



Board Report

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REVISED
FINANCE, BUDGET & AUDIT COMMITTEE
PUBLIC HEARING - "TAP ONLY" BOARDING ON THE SILVER LINE
OCTOBER 19, 2016

SUBJECT: TAP ONLY FARE PAYMENT FOR ALL DOOR BOARDING ON THE SILVER LINE

ACTION: APPROVE TAP ONLY FARE PAYMENT AS A REQUIREMENT FOR ALL DOOR BOARDING ON THE SILVER LINE

RECOMMENDATION

CONSIDER:

- A. ~~HOLDING a public hearing on the proposed TAP only fare payment for All Door Boarding on the Silver Line;~~ and
- B. APPROVING TAP as the only valid fare payment option for All Door Boarding on the Silver Line (Line 910/950)

ISSUE

On March 17, 2016, the Board of Directors directed staff to study the feasibility of All-Door Boarding (ADB) on the Silver Line (Line 910/950), starting June 26, 2016. As part of the six month pilot project, All Door Boarding was implemented with the requirement that all passengers need to have a validated TAP card when riding the Silver Line. This requirement constitutes a fare change per Metro's Administrative Code (Section 2-50-015). In addition, any fare change, with the exception of those set by formula, requires a Title VI Equity Analysis and a Public Hearing pursuant to Section 2-50-025 of the Administrative Code, prior to being considered for approval by the Board to continue beyond the six month demonstration period. This report summarizes the findings from the Title VI Equity Analysis (Attachment A), and describes mitigation measures implemented to address any disparate or disproportionate impacts to minority and low income communities, respectively, as part of the ADB pilot being conducted on the Silver Line between June and December, 2016.

DISCUSSION

Background

ADB is a strategy for improving speed and reliability of transit service through faster boarding and

more efficient fare collection. The objective of this pilot is to reduce bus stop dwell times and variability, by allowing customers to validate their TAP cards on a mobile validator located at each door, and board. One drawback to this approach is a potential increase in fare evasion. To minimize this issue, the ADB pilot was implemented with the requirement that passengers need to have a validated TAP card when riding the Silver Line. This allows for more thorough fare checks by enforcement officers, similar to the rail system and the Orange Line.

Limiting fare payment to TAP only constitutes a fare change pursuant to Metro Administrative Code (Section 2-50-015). A Title VI analysis and a public hearing are required for any fare change that extends beyond the six month pilot period.

A Title VI analysis was thus conducted to assess the impact of this fare change on minority and low-income/impooverished populations within Metro's ridership. Attachment A provides the Title VI evaluation report completed.

The findings of the analysis are as follows:

- There would be no Disparate Impact to Minorities by limiting fare payment to TAP only;
- There would be a Disproportionate Burden on low income riders who currently use tokens to pay their fare.

To mitigate the issue of token as well as cash passengers not being able to board without a TAP card, Metro staff have taken several significant measures to address this concern by implementing the following:

- Approximately 50,000 free TAP cards were assigned and distributed to passengers paying with cash and tokens on the Silver Line;
- Fareboxes were programmed with "reload" capabilities, allowing passengers to add stored value to TAP cards on board;
- Ticket Vending Machines (TVM) are being installed at key stations, such as Harbor/Gateway and Cal State LA stops, with plans to install TVMs all in-line stations by Winter 2016;
- An extensive public outreach campaign was conducted to educate passengers on the ADB pilot and the TAP only requirement, including the following:
 - Teams of "Blue Shirt" ambassadors were stationed at major Silver Line stops for two weeks prior and one week after implementation to educate the public and assist in the transition to TAP only;
 - 75,000 Take Ones were distributed in English, Spanish and Chinese on buses and at stations (Attachment B);
 - New "Know Your Fare!" pamphlets were developed and 5,000 of them distributed on buses and at stops (Attachment B);
 - 50,000 wallet-sized TAP hand-outs were developed to distribute with the free TAP cards

to cash riders;

- Car cards were posted in all Silver Line buses;
 - Pull up banners were deployed at major stops to help alert customers to the coming project;
 - Customer refund cards were created and distributed to Operators to help resolve issues of lost payment at the farebox;
 - Special map case advertisements were posted at the major stations; and
 - Announcements of ADB and TAP only were posted on the Silver Line's website and the Source/El Pasajero.
- A comprehensive training program was developed to educate Silver Line operators on the TAP card "reload" process and ADB, including the following:
 - Tariff Notices and Operator cheat sheet on ADB and TAP only fare payment;
 - PowerPoint based training tool at the divisions;
 - Mobile training farebox with "reload" capabilities at the divisions;
 - RAP sessions with operators to exchange information and feedback;
 - Division management briefings;
 - Supervisor trainings ("Train the Trainer" sessions); and
 - On street monitoring and operator assistance/support.

Metro's Administrative Code requires that a Title VI analysis on a fare change must be followed by a public hearing prior to extending the change beyond the six month pilot. A public hearing is scheduled for the beginning of the Finance, Budget & Audit Committee meeting on October 19, 2016 to consider the aforementioned fare change.

Notice of Public Hearing

Pursuant to Metro's Administrative Code Section 2-50-025, the notice for this public hearing was provided to the general public as follows:

- Via Metro's website, metro.net, on a rotating banner
- Via the Silver Line homepage, metro.net/silverline, with information on proposed change and hearing in English and Spanish
- Via social media (Facebook, Twitter, Instagram posts)
- Via posts on the Source discussing ADB

- Via e-blasts to Metro general information and key stakeholders e-mail lists
- Via printed legal notice of public hearing, published 30 days before the hearing in the following periodicals:
 - Los Angeles Daily News
 - Long Beach Press - Telegram
 - Orange County Register
 - Torrance Daily Breeze
 - Asbarez Armenian Daily
 - Sarashi News
 - Panorama
 - LA Sentinel
 - Asian Journal Publication
 - La Opinion
 - Chinese Daily
 - Rafu Shimpo
 - Korean Times
- Via Metro Briefs as an ad item
- Via a "Take One" brochure on board the Silver Line and a few major connecting routes (487, etc) in English and Spanish

DETERMINATION OF SAFETY IMPACT

Approval to continue the TAP only fare payment on the Silver Line will not have a safety impact to customers or employees.

FINANCIAL IMPACT

TAP only fare payment on the Silver Line will contribute to saving 1,500 in annual revenue service hours (RSH) from ADB. Based on a marginal operating rate of \$100 per RSH, ADB with TAP only fare payment is anticipated to save \$150,000 in annual operating cost.

ALTERNATIVES CONSIDERED

The alternative to staff recommendation is to not allow TAP only fare payment on the Silver Line. However, this is not recommended as it will reduce the ability of enforcement officers to check fares. With limited fare checks, ADB may induce more fare evasion than currently exists.

NEXT STEPS

Should the Board approve the continuation of TAP only fare payment on the Silver Line following the

public hearing, ADB with TAP only fare payment can be extended beyond the six month pilot period. Staff will return to the Board in ~~November 2016~~ within the next few months with a recommendation for ADB based on the evaluation of the pilot.

ATTACHMENTS

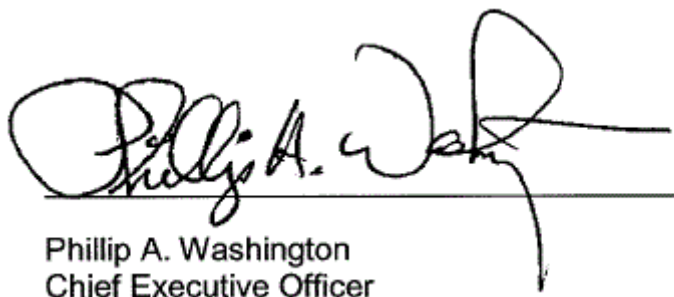
Attachment A - All Door Boarding Fare Equity Analysis - Oct 2016

Attachment B - Take One (English/Chinese) and "Know Your Fare!" (English/Spanish) pamphlet

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Phillip A. Washington
Chief Executive Officer

ATTACHMENT A

**Fare Equity Analysis
Methodology & Results**

**All Door Boarding
Initial Implementation and Proposed Program
January 2016**

Service Planning and Scheduling
Civil Rights Programs Compliance

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1. PROPOSAL OVERVIEW

Metro is proposing to increase operating speeds and reduce rider travel time through the introduction of all door boarding on the Metro Silver Line and the Metro Rapid bus network. Operator supervision of fare payment is not possible for rear door boarding passengers. Therefore, a proof of payment method must be employed in conjunction with on vehicle fare enforcement by dedicated fare inspection teams.

Three methods for proof of payment have been considered: (1) provision of added equipment at the farebox to vend a receipt to cash paying customers, (2) requiring a TAP card for fare payment, and (3) upgrading TAP software to permit adding value to a TAP card on the bus (referred to as "Topping Off"). The added equipment would add capital acquisition and ongoing maintenance expenses, and require passengers paying with cash to continue boarding through the front door. The added expense would still require fare inspections, and the added front door boardings by passengers paying with cash would reduce the travel time benefits of the program. Requiring a TAP card for fare payment would permit fare inspections without added expense beyond the cost of the inspection teams, and would permit all door boarding by all passengers. The downside of this approach is that a required TAP card would exclude passengers without a TAP card from boarding buses on lines with all door boarding. The third approach permits issuing a TAP card to passengers who would otherwise be paying their fare in cash, but would slightly reduce the benefit of all door boarding because those without TAP cards would have to board through the front door to get one although for subsequent boardings they would have one and only would need to board through the front door if they needed to add value to it.

A limitation of the third method of fare payment is that riders who are paying their fare with tokens would not be able to ride a service that permits all door boarding because the token would not be converted into value on a TAP card. This fare equity evaluation will determine whether customers who would otherwise want to pay their fare with tokens on lines permitting all door boarding are significantly more minority than other bus riders (Disparate Impact), and/or whether token using customers on these lines are significantly more likely to have poverty level household incomes than other bus riders (Disproportionate Burden).

2. METHODOLOGICAL APPROACH

A Title VI Fare Equity Evaluation is presented herein in accordance with the requirements of Federal Transit Administration Circular 4702.1B. The evaluation assesses whether or not there are adverse disparate impacts on minority passengers and/or disproportionate burdens on low income riders arising from the proposed exclusion of cash fare paying riders from lines permitting all door boarding. The analysis compares the minority and poverty characteristics of the group of Silver Line and Rapid line riders with the characteristics of all Metro bus riders.

The primary data source for this analysis was the Spring 2015 Customer Satisfaction Survey. The survey determined minority status and poverty status of participants. This is the first such survey to provide poverty status as prior surveys did not inquire about household size and grouped respondents by income ranges. While line level data varied in significance and was not usable for this evaluation, data for groups of lines was consistently more significant and used for this evaluation.

Step By Step Methodology

Data for number of minority and total riders was derived from the survey for the group of Silver and Rapid lines combined as well as all bus lines combined. Riders paying with tokens were identified and their minority populations and total populations within each group were also identified.

	All Riders		Token Only		All	Token
	Minority	Total	Minority	Total	Minority %	Minority %
Silver + Rapid	2469	3048	51	65	81.0%	78.0%
All Bus	12592	15384	364	421	81.9%	86.4%

Table 1
Minority Ridership Shares for Analysis Groups

Similarly, data for poverty and total riders was obtained from the survey for each of the analysis groups. Riders paying with tokens were also identified and the results are shown in Table 2.

	All Riders		Token Only		All	Token
	Poverty	Total	Poverty	Total	Poverty %	Poverty %
Silver + Rapid	1313	3048	36	65	43.1%	54.8%
All Bus	6948	15384	271	421	45.2%	64.3%

Table 2
Poverty Ridership Shares for Analysis Groups

Finally, the minority and poverty shares of riders for the proposed program were compared with the comparable values for the Metro bus system to determine whether significant impacts would result from either program.

3. RESULTS

The Board of Directors has adopted thresholds for determining when disparate impacts and/or disproportionate burdens result from a proposed action.

A disparate impact occurs when the absolute difference between the minority share of impacted riders and the minority share of similarly situated riders not directly impacted exceeds 5%, and/or the relative difference between the minority share of impacted riders and the minority share of similarly situated riders not directly impacted exceeds 35%.

A disproportionate burden occurs when the absolute difference between the poverty share of impacted riders and the poverty share of similarly situated riders not directly impacted exceeds 5%, and/or the relative difference between the poverty share of impacted riders and the poverty share of similarly situated riders not directly impacted exceeds 35%.

The minority comparisons for the proposed program with the bus system are shown in Table 3.

MINORITY SHARES	Silver & Rapid Lines	Bus System
Token Users	78.0%	
All Riders	81.0%	81.9%
ABSOLUTE DIFFERENCE	Silver & Rapid Lines	
Token Users	-3.8%	
All Riders	-0.8%	
RELATIVE DIFFERENCE	Silver & Rapid Lines	
Token Users	-4.7%	
All Riders	-1.0%	

Table 3
Minority Share Comparison for Analysis Groups

The poverty comparisons for the proposed program with the bus system are shown in Table 4.

POVERTY SHARES	Silver & Rapid Lines	Bus System
Token Users	54.8%	
All Riders	43.1%	45.2%
ABSOLUTE DIFFERENCE	Silver & Rapid Lines	
Token Users	9.7%	
All Riders	-2.1%	
RELATIVE DIFFERENCE	Silver & Rapid Lines	
Token Users	21.4%	
All Riders	-4.6%	

Table 4
Poverty Share Comparison for Analysis Groups

There are no differences exceeding the Board adopted thresholds for the minority shares of either token users or other riders of the services proposed to be included in the all door boarding program and all bus riders. Thus, the all door boarding program, as proposed, will not have a Disparate Impact on minority riders.

The poverty share for token users on the services proposed for inclusion in the all door boarding program differs from the poverty share of all bus riders by an amount exceeding the Board adopted absolute difference threshold. Because this group is adversely affected by the proposed program, and significantly poorer than other bus riders, this constitutes a Disproportionate Burden on poverty riders using tokens on the proposed program services. There are no significant differences between the poverty shares of non-token user riders of the proposed program services and all bus riders so poverty level non-token users are not burdened.

In summary, the proposed initial implementation of the all door boarding program will result in a Disproportionate Burden on token users on the proposed program services because they are adversely impacted (tokens will not be accepted for fare payment on these services), and significantly poorer than other bus riders. This impact will be mitigated at such time as TAP cards replace tokens as a means of providing transportation benefits to social service program clients (who are the primary recipient of tokens) which is already being pursued.

ATTACHMENT B

Sample Take Ones (English/Chinese Version)

metro.net/silverline

Silver Line All-Door Boarding

Starting June 2016

Beginning June 26, 2016, Metro will be testing All-Door Boarding along the full Silver Line route, allowing for faster boarding and service. All passengers will be required to have a valid TAP card in order to ride the Silver Line.

Get a TAP card.

- > Online at taptogo.net
- > By calling 866.TAPTOGO
- > At over 400 vendor locations
- > At TAP vending machines

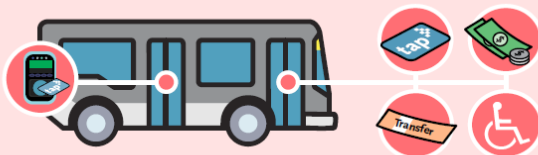
Board at any door.

If you have fare on your TAP card, board at the front or rear door. Tap the mobile validator inside the bus and wait for the green screen to verify that your card is valid.



Need to reload your TAP card?

To add fare to your card, board at the front door and ask to reload. You will be instructed to tap your card, insert money into the farebox, and tap your card again on the TAP dial. Any unused value will be saved for your next ride.



metro.net/silverline

Silver Line 前後門上車

2016年6月開始測試

由2016年6月26日起, Metro將在Silver Line全線測試前後門上車, 目的為加快上車速度和提升服務質素。乘客必需持有有效TAP卡才能乘搭Silver Line。

TAP卡購買方法:

- > 網上申請 taptogo.net
- > 電話服務熱線 866.827.8646
- > 超過400處零售地點
- > TAP卡售賣機

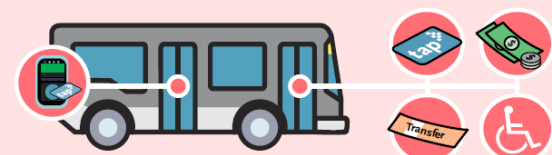
前後門上車:

如你的TAP卡存有足夠儲值, 請在前門或後門上車。請把卡片輕觸車內的TAP卡讀寫器, 並等候驗證。如卡片有效, 綠色螢幕將會顯示。



如何增值TAP卡?

如你的TAP卡沒有足夠儲值, 請由前門上車並要求增值。請依照指示把卡片輕觸TAP機, 然後把現金投入錢箱, 並把卡片再次輕觸TAP機。剩下的餘額將保存在卡片之內, 留待下次使用。



New Know Your Fare! Pamphlets

metro.net/silverline

Tarifas de Silver Line

Tarifa base	Regular	Personas Mayores/ Discapitados/ Medicare
1-Viaje de ida	\$2.50	Horas pico: \$1.35 Horas no pico: 95¢
Transbordo de Metro a otra línea	75¢	25¢

CARGOS PREMIOS AL TRANSBORDAR A SILVER LINE

- > 1-Viaje: 75¢
- > Personas Mayores/Discapitados/Medicare
- > 1-Viaje: 60¢
- > Pase de 1-Día: Sin cobro
- > Pase de 7-Días: 75¢
- > Pase de 30-Días: 75¢
- > Pase reducido de 30-Días: Sin cobro
- > Pase de 30-Días con Zona 1: Sin cobro

PASE DE EZ TRANSIT

- > Pase de EZ transit: 75¢
- > Pase reducido de EZ transit: Sin cobro
- > Pase de EZ transit con Zona 1: Sin cobro

FOOTHILL TRANSIT PASS

- > Pase de 31-Días: \$1.25
- > Pase reducido de 31-Días: Sin cobro
- > Pase de 31-Días de Silver Streak: Sin cobro
- > Commuter Express 31-Días: Sin cobro


METROLINK


- > Tickets & Passes: 75¢

Al abordar, toque su tarjeta al sello de TAP adentro del autobús y lea la pantalla para más información.

Adelante


Su tarjeta tiene la tarifa válida y ha sido validada. ¡Disfrute su viaje!



Transfer


Stored Value
-\$2.50 + \$18.50
Autoloaded

Atención


Una pantalla que dice "Tap Again" quiere decir que el validador no leyó su tarjeta. Una pantalla que dice "Already Tapped" quiere decir que su tarjeta TAP tiene la tarifa válida y ha sido validada.



Tap Again



Already Tapped


Alerta

Por favor, consulte el operador del autobús para recibir asistencia.


Expired Card
As of 01/25/2016




Invalid Card



Out of Service


Reload


Silver Line All-Door Boarding

Know your fare!



Metro



metro.net/silverline

Silver Line Fares

Base Fare	Regular	Senior/Disabled/ Medicare
1-Way Trip	\$2.50	Peak: \$1.35 Off-Peak: 95¢
Metro-to-Muni Transfer	75¢	25¢

PREMIUM CHARGES WHEN TRANSFERRING TO SILVER LINE

- > 1-Way: 75¢
- > Senior/Disabled/Medicare 1-Ride: 60¢
- > 1-Day Pass: No charge
- > 7-Day Pass: 75¢
- > 30-Day Pass: 75¢
- > Reduced 30-Day Pass: No charge
- > 30-Day Pass Zone 1: No charge

EZ TRANSIT PASS

- > EZ transit pass: 75¢
- > EZ transit pass Reduced: No charge
- > EZ transit pass Zone 1: No charge

FOOTHILL TRANSIT

- > 31-Day Pass: \$1.25
- > Reduced 31-Day Pass: No charge
- > Silver Streak 31-Day Pass: No charge
- > Commuter Express 31-Day: No charge


METROLINK


- > Tickets & Passes: 75¢

When boarding, tap the validator inside the bus and read the screen for more information.

Advance


Your TAP card has valid fare and has been validated. Enjoy the ride!



Transfer


Stored Value
-\$2.50 + \$18.50
Autoloaded

Attention


A "Tap Again" screen means the validator did not successfully read your card. An "Already Tapped" screen means your TAP card has valid fare and has been validated.



Tap Again



Already Tapped


Alert

Please see the bus operator for assistance.


Expired Card
As of 01/25/2016




Invalid Card



Out of Service


Reload

Abordaje por todas las puertas en Silver Line

¡Aprenda su tarifa!



Metro

