

**Title VI Analysis of**  
**FY 2013 & FY 2014 Fare**  
**Changes**

## Background

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color or national origin in programs and activities receiving Federal financial assistance. Specifically, Title VI provides that "no person in the United States shall, on the grounds 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." (42 U.S.C. Section 2000d)

The analysis below responds to the reporting requirements contained in the Federal Transit Administration's (FTA) Circular 4702.1A, "Title VI and Title VI-Dependent Guidelines," which provides guidance to transit agencies serving large urbanized areas and requires that these agencies "shall evaluate significant system-wide service and fare changes and proposed improvements at the planning and programming stages to determine whether these changes have a discriminatory impact" and to assess these impacts, if any, on minority and low-income populations. (Circular 4702.1A, Chapter V part 4)

The San Francisco Municipal Transportation Agency (SFMTA), a department of the City and County of San Francisco, was established by voter proposition in 1999. One of the SFMTA's primary responsibilities is running the San Francisco Municipal Railway, known universally as "Muni." Muni is the largest transit system in the Bay Area and the seventh largest in the nation by ridership, with approximately 700,000 passenger boardings per day and serving more than 200 million customers a year. The Muni fleet includes: historic streetcars, biodiesel and electric hybrid buses and electric trolley coaches, light rail vehicles, paratransit cabs and vans and the world-famous cable cars. Muni provides one of the highest levels of service per capita with 63 bus routes, seven light rail lines, the historic streetcar F Line and three cable car lines and provides seamless connections to other Bay Area public transit systems such as BART, AC Transit, Golden Gate Transit and Ferries, SamTrans, Caltrain and the Santa Clara Valley Transportation Authority.

In 2009, the SFMTA Board adopted an Automatic Indexing Plan, a formula based on the combination of Bay Area Consumer Price Index for all urban consumers (CPI-U) and SFMTA labor costs. Prior to that time, the SFMTA instituted fare increases less frequently but at higher rates. The Automatic Indexing Plan is resulting in smaller, more predictable fare increases rather than large infrequent fare increases. For FY 2013 and FY 2014, the Automatic Indexing formula resulted in annual fare increases of 2.7%. Cash fares are rounded to the nearest

quarter (in this case, there will be no change to the cash fares) while pass prices are rounded to the nearest dollar.

During March and April 2012, the SFMTA will have held two budget hearings and five Budget Town Hall meetings in order to seek out and consider community input. These meetings were noticed in multiple languages (English, Spanish, Chinese, Russian and Vietnamese) and advertised on Muni vehicles and at Muni Metro stations and blast e-mailed to our community and major project mailing lists. As required by the City Charter, advertisements publicizing each of these hearings were placed well in advance in the City newspapers. Multi-lingual ads were also placed in prominent Chinese and Spanish newspapers in San Francisco. Meeting information was also placed in eight San Francisco neighborhood newspapers. Information was also available to the public through the SFMTA web site during the entire budget process. In addition, information was distributed through press releases and through SFMTA/Muni's Twitter account.

Through this comprehensive, multi-lingual outreach process, the SFMTA solicited feedback from the public and from the Budget Balancing Panel, comprising representatives from the business community, labor, senior citizens, people with disabilities and advocates for the low-income and transit dependent, on several proposed fare changes. Based on feedback received, the SFMTA Board chose not to proceed with the following fare change proposals for FY12-13 and FY13-14:

- Charging for Transfers for Cash Only Payments;
- Increasing the Cash Fare;
- Increasing Cash Fare for riders not using a Clipper® card; and
- Raising the Adult Pass fare beyond the Indexing Policy

Included in this Title VI analysis is a description of the proposed fare changes and an analysis of any potential impacts on minority and/or low-income communities.

## Demographic Overview of San Francisco

The SFMTA service area comprises the City and County of San Francisco. According to the 2010 U.S. Census, San Francisco is diverse both with regards to ethnicity and income levels:

### San Francisco Demographic Information

Category	Percentage
<i>Race/Ethnicity</i>	
African American/Black	6.1%
American Indian/Alaskan Native	0.5%
Asian/Asian American	33.3%
Native Hawaiian/Other Pacific Islander	0.4%
Hispanic	15.1%
White (not Hispanic)	41.9%
Multiracial	4.7%
<i>Income</i>	
Median Household Income (2006-2010)	\$71,304
Per Capita Income (2006-2010)	\$45,478
Persons Below Federal Poverty Level (2006-2010)	11.9%

Source: 2010 U.S. Census and 2006-2010 American Community Survey

In 2011, the SFMTA conducted a ridership survey that collected, among other information, basic demographic and income data. A total of 582 telephone interviews were conducted between October 27 and November 14, 2011 in English, Spanish and Cantonese.

Category	Percentage
<i>Race/Ethnicity</i>	
African American/Black	5%
Asian/Asian American	25%
Hispanic	13%
White (not Hispanic)	54%
Other/Refused	5%
<i>Household Income</i>	
Under \$7,500	5%
\$7,500-\$15,000	7%
\$15,001-\$22,000	5%
\$22,001-\$29,000	5%
\$29,001-\$36,500	3%
\$36,501-\$44,000	5%
\$44,001-\$51,500	5%
\$51,501-\$59,000	3%
\$59,001-\$66,500	2%

\$66,501-\$75,000	4%
\$75,001-\$100,000	9%
\$100,000 or higher	25%
Refused	19%
Don't Know (Do not read)	4%

Source: SFMTA Ridership Survey 2011

## I. Description of Proposed Fare Changes

With limited exceptions, the SFMTA has a flat fare structure and charges each customer one fare regardless of distance traveled, location of the customer at the time of purchase, final destination of the customer or mode used on the system. Transfers are given to all customers paying by cash fare or token. A free transfer entitles the customer to unlimited rides as long as travel is completed within a 90-minute period, with the exception of cable cars. The only exceptions to the integrated fare policy are the historic cable car system and special event service, such as Candlestick Park or Bay to Breakers services.

Table 1 shows a breakdown of current fares and the proposed fare changes for adult and senior/youth/disabled customers, including the planned date of implementation for each change. As shown, fare changes will be applied to both adult fares and senior/youth/disabled fares. Seniors are classified as persons aged 65 or older, youth are persons aged five to 17 years and disabled persons must hold a valid disabled monthly sticker and identification card. In order to assist the SFMTA Board in determining whether to approve the proposed fare changes, this analysis was provided to them prior to the April 3, 2012 SFMTA Board meeting.

**Table 1: Fare Changes and Implementation Dates**

Fare Media	Current	FY 2013 Proposed Changes	FY 2014 Proposed Changes
Adult Cash Fare	\$2.00	No change	No change
Senior/Youth/Disabled Cash Fare	\$0.75	No change	No change
Adult Monthly Muni-Only Fast Pass	\$62	\$64	\$66
Adult Monthly Fast Pass with BART Access	\$72	\$74	\$76
Senior/ Disabled Monthly Fast Pass	\$21	\$22	\$23
Youth Monthly Fast Pass	\$21	\$22*	\$23*

Lifeline Pass	\$31	\$32	\$33
Cable Car	\$6	No change	No change
Cable Car-Senior/Disabled before 7 a.m.	\$3	No change	No change
Special Event Service – Adult	\$12 or Pass + \$8	No change	\$12 or Pass + \$9
Special Event Service – Senior/Youth/Disabled	\$10 or Pass + \$8	No change	\$11 or Pass + \$9
1-Day Passport	\$14	\$14	\$14
3-Day Passport	\$21	\$22	\$23
7-Day Passport	\$27	\$28	\$29
10 Ride School Ticket Book	\$7.50	No change	No change
Inter-Agency Regional Transit Sticker	\$57	\$59	\$61
Paratransit Van Services	\$2.00	\$2.00	No change
Paratransit Taxi Services	\$5.00 for scrip valued at \$30.00	No change	No change

\* SFMTA Board of Directors is considering options to reduce or eliminate Youth Pass fares for a 2 year pilot program. The reduced or free passes will be available either to low-income youth only or for all youth ages 5-17. See details below.

Table 2 below details the history of Muni fare increases since 2000. Though the SFMTA is currently increasing pass fares, the Agency remains committed to providing transit customers in San Francisco with high quality service at rates well below those of comparable mass transit systems across the United States.

**Table 2: Analysis of Fare Changes Since 2000**

Category	2000 Fares	2003 Fares	2005 Fares	2009 Fares	2010 Fares	2011 Fares	2012 Fares	2013 Fares
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Adult Fares								
Single Ride	\$1.00	\$1.25	\$1.50	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Monthly Pass	\$35.00	\$45.00	\$45.00	\$55.00	\$60.00	\$62.00	\$64.00	\$66.00
Monthly Pass with BART					\$70.00	\$72.00	\$74.00	\$76.00
Cable Car Passports – 1 day	\$6.00	\$9.00	\$11.00	\$11.00	\$13.00	\$14.00	\$14.00	\$15.00
Cable Car Passports – 3 day	\$10.00	\$15.00	\$18.00	\$18.00	\$20.00	\$21.00	\$22.00	\$23.00
Cable Car Passports – 7 day	\$15.00	\$20.00	\$24.00	\$24.00	\$26.00	\$27.00	\$28.00	\$29.00
Candlestick Park - Adult	\$5.00	\$6.00	\$7.00	\$10.00	\$10.00	\$12.00	\$12.00	\$12.00
Candlestick Park with Pass	\$2.00	\$3.00	\$3.00	\$5.00	\$7.00	\$8.00	\$8.00	\$9.00
Lifeline Pass (created in 2005)	n/a	n/a	\$35.00	<b>*\$30.00</b>	<b>\$30.00</b>	<b>\$31.00</b>	<b>\$32.00</b>	<b>\$33.00</b>
Senior/Youth/Disabled (Discount) Fares								
Single Ride	\$0.35	\$0.35	\$0.50	\$0.75	\$0.75	\$0.75	\$0.75	\$0.75
Monthly Pass (Senior/Disabled)	\$8.00	\$8.00	\$10.00	\$15.00	\$20.00	\$21.00	\$22.00	\$23.00
Monthly Pass (Youth)	\$8.00	\$8.00	\$10.00	\$15.00	\$20.00	\$21.00	\$22.00**	\$23.00**
Candlestick Park	\$3.00	\$4.00	\$5.00	\$7.00	\$9.00	\$10.00	\$10.00	\$11.00
Candlestick Park with Pass	\$2.00	\$3.00	\$3.00	\$5.00	\$7.00	\$8.00	\$8.00	\$9.00

\*To offset the impact of the 33% increase in the Single Ride-Adult Fare in 2009, the SFMTA instituted a 14% decrease in the cost of the Lifeline Pass.

\*\* SFMTA Board of Directors is considering options to reduce or eliminate Youth Pass fares for a 2 year pilot program. The reduced or free passes will be available either to low-income youth only or for all youth ages 5-17.

### Fare Change Highlights:

- There are no changes to the cash fare for regular fixed-route transit service, paratransit or taxi scrip.
- The prices of the Muni-Only Pass and the Adult Fast Pass (which is also valid on BART within San Francisco), are currently \$62 and \$72, respectively. The July 1, 2012 fare changes would increase prices by \$2 per month, to \$64 and \$74, respectively. The July 1, 2013 fare changes would increase prices by an additional \$2 per month, to \$66 and \$76, respectively. This pass is offered as a discounted alternative to the Single Ride-Adult Fare.
- The cost of the Senior/Disabled Monthly Pass is currently \$21 per month. The July 1, 2012 fare changes would increase prices by \$1 per month, to \$22, respectively. The July 1, 2013 fare changes would increase prices by an additional \$1 per month, to \$23. This pass is offered as a discounted alternative to the Single Ride-Senior/Disabled Fare.
- The SFMTA will continue to offer a Lifeline Pass at half the price of the Muni-Only pass. Although the price of the Lifeline Pass is proposed to increase by \$1 from \$31 to \$32 on July 1, 2012 and \$33 on July 1, 2013, it is still priced lower than it was prior to July 1, 2009 when it was \$35. At that time, the Lifeline Pass cost was decreased from \$35 to \$30 as an additional offset for low-income customers. This pass is available for

“income-qualified passengers,” who must be residents of San Francisco and have an income at or below 200 percent of the Federal poverty level, which is a pre-tax income of approximately \$46,100 for a family of four people. SFMTA estimates that about 85,000 to 90,000 persons in San Francisco are eligible for the Lifeline Pass.

Proposed Youth Fare Options

The SFMTA Board is also considering the feasibility of a 22-month pilot program offering reduced or free fares for youth ages 5-17 who use a Clipper® card. The cost of the Youth Monthly Pass is currently \$21 per month. Following a public hearing on April 3, 2012, the SFMTA Board will consider and vote to approve one of the following options to implement free or reduced transit service for all youth or low-income youth only who use a Clipper® card for a 22-month pilot program beginning August 1, 2012 through May 31, 2014, after which date youth fares will return to the regular indexed value on June 1, 2014 absent explicit future SFMTA Board action. The four options are as follows: 1) retaining the existing Youth Monthly Pass at \$21 per month, proposed to be increased to \$22 on July 1, 2012 and \$23 on July 1, 2013; 2) providing free transit service for all youth, ages 5-17, who use a Clipper® card; 3) providing free transit service for low-income youth, ages 5-17, who use a Clipper® card; and 4) reducing the youth pass fare for transit service for youth, ages 5-17, who use a Clipper® card.

If the SFMTA Board approves the third option, the income threshold for low-income youth would be consistent with Free and Reduced Lunch program eligibility standards, which are based on household income. To receive free lunch, household income must be at or below 130 percent of the federal poverty level; for reduced price lunch, income must be between 130 percent and 185 percent of the poverty level. For comparison purposes only, for the 2009-2010 school year, 130 percent of the poverty level was \$23,803 per year for a family of three; 185 percent for a family of three is \$33,874 per year.

In order to assist the SFMTA Board in determining which option to approve, this analysis was provided to them prior to the April 3, 2012 MTA Board meeting. The data below provides background data relevant to the proposed options for the youth passes and provides a demographic snapshot of San Francisco City and County youth:

**Table 3: San Francisco Youth Demographic and Income Statistics**

	<i>Number</i>	<i>Source</i>
Population - All Youth (ages 5-17)	75,000	Census 2010
SFUSD Students	56,000	SFUSD
Other Youth	19,000	Calculation
Free/Reduced Lunch Youth (SFUSD) 61%	34,160	SFUSD
Estimated Population Free/Reduce Lunch Youth (Non SFUSD) 25%	4,750	25% x 19,000



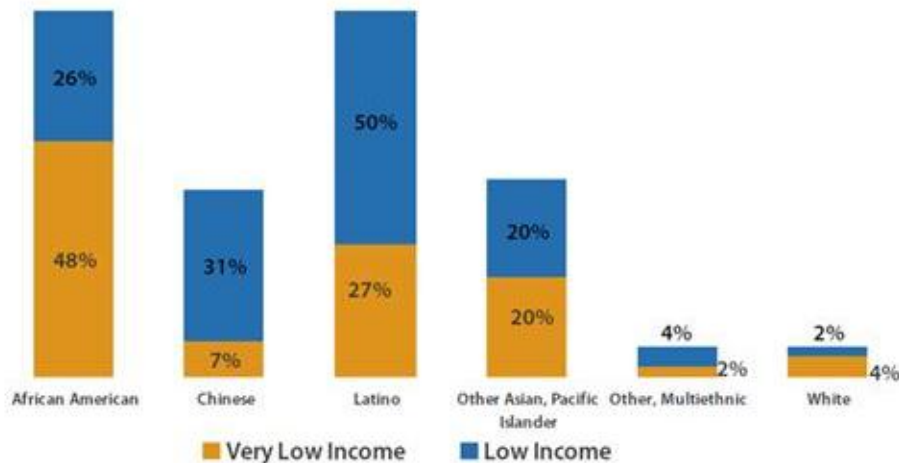
Total Free/Reduced Youth	38,910	Calculation
Free/Reduced Lunch Youth as % of Total Youth	52%	Calculation
Average Number of Youth Passes Sold Per month	16,650	SFMTA

**Table 4: San Francisco Youth (Age 6-17) Ethnicity Statistics**

Ethnicity	Age 6-17 Population	Percentage
White	19,339	27.8%
African-American	5,804	8.3%
Asian/Pacific Islander	25,860	37.1%
Latino	14,063	20.2%
Native American	129	0.2%
Other	4,459	6.4%
Total	69,654	100.0%

Source: Human Service Agency, analysis of US Census Bureau, 2009 American Community Survey, Public Use Micro Files, San Francisco, 2011

**Table 5: Income Levels and Ethnicity among Households with Young Children, 2007**



<sup>1</sup> San Francisco Mayor's Office of Housing, Office of Economic and Workforce Development, Redevelopment Agency. 2010-2014 Five-Year Consolidated Plan. May 2010.

<sup>2</sup> *First Steps: A Data Report on the Status of San Francisco's Young Children*. First 5 San Francisco, February 2010.

<sup>3</sup> *First Steps: A Data Report on the Status of San Francisco's Young Children*. First 5 San Francisco, February 2010.

**Table 5: Income Levels and Ethnicity among Households with Young Children, 2007  
(accessible)**

<b>Ethnicity</b>	<b>Very Low Income</b>	<b>Low Income</b>
African-American	48%	26%
Chinese	4%	31%
Latino	27%	50%
Other Asian, Pacific Islander	20%	20%
Other, Multiethnic	2%	4%
White	4%	2%

Compared to the general population, minorities comprise a higher percentage of the youth population. According to the 2010 Census, approximately 58% of all San Francisco residents belong to a minority group; in contrast, minorities comprise 72% among 6 to 17 years old.

Furthermore, based on a February 2010 report by First 5 San Francisco, *First Steps: A Data Report on the Status of San Francisco's Young Children*, minority households tend to be lower income than white households. Although the information provided in this report focused on households with children 5 years old or younger, this is likely to be the case for the youth population (under 17 years old) in general.

Thus, minorities and low-income populations are more likely to benefit from any of the policy options to discount or provide free Youth Passes. Effects of the proposed changes to youth fares on minority and/or low-income communities and mitigation measures are further discussed in the appropriate sections below.

## **II. Effects of the Proposed Fare Changes on Minority and/or Low-Income Communities**

As discussed in Part I above, with limited exceptions, the SFMTA employs a flat fare structure - one fare is charged regardless of distance traveled, location of the customer at the time of purchase, final destination of the customer or mode used on the system. The proposed increases are adjustments to transit passes that are used by Muni customers throughout the entire transit system and will affect all customers who are users of the above-listed passes.

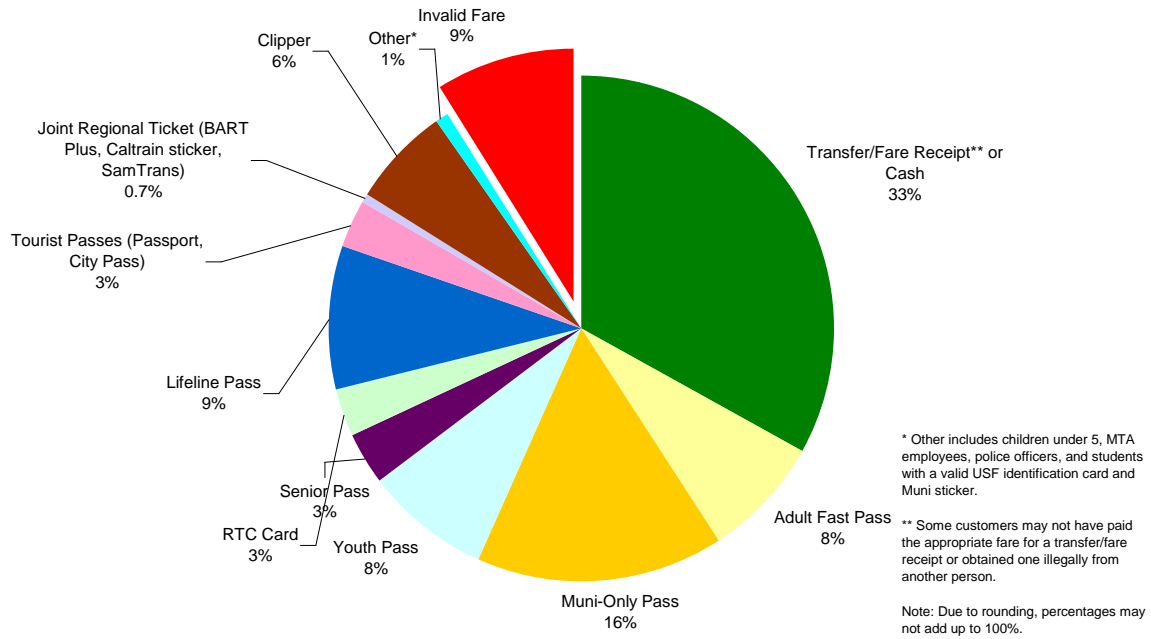
At present, the SFMTA has limited demographic data about the fare media usage of its low-income/minority customers, however, a comprehensive ridership profile will be conducted in Fall 2012 and will survey customers regarding demographics, fare media and ridership data. The SFMTA does have data from

its 2011 Ridership Survey, which provided aggregate customer information by race/ethnicity and income. Approximately 48% of the 582 people sampled were members of an ethnic minority. Approximately 17% reported household incomes of \$22,000 or less (double the Federal Poverty Level) who are eligible for SFMTA's Lifeline Pass. In addition, for the purposes of this equity analysis, the SFMTA used fare data collected in its comprehensive 2009 Proof-of-Payment Study and 2010 follow-up and matched this data with the demographic characteristics of the neighborhoods through which Muni routes travel.

Through a comprehensive survey of over 40,000 customers at different times of day and in different locations throughout San Francisco, the 2009 Proof-of-Payment Study assessed the different types of fare media used system-wide and on an individual route basis. The 2010 Proof-of-Payment Survey Update provided a more abbreviated and aggregated analysis of fare media system-wide (see "How Muni Customers Pay Transit Fares" chart below).

Based on the data contained in the graph below, it was determined that approximately 33% of observed customers paid cash fares or had a transfer/fare receipt (which is issued when customers pay cash). Under the proposed fare changes, the cash fare for regular fixed-route transit service, paratransit or taxi scrip would remain the same. Therefore, the SFMTA estimates that the July 1, 2012 and July 1, 2013 fare changes will not increase the price of approximately one-third of the fare media that is used on the system. The remaining 58% of customers (9% have no valid proof-of-payment) primarily use monthly passes, which will increase by \$1 to \$2 on July 1, 2012 and July 1, 2013.

## How Muni Customers Pay Transit Fares - 2010 Survey



### How Muni Customers Pay Transit Fares – 2010 Survey (accessible)

Category	Percentage
Invalid Fare	9%
Transfer/Fare Receipt** or Cash	33%
Adult Fast Pass	8%
Muni-Only Pass	16%
Youth Pass	8%
Senior Pass	3%
RTC Card	3%
Lifeline Pass	6%
Tourist Passes (Passport, City Pass)	3%
Joint Regional Ticket (BART Plus, Caltrain sticker, SamTrans)	0.7%
Clipper	6%
Other*	1%

\* Other includes children under 5, MTA employees, police officers, and students with a valid USF identification card and Muni sticker.

\*\* Some customers may not have paid the appropriate fare for a transit/fare receipt or obtained one illegally from another person.

Note: Due to rounding, percentages may not add up to 100%.

Under normal circumstances, the SFMTA's Automatic Indexing Policy would increase all fares proportionally and generally consistent with inflation. The policy is designed to avoid infrequent but large fare increases and instead implement smaller and more predictable fare increases. For lower income populations, these smaller fare increases may be more manageable financially than large, unbudgeted increases. For FY 2013 and FY 2014, the Indexing formula results in annual fare increases of 2.7%. Although pass fares are increasing \$1.00 to \$2.00, there will be no increase to the cash fare. Under the SFMTA Indexing Policy, cash fares are rounded to the nearest quarter. For these proposed changes, the adult and discounted cash fares, based on 2.7% calculation, have been rounded down to \$2.00 and \$0.75, respectively.

Using the comprehensive 2009 - 2010 Proof-of-Payment Survey data, Table 3 below demonstrates fare payment usage by route, specifically comparing usage by routes and lines operated in predominantly minority census tracts to those operated primarily in non-minority census tracts. Table 4 illustrates fare payment by route based on income levels.

The average cash fare payment on routes grouped by minority or income level status varied between 27% and 32%, although there was more variation at the individual route level. The data suggest that the difference in cash fare payments among non-minority or minority, or non-low income or low income routes is relatively small. Cash fare customers include those who presented a transfer/fare receipt to Transit Fare Inspectors when surveyed, which are issued upon payment of a cash fare.

The average pass usage on routes grouped by minority or income level status was lower on minority and low-income routes as compared to non-minority and non-low-income routes. Specifically, 59% of surveyed customers on minority routes used pre-paid passes vs. 66% on non-minority routes while 56% of surveyed customers on low-income routes used pre-paid passes vs. 66% on non-low-income routes.

The remaining customers in the survey did not present valid fare media to SFMTA Transit Fare Inspectors.

Given that a lower percentage of customers use passes on minority and low-income routes it can be concluded that the impacts of the proposed pass increases do not appear to have a foreseeable disproportionate impact on the protected populations. Customers who are currently paying with cash – roughly 30% system-wide – will not be impacted by the proposed changes as there is no increase to cash fares being proposed.

**Table 3: Fare Payment Types by Route and Ethnic Background**

Route	% Cash Fares (No Change)	% Pass Fares (\$1-\$2 increase per month)	% Invalid Fare
<b>Top 10 Full-Service Minority Bus and Rail Routes</b>			
54 Felton	29%	57%	14%
9/9L San Bruno	32%	50%	18%
14/14L Mission	37%	42%	21%
27 Bryant	28%	63%	10%
12 Folsom-Pacific	23%	72%	5%
8X/8AX/8BX Bayshore Exp	21%	64%	15%
67 Bernal Heights	17%	71%	12%
49 Van Ness/Mission	35%	53%	13%
19 Polk	31%	54%	15%
23 Monterey	34%	59%	7%
<i>Average</i>	29%	59%	13%
<b>Top 10 Full-Service Non-Minority Bus and Rail Routes</b>			
17 Parkmerced	37%	57%	6%
35 Eureka	32%	64%	4%
37 Corbett	20%	75%	5%
1 California	25%	71%	4%
28 19 <sup>th</sup> Ave	34%	58%	9%
36 Teresita	30%	67%	3%
6 Parnassus	34%	56%	10%
43 Masonic	27%	66%	8%
39 Coit	21%	76%	3%
2 Clement	25%	71%	5%
<i>Average</i>	29%	66%	6%

Source: SFMTA 2009 Proof-of-Payment Study

Notes: Percentages may not add to 100% due to rounding. The 108 Treasure Island is excluded from the list of non-minority routes due to demographic changes on Treasure Island since the 2000 Census.

Full service routes are defined as ones that offer off-peak service (i.e., not commuter express routes).

\* Excludes cable car routes (which are primarily used by tourists)

\*\* Small sample size due to low ridership route

**Table 4: Fare Payment Types by Route and Income Levels**

Route	% Cash Fares (No Change)	% Pass Fares (\$1-\$2 increase per month)	% Invalid Fare
<b>Top 10 Low-Income Full-Service Bus and Rail Routes</b>			
21 Hayes	29%	65%	7%
108 Treasure Island	35%	44%	21%
12 Folsom-Pacific	23%	72%	5%
27 Bryant	28%	63%	10%
19 Polk	31%	54%	15%
5 Fulton	31%	58%	11%
9/9L San Bruno	32%	50%	18%
14/14L Mission	37%	42%	21%
T Third	32%	53%	15%
71/71L Haight-Noriega	38%	52%	10%
<i>Average</i>	32%	55%	13%
<b>Top 10 Non-Low-Income Full-Service Bus and Rail Routes</b>			
35 Eureka	32%	64%	4%
37 Corbett	20%	75%	5%
52 Excelsior	33%	54%	13%
66 Quintara	19%	77%	4%
36 Teresita	30%	67%	3%
1 California	25%	71%	4%
18 46 <sup>th</sup> Ave	27%	67%	6%
L Taraval	33%	64%	2%
K Ingleside	35%	61%	4%
M Ocean View	36%	60%	4%
<i>Average</i>	29%	66%	4%

Source: SFMTA 2009 Proof-of-Payment Study; SFMTA 2010 Title VI Program Update

Notes: Percentages may not add to 100% due to rounding. Full service routes are defined as ones that offer off-peak service (i.e., not commuter express routes).

\* Excludes cable car routes (which are primarily used by tourists)

\*\* Small sample size due to low ridership route

## Comparison with Peer Systems

Even with the July 1, 2012 and July 1, 2013 fare changes, the SFMTA's fares remain low relative to most other large transit systems in California and the rest of the United States, as is demonstrated by the "Fare Comparison" table included below. Highlights include:

- The \$2 adult cash fare compares favorably with other systems, most of which range from \$1.75 to \$2.25. Many of these systems do not issue free transfers with payment of a cash fare.
- Even with the proposed \$2 price increase to \$64, the Muni-Only pass is lower than all other major California transit systems, whose pass prices range from \$64 to \$100 and do not offer Muni's level of service.
- Equivalent pass prices range from \$55 to \$104 in systems in the rest of the country. Of the nineteen systems surveyed, only two were priced lower than Muni and most of those systems that were priced higher do not offer Muni's level of service.
- Muni's youth cash fare is available at any time and as discussed above, the SFMTA is considering implementing a free or reduced Youth monthly pass. Many systems restrict youth fares to school days and distribute passes or student ID cards for discounted cash fares through schools only (e.g., Atlanta, Baltimore, Chicago, Cleveland, New York, Philadelphia, St Louis, Salt Lake City and Washington). With Muni, cash-paying youths deposit appropriate discounted fare into fareboxes and furnish ID upon request. Discounted Clipper Cards can be obtained through Clipper events, SFMTA Customer Service Centers and other Clipper outlets and events with appropriate ID.



**Table 4: Fare Comparison**

Transit System	Adult		Youth/Student		Senior		Disabled	
	Cash	Monthly Pass	Cash	Monthly Pass	Cash	Monthly Pass	Cash	Monthly Pass
<u>California Transit Systems</u>								
AC Transit	\$2.10	\$80.00	\$1.05	\$20.00	\$1.05	\$20.00	\$1.05	\$20.00
Golden Gate Transit <sup>1</sup>	\$2.00	\$80.00	\$1.00	\$40.00	\$1.00	\$25.00	\$1.00	\$25.00
Los Angeles MTA <sup>2</sup>	\$1.50	\$75.00	\$1.00	\$24.00	\$0.55	\$35.00	\$0.55	\$35.00
<b>Muni (current)</b>	<b>\$2.00</b>	<b>\$62.00</b>	<b>\$0.75</b>	<b>\$21.00</b>	<b>\$0.75</b>	<b>\$21.00</b>	<b>\$0.75</b>	<b>\$21.00</b>
<b>Muni+BART within SF (current)</b>	N/A	<b>\$72.00</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Muni Lifeline (current)</b>	N/A	<b>\$31.00</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Muni (7/1/12)</b>	<b>\$2.00</b>	<b>\$64.00</b>	<b>\$0.75</b>	<b>\$21.00*</b>	<b>\$0.75</b>	<b>\$22.00</b>	<b>\$0.75</b>	<b>\$22.00</b>
<b>Muni+BART within SF (7/1/12)</b>	N/A	<b>\$74.00</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Muni Lifeline (7/1/12)</b>	N/A	<b>\$32.00</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Muni (7/1/13)</b>	<b>\$2.00</b>	<b>\$66.00</b>	<b>\$0.75</b>	<b>\$21.00*</b>	<b>\$0.75</b>	<b>\$23.00</b>	<b>\$0.75</b>	<b>\$23.00</b>
<b>Muni+BART within SF (7/1/13)</b>	N/A	<b>\$76.00</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Muni Lifeline (7/1/13)</b>	N/A	<b>\$33.00</b>	N/A	N/A	N/A	N/A	N/A	N/A
SamTrans	\$2.00	\$64.00	\$1.25	\$36.00	\$1.00	\$25.00	\$1.00	\$25.00
Santa Clara VTA	\$2.00	\$70.00	\$1.75	\$45.00	\$1.00	\$25.00	\$1.00	\$25.00
Sacramento Regional Transit	\$2.50	\$100.00	\$1.25	\$50.00	\$1.25	\$50.00	\$1.25	\$50.00
San Diego Transit	\$2.25	\$72.00	\$2.25	\$36.00	\$1.10	\$18.00	\$1.10	\$18.00
<u>Other U.S. Transit Systems</u>								
Atlanta <sup>3</sup>	\$2.50	\$95.00	\$1.44	N/A	\$0.95	N/A	\$0.95	N/A
Baltimore <sup>4</sup>	\$1.60	\$64.00	\$1.10	N/A	\$0.55	\$16.50	\$0.55	\$16.50
Boston	\$2.00	\$59.00	\$0.85	\$20.00	\$0.60	\$20.00	\$0.60	\$20.00
Chicago <sup>5</sup>	\$2.25	\$86.00	\$1.00	N/A	\$1.00	\$35.00	\$1.00	\$35.00
Cleveland	\$2.25	\$85.00	\$1.75	N/A	\$1.00	\$38.00	\$1.00	\$38.00
Dallas	\$1.75	\$65.00	\$0.85	\$32.00	\$0.85	\$32.00	\$0.85	\$32.00
Denver	\$2.25	\$79.00	\$1.10	\$39.50	\$1.10	\$39.50	\$1.10	\$39.50
Houston	\$1.25	N/A	\$0.60	N/A	\$0.60	N/A	\$0.60	N/A
Miami	\$2.00	\$100.00	\$1.00	\$50.00	\$0.00	\$0.00	\$1.00	\$50.00
Minneapolis <sup>6</sup>	\$2.25	\$85.00	\$2.25	\$29.17	\$2.25	N/A	\$2.25	N/A
New York City <sup>6</sup>	\$2.25	\$104.00	\$0.00	N/A	\$1.10	\$52.00	\$1.10	\$52.00
Philadelphia <sup>6</sup>	\$2.00	\$83.00	\$2.00	N/A	\$0.00	\$0.00	\$1.00	N/A
Pittsburgh	\$2.25	\$90.00	\$2.25	N/A	\$0.00	\$0.00	\$1.10	N/A
Phoenix	\$1.75	\$55.00	\$0.85	\$27.50	\$0.85	\$27.50	\$0.85	\$27.50
Portland <sup>7</sup>	\$2.10	\$81.00	\$1.50	\$27.00	\$1.00	\$26.00	\$1.00	\$26.00
Salt Lake City	\$2.35	\$78.50	\$2.35	\$58.75	\$1.15	\$39.25	\$1.15	\$39.25
St Louis	\$2.00	\$68.00	\$1.90	N/A	\$1.00	\$34.00	\$1.00	\$34.00
Seattle <sup>8</sup>	\$2.50	\$90.00	\$1.25	\$45.00	\$0.75	\$27.00	\$0.75	\$27.00
Washington <sup>9</sup>	\$1.70	\$60.00	\$0.95	\$30.00	\$0.85	\$30.00	\$0.85	\$30.00

\*

Notes:

Fares are for base local services only. Express services or travel to additional zones may be more expensive.

Many systems restrict youth fares to school days and distribute passes or student ID cards for discounted cash fares through schools only (e.g., Atlanta, Baltimore, Chicago, Cleveland, New York, Philadelphia, St Louis, Salt Lake City and

Washington).

<sup>1</sup> Golden Gate Transit: Marin County local service only. Transbay fares are higher and passes are not available.

<sup>2</sup> Los Angeles: Senior/Disabled \$0.25 cash fare available during off-peak hours only

<sup>3</sup> Atlanta: Youth 10-Ride Tickets, valid on weekdays only, are available through schools

<sup>4</sup> Baltimore: \$1.10 student fare valid only on weekdays 6 am-6:30 pm, or 6 pm-11 pm

<sup>5</sup> Chicago: \$5 permit allows students to pay discounted fare 5:30 am to 8 pm on school days only

<sup>6</sup> Minneapolis: \$0.50 adult off-peak discount. \$0.75 youth fare (12 and under only) and \$0.75 senior fare apply during off-peak hours only. Student passes are available for \$87.50 per quarter.

<sup>6</sup> New York: Free and half-fare youth passes for 3 trips per school day are available to eligible students

based on the distance between home and school.

<sup>6</sup> Philadelphia: Weekday student passes are sold at \$3.32 per day.

<sup>7</sup> Portland: High school students in the Portland Public School District may ride for free during the school year.

<sup>8</sup> Seattle: \$0.25 off-peak discount available. Off-peak monthly passes available for \$81.

<sup>9</sup> Washington: No adult monthly pass is sold. Customers may purchase four 7-Day regional bus passes, which are not valid on Metrorail. A separate \$32.35 7-Day rail pass for Metrorail trips under \$3.25 in value is also available.

<sup>10</sup> Calgary: Senior Yearly Pass available for \$35.

<sup>11</sup> Toronto: Monthly pass prices based on 12 month subscription; otherwise \$126 for adults and \$104 for seniors and youths

### **III. Transit/Fare Alternatives for Impacted Customers**

Transit is by far one of the most inexpensive modes of transportation within San Francisco. Potentially less expensive alternatives are bicycling and walking. By comparison, driving is a much more expensive alternative due to the high costs of purchasing a vehicle, maintaining it in working order and additional fees such as parking. The SFMTA is committed to San Francisco's Transit First policy and to making San Francisco a more livable city by making its streetscape environments more bicycle and pedestrian friendly.

Since the fare changes are based on fare media usage and not based on route or mode, no transit alternatives are relevant to this analysis. The fare media alternative to pass usage is to pay cash, as cash fares will not be increasing. However, for frequent riders of Muni, it will still be more economical to purchase passes, even with the proposed \$1-2 dollar fare increases. Further, these increases represent an approximately 3% to 5% increase over current fares, which is consistent with inflation over the past few years, when rounded to the nearest dollar.

### **IV. Disparate Impacts/Mitigation Measures**

A disproportionately high and adverse effect is one that (1) is predominately borne by a minority population and/or a low-income population, or (2) will be suffered by the minority population and/or low-income population and is appreciably more severe or greater in magnitude than the adverse effect that will be suffered by the non-minority population and/or non-low-income population. In making determinations regarding

disproportionately high and adverse effects on minority and low-income populations, mitigation and enhancements measures that will be taken and all offsetting benefits to the affected minority and low-income populations may be taken into account.

By its very nature, a fare increase will have a greater impact on low-income customers, a percentage of whom in San Francisco are minorities, because the increase represents a larger portion of their fixed income than higher-income customers. In general, the SFMTA makes a substantial effort to minimize the negative impact of any fare changes to minority/low-income communities, even in cases where no foreseeable disparate impact can be demonstrated, as appears to be the case with the July 1, 2012 pass increases.

The SFMTA will continue to offer its Lifeline Pass at a 50% discount relative to the Muni-Only pass. Although the price of the Lifeline Pass is proposed to increase by \$1 from \$31 to \$32 on July 1, 2012 and to \$33 on July 1, 2013, it is still priced lower than it was prior to July 1, 2009 when it was \$35. The Lifeline Pass, which was created by SFMTA in 2005 in conjunction with the Human Services Agency in order to minimize the impact of fare increases being implemented at that time, will continue to be offered at a 50% discount off the regular pass price. Eligibility for the Lifeline Fast Pass is based on three criteria: (1) enrollment in the Working Families Tax Credit, the local version of the Earned Income Tax Credit; (2) enrollment in another income support program administered by the Human Services Agency (e.g., food stamps, County Adult Assistance Program, or CalWORKS); or (3) income at or below 200 percent of the federal poverty level, which is a pre-tax income of approximately \$46,100 for a family of four people. SFMTA estimates that about 85,000 to 90,000 persons in San Francisco are eligible for the Lifeline Pass.

According to 2000 U.S. Census data, the segment of San Francisco's population that meets the income criteria for the Lifeline Pass, and is not eligible for Senior/Youth/Disabled fares, is approximately 58 percent non-white, with the following racial distribution:

African American	14%
American Indian/Alaskan	1%
Asian American	27%
Hawaiian/Pacific Islander	1%
Other	9%
Two or more races	6%

With the exception of Asian-Americans, non-whites are over-represented at the below-poverty level relative to their percentage of San Francisco's population. Therefore, minority communities are the major beneficiaries of the Lifeline Pass program. Since its inception in September 2005, sales of the Lifeline Pass have increased 400 percent from approximately 4,000 to over 20,000 per month.. Approximately 40 percent of Lifeline Pass purchases are made by the Human Services Agency (HSA) for distribution to its low-income clients. Initially, the Lifeline Pass was sold at only two locations: the HSA offices at 170 Otis and 3120 Mission. In a concerted effort to meet the needs of its minority and/or low-income customer base, SFMTA opened a new centrally-located

outlet at 11 South Van Ness for Lifeline Pass sales in November 2007. Since then, the SFMTA has also expanded pass sales to a location in Chinatown (Portsmouth Square) and Laurel Heights (Presidio & Geary).

The SFMTA also offers the Single Ride-Senior/Youth/Disabled fare, which is available to senior (aged 65 or older), disabled (with valid monthly sticker and disabled identification card), youth (aged five to 17) and Medicaid-eligible customers. For minority/low-income patrons who fall into those groups, this category is priced significantly under the amount allowable by the FTA, which requires that “elderly persons and persons with disabilities, or an individual presenting a Medicare card will be charged, during non-peak hours for transportation using or involving a facility or equipment of a project financed under Section 5307, not more than 50 percent of the peak hour fare.” (49 U.S. Code Chapter 53) The existing Single Ride Discount Fare is \$0.75, which is a 62.5 percent discount off the existing Single Ride-Adult Fare of \$2.00. The price and discount will remain the same with the July 1, 2012 and July 1, 2013 fare changes. Moreover, the SFMTA’s Single Ride-Senior/Youth/ Disabled cash fare is valid all day, exceeding the FTA requirement that discounted fares be valid only during non-peak periods.

Finally, the SFMTA is continuing its partnership with the San Francisco Human Services Agency (HSA) to provide at-risk minority and/or low-income youth with City-funded Single Ride-Senior/Youth/Disabled Monthly Passes. These subsidized passes are distributed to youth participants in HSA programs.

For the proposed options to reduce or eliminate fares for all youth or for low-income youth only as described in this document, as these options require the use of a Clipper card in order to access the decreased or free fares, there could be a disparate impact for those youth who otherwise pay with cash at the current rate of \$0.75, which is not being proposed for an increase. This potential impact can be mitigated by the distribution of free Clipper cards to affected youth who typically otherwise pay with cash. The SFMTA would implement the fare decrease or elimination under the existing Clipper® fare program. Income threshold would be consistent with Free and Reduced Lunch program eligibility standards. As part of the SFMTA’s efforts to distribute free Clipper® cards for all qualifying youth, the SFMTA will make applications available at school sites, through community based and non-profit organizations and on the SFMTA website. The application would require Youth Clipper® card serial number and income eligibility information, thereby ensuring that only qualifying youth receive the discounted or free youth fare. Youth will have the option of submitting their application to the SFMTA via postal mail, e-mail or in-person at one of the SFMTA’s sales locations.

## **V. Public Comment and Outreach**

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Pursuant to Title VI of the Civil Rights Act of 1964 and its implementing regulations, as well as state and local laws, the SFMTA takes responsible steps to ensure meaningful access to the benefits, services, information, and other important portions of SFMTA’s programs and activities for low-income, minority, and Limited-English Proficient

individuals and regardless of race, color or national origin. Given the diversity of San Francisco and of Muni's ridership, the SFMTA is strongly committed to disseminating information on both service changes and fare increases that is accessible to Limited English Proficient (LEP) persons.

As discussed above, the SFMTA undertook an extensive, multilingual public information campaign in order to obtain public input on the proposed fare changes from all communities. During March and April 2012, the SFMTA will have held two budget hearings and five Budget Town Hall meetings in order to seek out and consider community input. These meetings were noticed in multiple languages (English, Spanish, Chinese, Russian and Vietnamese) and advertised on Muni vehicles and at Muni Metro stations and blast e-mailed to our community and major project mailing lists. As required by the City Charter, advertisements publicizing each of these hearings were placed well in advance in the City newspapers. Multilingual ads were also placed in prominent Chinese and Spanish newspapers in San Francisco and in eight San Francisco neighborhood newspapers. Information was also available to the public through the SFMTA web site during the entire budget process. In addition, information was distributed through press releases and through SFMTA/Muni's Twitter account.

Based on feedback received through this comprehensive, multi-lingual outreach process, the SFMTA Board chose not to proceed with the following fare change proposals for FY12-13 and FY13-14:

- Charging for Transfers for Cash Only Payments;
- Increasing the Cash Fare;
- Increasing Cash Fare for riders not using a Clipper® card; and
- Raising the Adult Pass fare beyond the Indexing Policy.