



Board Report

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Agenda Number: 27.

**SYSTEM SAFETY, SECURITY AND OPERATIONS COMMITTEE
PUBLIC HEARING - "TAP ONLY" BOARDING ON METRO RAPID 720 & 754
FEBRUARY 15, 2018**

**SUBJECT: TAP ONLY FARE PAYMENT FOR ALL DOOR
BOARDING ON METRO RAPID 720 & 754**

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

CONSIDER:

- A. RECEIVING AND FILING Public Comment Report on 'TAP Only' All Door Boarding (ADB) implementation for Metro Rapid Lines 720 (Wilshire Bl) and 754 (Vermont Av); and
- B. APPROVING TAP as the only valid fare payment option for All Door Boarding on Metro Rapid 720 & 754

ISSUE

On October 19, 2017, the Metro Board of Directors approved expansion of 'TAP Only' All Door Boarding (ADB) on Metro Rapid Lines 720 (Wilshire Bl) and 754 (Vermont Av) with the requirement that each customer must have a validated TAP card when onboard. A Title VI Equity Analysis was conducted on this fare change as part of the Silver Line All Door Boarding project in March 2016.

Pursuant to Section 2-50-025 of the Administrative Code, a Public Hearing must be conducted for Lines 720 and 754 prior to implementation of ADB requiring TAP only fare payment beyond a six month pilot period. In compliance with federal public hearing requirements and Metro policy, the Metro Board of Directors is required to hold a public hearing and receive public testimony before approving 'TAP Only' All Door Boarding improvements.

DISCUSSION

Background

The objective of ADB is to expedite boarding and reduce dwell time at bus stops, and thereby enhance convenience and reduce travel time for Metro customers. Staff anticipates starting ADB on the Metro Rapid 754 (Vermont Av) in late June 2018 followed by the Metro Rapid 720 (Wilshire Bl).

Transitioning customers from cash to 'TAP Only' boardings will facilitate the program's objective to improve speed, reliability and fare compliance. Fareboxes will be programmed with capabilities to

allow customers with cash or tokens to purchase TAP cards plus fare and add stored value to cards on board the bus in addition to Metro's other efforts to expand the availability of TAP Vending Machines and the vendor network.

The benefit of ADB is the delivery of faster service, which heavily influences the decision to use transit. Reduced variability in dwell time helps to improve the line's overall reliability and headway regularity. Based on previous customer feedback, the overwhelming majority were in favor of the program. Staff anticipates the ADB expansion lines will also result in resource savings from more efficient operations.

A Title VI / Environment Justice Impact report was previously received and filed by the Board of Directors in March 2016 (Attachment A).

PUBLIC HEARING

The Public Hearing will be conducted on February 15, 2018. Public notice was distributed before January 15, 2018. The Board will preside over the public hearing and receive testimony from the public on these matters. Pursuant to Metro's Administrative Code Section 2-5-025, the notice for this public hearing was provided to the general public as follows:

PRINT ADS

- Printed legal notice of public hearing - published 30 days before hearing
- 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
- The Rafu Shimpō
- Korean Times

ON METRO SYSTEM

- "Take One" brochure in English and Spanish
- Targeted drop on Metro Silver Line, Metro Rapid 754 & Metro Rapid 720

WEB

Metro Website

- Fares page Rotating banner on metro.net

Social Media

- Facebook, Twitter, Instagram posts
- The Source

E-Blasts

- Metro general information e-mail lists
- Key stakeholders e-mail lists

DETERMINATION OF SAFETY IMPACT

ADB will enhance safety by standardizing fare media and expediting boardings. TAP also provides registered cardholders with the benefit of Balance Protection to safeguard their TAP purchase against loss or theft.

FINANCIAL IMPACT

In October 2017, the Board approved a total LOP funding in the amount of \$1,128,003 for capital expenditures, and an estimated annual operating cost of \$253,948.

ALTERNATIVES CONSIDERED

The alternative to the proposed staff recommendation is to not expand ADB on Lines 720 and 754. Not implementing ADB on these two lines is not recommended, as customers will not benefit from shorter dwell times, and Metro will not be able to attain improved on-time performance as quickly, without additional resources.

NEXT STEPS

Upon Board approval, staff will:

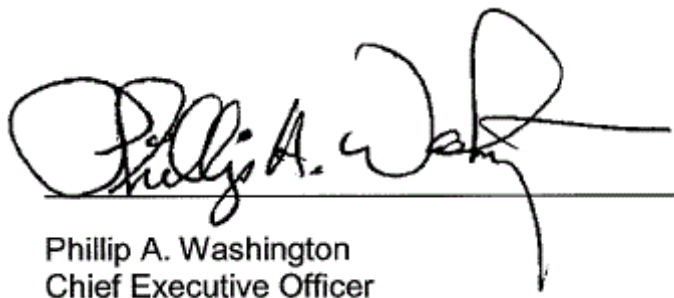
- Begin implementation of 'TAP Only' ADB expansion
 - Metro Rapid 754 (Vermont Av) in June 2018
 - Metro Rapid 720 (Wilshire Bl) thereafter

ATTACHMENTS

Attachment A - All Door Boarding Fare Equity Analysis

Prepared by: Stephen Tu, Sr. Manager, Transportation Planning, 213-418-3005
Medford Auguste, Sr. Transportation Planner, 213- 922-4814
Conan Cheung, Sr. Executive Officer, Operations, 213-418-3034

Reviewed by: James T. Gallagher, Chief Operations Officer, 213-418-3108



Phillip A. Washington
Chief Executive Officer

**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 COMPARED TO BUS SYSTEM (Silver&Rapid Minority % - Bus System Minority %)		
Token Users	-3.8%	(Less than 5%)
All Riders	-0.8%	(Less than 5%)
RELATIVE DIFFERENCE COMPARED TO BUS SYSTEM (Absolute Difference/Bus System Minority %)		
Token Users	-4.7%	(Less than 35%)
All Riders	-1.0%	(Less than 35%)

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 COMPARED TO BUS SYSTEM (Silver&Rapid Minority % - Bus System Minority %)		
Token Users	9.7%	(Less than 5%)
All Riders	-2.1%	(Less than 5%)
RELATIVE DIFFERENCE COMPARED TO BUS SYSTEM (Absolute Difference/Bus System Minority %)		
Token Users	21.4%	(Less than 35%)
All Riders	-4.6%	(Less than 35%)

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.