Your Ideas” effort.

### Individual Service Change Proposals

**3 – Grand River** will have a minor time adjustment on weekdays for more reliable service, but no actual change in service levels.

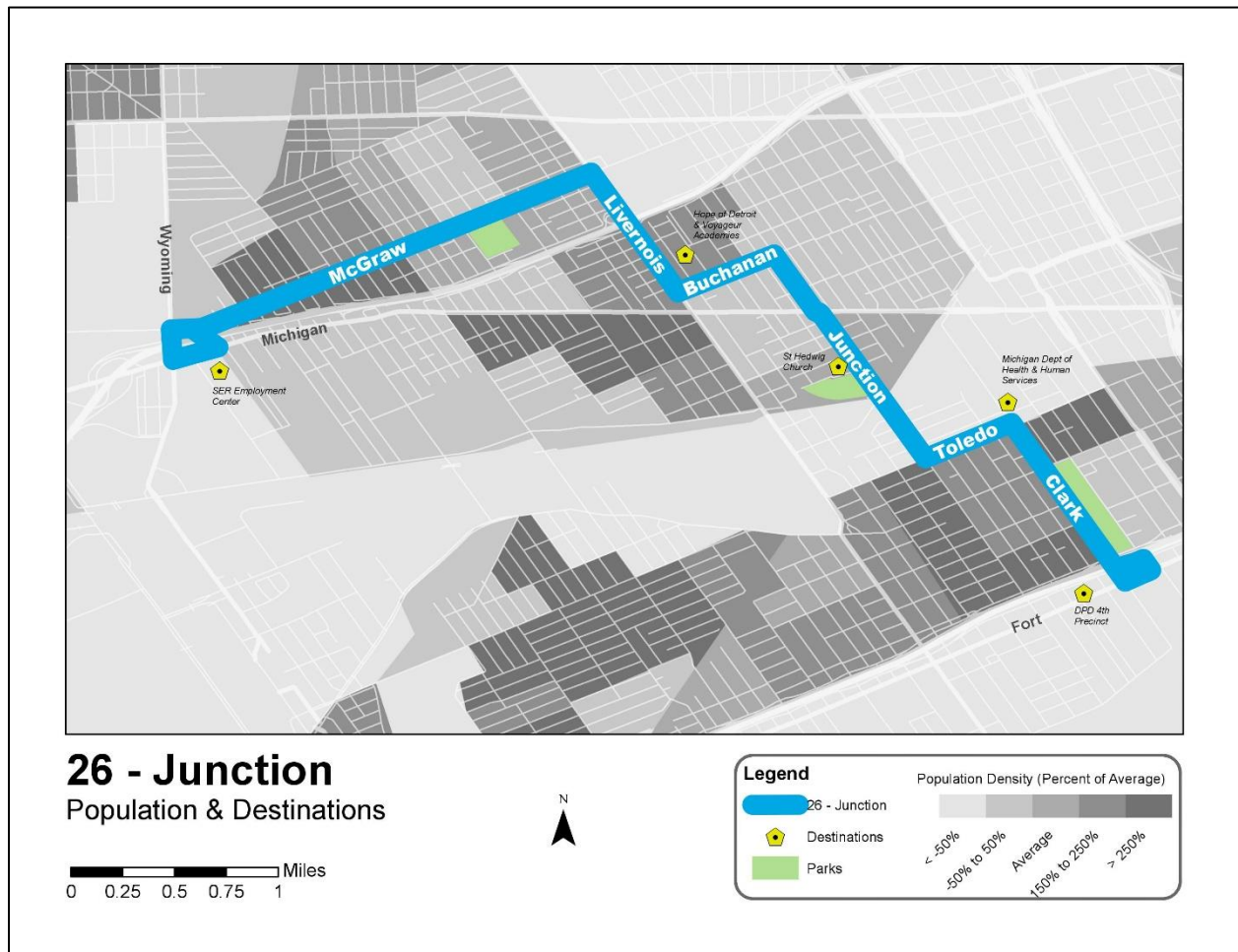
**6 – Gratiot** will have minor time adjustment on weekday and weekend for more reliable service, but no actual change to the service levels.

**11 – Clairmount** will add weekend service to the Clairmount corridor; 6:30am to 8:00pm every 45 minutes on Saturdays, and 8:45am to 6:00pm every 45 minutes on Sundays. Typically, weekend service is added to a full route, however 11 - Clairmount is a special case. Much of the ridership is concentrated along the Clairmount segment itself, where other parts of the route run through depopulated areas and abandoned industrial corridors (see map A 1 in the Appendix). Historically the route had high ridership, which has fallen 97% since 1987 due to major shifts in Detroit’s economy and population. Adding service on the Clairmount corridor, between Livernois and Oakland, improves rider access to transit, is sustainable and fits into future service concepts.



**18 – Fenkell’s** downtown routing will switch from Clifford (NB) and Cass (SB) to Grand River in both directions. This will make routing more intuitive for riders and easier for drivers on congested downtown streets. The schedule for all service days will be tweaked to reflect the new routing.

**26 – Junction** is a new route serving the Southwest neighborhoods. The City Council District 6 representative approached DDOT with a community request for service on McGraw and improved north-south service in the area. This new route will increase weekday service levels and add weekend service on Junction, which is currently served by 11 – Clairmount on weekdays, and serve the McGraw corridor, which has not had service for nearly a decade.



## COMMUNITY ENGAGEMENT

According to its public participation plan, DDOT must host daytime and evening public hearings, allowing 15 days for input after the last hearing and put out a newspaper ad five to ten days prior to the hearings. The flyer for the hearings is in Appendix 1.

DDOT hosted three open workshops to get feedback from riders and community members along 26 – Junction. Attendees had the option of expressing their opinions verbally to DDOT staff or placing color coded stickers and sticky notes on maps. DDOT staff used the input to create 2 alternative routings near the Junction-Buchanan-Livernois segment to serve key destinations, however, after surveying the streets for turns and spacing for a bus, the original routing was kept. DDOT hosted three public hearings once the changes were finalized. See Flyer 1 in the Appendix.

## EQUITY ANALYSIS - DEFINITIONS

Due to Metro Detroit's unique racial and economic makeup, the percent of minorities and the percent of people living under the poverty line are higher than the national average. 80% of DDOT's service area population are minorities and 38% are low-income.

The analysis used ArcMap for Desktop, American Community Survey 2016 population characteristics data, and TIGER 2016 block groups.

This methodology relies on these definitions:

- **Service area** – The service area for this analysis is any block group with a centroid within a half-mile of a stop, or intersect DDOT stops with a search distance of 60 meters to account for street width.
- **Minority population** – Minority counts are based on all individuals classified not as “white only” for race in the ACS 2016 block group data. This methodology does not account for the large concentration of Arab populations in Southwest Detroit and Dearborn who have historically counted as “white” in the census.
- **Low-Income population** – Low-income counts are based on all individuals classified as below poverty for income in the 2016 ACS block group data.
- **Minority and low-income averages** – The total minority population and the total low-income population are each divided by the total population in the system service area to find the system average. The population characteristics are based on ACS 2016 data. The minority average is 80% and the low-income average is 38%
- **Minority route** –A route that has at least 1/3 (33%) of its total revenue mileage in census blocks, block groups, or traffic analysis zone(s) with a percentage of minority population that exceeds the system wide average. DDOT uses block group level data.
- **Low-Income route** – The FTA defines this as a route that has at least 1/3 (33%) of its total revenue mileage in census blocks, block groups, or traffic analysis zone(s) with a percentage of below-poverty population that exceeds the system wide average. DDOT uses block group level data.
- **Disparate Impact and Disproportionate Burden** – A facially neutral policy or practice that negatively affects members of FTA protected populations. Disparate impact is based on minority populations and disproportionate burden is based on low-income populations. The impact on these vulnerable populations should be no less than 25% of the impact on non-vulnerable populations. For example, if the percent change in improved service for non-protected populations is 100%, the percent change for protected populations should be no less than 75%. If the percent of change for vulnerable populations is less than the threshold, there may be a disparate impact or disproportionate burden. If either occur, DDOT must present legitimate justification, mitigation efforts, and discuss alternatives that were not pursued.

## EQUITY ANALYSIS – ANALYSIS

### Percent Change

Of the five affected routes, 11 – Clairmount and 26 – Junction reached or surpassed the major service change threshold of 25%. Data informing the percent changes can be found in tables A1, A2, and A3 in the Appendix.

### Percent Difference by Route

Route		Weekday			Saturday			Sunday		
		Hours	Miles	Trips	Hours	Miles	Trips	Hours	Miles	Trips
<b>3</b>	Grand River	-4.50%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
<b>6</b>	Gratiot	-0.05%	0.00%	0.00%	-0.04%	0.00%	0.00%	-0.24%	0.00%	0.00%
<b>11</b>	Clairmount	0.00%	0.00%	0.00%	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>18</b>	Fenkell	1.56%	6.18%	6.78%	2.23%	-0.58%	0.00%	0.00%	-0.57%	0.00%
<b>26</b>	Junction	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

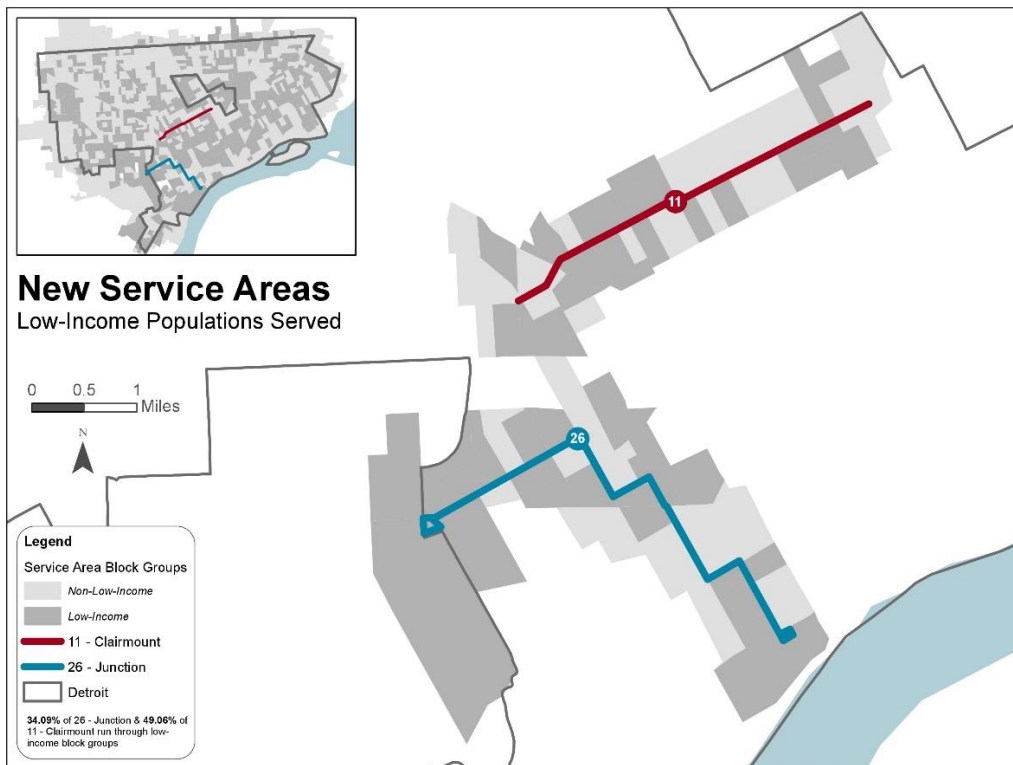
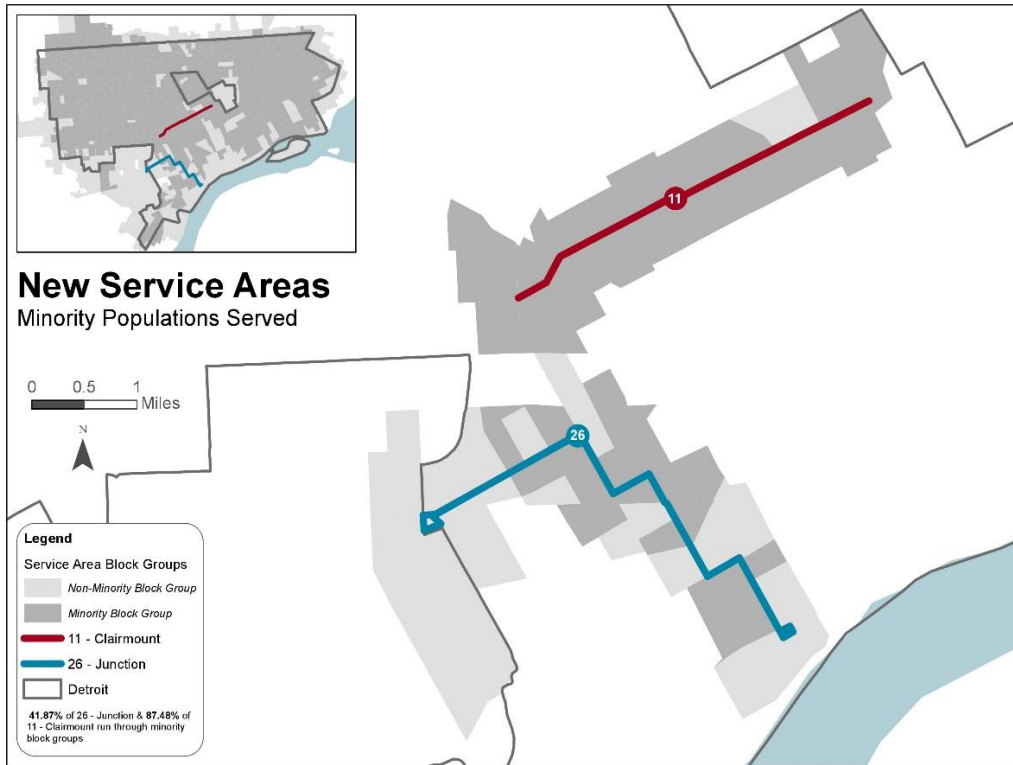
### Classification

Of DDOT's 43 routes, 41 are minority routes, and 37 are low-income routes because one third (33%) of their routing travels through minority or low-income classified block groups. All are classified as minority, low-income, or both. Both 11 – Clairmount and 26 – Junction meet the thresholds for both minority and low-income classifications, therefore any increase in service benefits those populations.

### Route Classification

Route			Minority			Low-Income		
Number	Name	Miles	Miles	%	Classified	Miles	%	Classified
<b>11</b>	Clairmount	7.81	6.84	87.58%	✓	2.66	34.09%	✓
<b>26</b>	Junction	10.73	4.38	40.87%	✓	5.26	49.06%	✓

Map 3 & 4 depict minority and low-income block groups served. DDOT's service area thresholds are 80% minority average, and 38% low-income average. Each route must have 33% of its routing serve these classified block groups in order to be classified as minority or low-income. 11 – Clairmount and 26 – Junction meet both classifications individually.





## **CONCLUSION & MITIGATION**

After years of planning, community and stakeholder engagement, building up the network, and a special November run-pick, DDOT is finally ready to roll out the new transit strategy, beginning with weekend service on the densest part of 11 – Clairmount, and adding a small connector route in the Southwest neighborhoods, 26 – Junction. This new strategy deviates from DDOT’s previous “all-or-nothing” approach when adding service to an existing route or creating a new, usually lengthy, route. The goal of this approach is to better serve Detroit’s changing population, patchy density, and demand for improved transit.

Both routes benefit minority and low-income populations and do not create a disparate impact or disproportionate burden for either population according to the FTA Title VI requirements.

## APPENDIX



# Tell us!

You have a voice in how your transit service takes shape. Here are some ways to share your thoughts:

## Come to a Hearing

Learn about the proposed service changes and provide your feedback:

**Wednesday, September 25 – 11am-12:30pm**

Joseph Walker Williams Center, Room 120  
8431 Rosa Parks Blvd



**Thursday, September 26 – 6-7:30pm**

PizzaPlex  
4458 W Vernor



**Tuesday, October 1 – 5:30-7pm**

Conely Detroit Public Library  
4600 Martin



## Where to Find Updates

- [www.ridedetroittransit.com](http://www.ridedetroittransit.com)  
(Search our events calendar)
- @rideddott
- Your local **public library**



Any person who needs accommodation to participate in these meetings, including persons with disabilities, may contact DDOT at (313) 933-1300 or [ddot-ada@detroitmi.gov](mailto:ddot-ada@detroitmi.gov) to request assistance at least 5 days in advance of the meeting.

## Contact us

We encourage your input. Attend a public hearing, give us a call or send us a note. We'll follow up in early November with final information on service changes.

### Call Us

**(313) 933-1300**  
Monday-Friday, 6am-6pm

### Write Us

**Post**  
DDOT - Public Outreach Coordinator  
1301 E Warren Ave.  
Detroit, MI 48207

### Email

[ddotcomments@detroitmi.gov](mailto:ddotcomments@detroitmi.gov)

Comments due by October 16.

### Follow Us

@rideddott

[www.ridedetroittransit.com](http://www.ridedetroittransit.com)

## November 2019 Proposed Transit Service Changes

**3 Grand River**

**6 Gratiot**

**11 Clairmount**

**18 Fenkell**

**26 Junction**



Changes proposed to take effect on **November 16, 2019**

## November 2019 Proposed Transit Service Changes

**3 Grand River**

### Weekday

Minor time adjustments for more reliable service. No change to service levels.

**6 Gratiot**

### Weekday, Saturday, Sunday

Minor time adjustments for more reliable service. No change to service levels.

**18 Fenkell**

In both directions, use Grand River between I-75 and Rosa Parks Transit Center. Service on Cass and Clifford discontinued.

### Weekday, Saturday, Sunday

Minor time adjustments to reflect new routing.

**11 Clairmount**

Add new service between Livernois and Oakland on weekends.

### Saturday

Operates 6:30am-8:00pm, approximately every 45 minutes.

### Sunday

Operates 8:45am-6:00pm, approximately every 45 minutes.



### We need your ideas about this route!

More changes are coming in the near future. Stay tuned for ways to engage.



**26 Junction**

Add a **new route** serving McGraw, Junction, MDHHS Southwest Service Center, Clark Park and Southwest Public Safety Center.

### Weekday

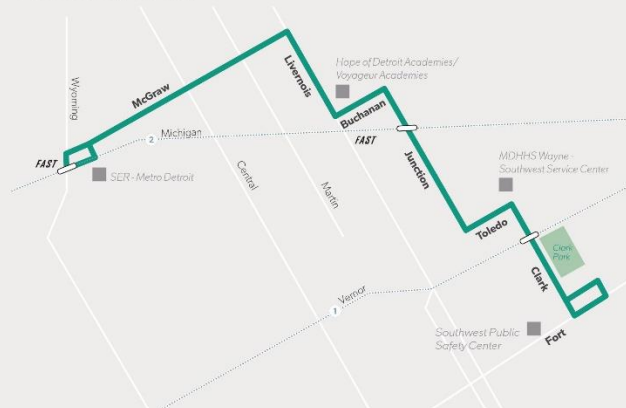
Operates 5:30am-11:00pm, every 30 minutes during the day, every 60 minutes at night.

### Saturday

Operates 6:30am-11:00pm, every 30 minutes during the day, every 60 minutes at night.

### Sunday

Operates 9:30am-6:30pm, every 60 minutes.



This is the **first** of a new type of route! In the next few months, help us to create more new services to connect neighborhoods.



[www.ridedetroittransit.com](http://www.ridedetroittransit.com) | (313) 933-1300

@rideddott

Table A 1 - Revenue hours based on day type. Routes with a percent change over 25% are included in the analysis.

**Revenue Hours**

	Weekday			Saturday			Sunday		
	Before	After	% Change	Before	After	% Change	Before	After	% Change
<b>3</b> Grand River	166.05	158.58	-4.50%	107.13	107.13	0.00%	73.72	73.72	0.00%
<b>6</b> Gratiot	101.33	101.28	-0.05%	81.58	81.55	-0.04%	54.88	54.75	-0.24%
<b>11</b> Clairmount	37.85	37.85	0.00%	0.00	10.20	<b>100.00%</b>	0.00	6.50	<b>100.00%</b>
<b>18</b> Fenkell	60.93	61.88	1.56%	35.00	35.78	2.23%	22.38	22.38	0.00%
<b>26</b> Junction	0.00	25.90	<b>100.00%</b>	0.00	20.70	<b>100.00%</b>	0.00	7.45	<b>100.00%</b>

Table A 2 - Revenue miles based on day type. Routes with a percent change over 25% are included in the analysis.

**Revenue Miles**

	Weekday			Saturday			Sunday		
	Before	After	% Change	Before	After	% Change	Before	After	% Change
<b>3</b> Grand River	2,342.11	2,342.11	0.00%	1,590.72	1,590.72	0.00%	1159.52	1159.52	0.00%
<b>6</b> Gratiot	1,477.29	1,477.29	0.00%	1,225.83	1,225.83	0.00%	880.09	880.09	0.00%
<b>11</b> Clairmount	615.04	615.04	0.00%	0.00	154.47	<b>100.00%</b>	0.00	111.56	<b>100.00%</b>
<b>18</b> Fenkell	892.03	947.12	6.18%	589.75	586.32	-0.58%	393.12	390.87	-0.57%
<b>26</b> Junction	0.00	330.84	<b>100.00%</b>	0.00	267.83	<b>100.00%</b>	0.00	99.77	<b>100.00%</b>

Table A 3 - Revenue trips based on day type. Routes with a percent change over 25% are included in the analysis.

**Revenue Trips**

	Weekday			Saturday			Sunday		
	Before	After	% Change	Before	After	% Change	Before	After	% Change
<b>3</b> Grand River	161	161	0.00%	107	107	0.00%	78	78	0.00%
<b>6</b> Gratiot	141	141	0.00%	117	117	0.00%	84	84	0.00%
<b>11</b> Clairmount	41	41	0.00%	0	36	<b>100.00%</b>	0	26	<b>100.00%</b>
<b>18</b> Fenkell	59	63	6.78%	39	39	0.00%	26	26	0.00%
<b>26</b> Junction	0	63	<b>100.00%</b>	0	51	<b>100.00%</b>	0	19	<b>100.00%</b>

Map A 1 - 11 – Clairmount runs through some of the densest and yet the most vacant neighborhoods of the city. Ridership has decreased by 87% since 1999. Adding weekend service to the entire route would be an irresponsible use of limited resources. However, the Clairmount corridor has enough demand, density, and connections to warrant additional service. 26 – Junction will serve the dense Junction corridor on weekends. For more information on the new routing, see DDOT’s June 2019 equity analysis.

