Potential Future Service and Fare Optimization Concepts

Finance and Capital Committee October 27, 2022

Purpose of Service and Fare Optimization

- Bring fresh perspective and adapt service and fares to best serve customers and maximize Metro's value to the region
- Opportunity to consider changes that align with values and priorities: customer-centric, equitable and inclusive, efficient and effective, optimizing use of assets, fare policy principles
- Build on recent service and fare changes by developing concepts for consideration as part of FY2024 budget and beyond
 - Launch Better Bus network redesign effort
 - Metrorail service optimization and fare concept development





Transit Benefits the Entire Region



Customers and Communities

- Increases access to opportunity
- Serves vulnerable communities
- Reduces the need to own a car
- Provides access to large venues and special events



Safety

- Safer way to travel
- Reduces auto crashes and road deaths



Environment

- Reduces greenhouse gas emissions
- Improves air quality



- Increases employee access to jobs
- Transit-oriented development is shaping the region



Transportation System

- Reduces traffic congestion
- Reduces need for highway construction and parking infrastructure



Potential Future Fare Optimization



Board-adopted Fare Policy Principles (October 2021)



Customer Focused

Adopt customer-focused fare policies and systems to position Metro as an attractive choice in a competitive travel market



Simple and Convenient

Make it simple, intuitive, and convenient for customers to purchase fares and take transit



Equitable

Maintain equitable fares and practices that promote broad access to regional destinations



Seamless

Create a seamless customer experience across modes and operators to promote regional mobility



Built to Drive Ridership

Maximize ridership to support service and regional mobility



Generate Revenue to Maintain Financial and Service Stability

Ensure sustainable revenue and cost efficiency to maintain financial health and sufficient service

Fare policy principles guide development and evaluation of potential fare policy changes



Balancing Considerations in Fare Policy

Simplicity

Ease of use / understanding

Cost of fare collection

Complexity

Linking price to value delivered Linking price to cost of service Customer price sensitivity

Equity

Metro will provide safe, equitable, reliable, and costeffective public transportation



Current Fare Structure

🛺 Rail Fares

- Fares are based on the distance between origin and destination stations
- Mileage rates are applied to that composite distance
- Rates higher during peak periods
- \$2 weekend, late night flat fare

Determining trip distance between stations



' Bus Fares

- \$2 flat fare across system
- Higher prices for express and airport services

Bus Service Type	Fare
Metrobus, MetroExtra, MetroWay, REX	\$2.00
Commuter Bus Routes (17B/G/K/M, 18G/J/P)	\$4.25
Airport Routes (5A)	\$7.50



Recent customer-friendly fare changes

Promote ridership, equity, seamless experience

FY2022 Improvements

- Free rail-bus transfers (\$2 transfer discount)
- Rail weekend \$2 flat fares
- Lower 7-Day Regional Bus Pass Price
 - Pass price of \$12, previously \$15
- Regional providers included in rail-bus combo passes

FY2023 Improvements

- Late-night \$2 Metrorail fares
- Lower monthly unlimited pass price
 - Price of 32 trips, previously 36

Promo

Permanent

50 percent off rail-bus combo passes (1, 3, 7 day) for a month

 50 percent off 7-day unlimited passes for six months

Ridership impacts from fare or service changes build over time



Lower Ridership Reduces Financial Impacts of Fare Changes

- Fare revenue reduced compared to pre-pandemic, contributes less to overall operating budget
- General fare increases would be expected to result in less revenue now than compared to pre-pandemic

Pre-pandemic operating budget



■ Fare Revenue ■ Other Sources

FY2024 forecast operating budget¹



■ Fare Revenue ■ Other Sources

1. FY2024 Operating Budget Outlook, September 2022: \$377M fare revenue



There Are Many Opportunities to Improve Customer Experience



Fare Optimization Goals

Simple and Convenient

- Customers can figure out fare in seconds
- Fares are easy to understand and communicate

 Ability to pay does not determine ability to ride

Equitable

- Ensure people of color and low-income customers equal access to quality service
- Roughly aligns price to value received



Financial Stability

 Ensure sustainable revenue and cost efficiency to maintain financial health and sufficient service



Fare Optimization Concepts







Existing Fares and Fare Policy

International Benchmarking of Metro Fare Structures

Metro fare systems vary globally with sor regional clusteri

Distance-based fares are more common on lon networks and in Asia

U.S. examples of distance-based fares:

- WMATA
- BART
- PATCO
- Sound Transit



Benchmarking Group

Concept A: Fare-Free System

No charge for customers

- No charge for any trip (bus or rail)
- Requires full subsidy, \$465m (FY24)¹
- Lowers income barriers to transit
- Grows ridership
- Long-term considerations:
 - Potential crowding and security issues
 - Subsidy growth over time
 - Costs of fare collection

Concept B: Flat-Fare System

All customers pay one flat rate

- Initial concepts:
 - \$2 all trips, all times
 - \$3 all trips, all times
 - \$4 all trips, all times
- \$2 flat fare would grow ridership but require more subsidy
- \$3 or \$4 flat fare would lose ridership and increase subsidy
- All have equity impacts and considerations

Flat Fare Concept				
Measures \$2 Flat Fare \$3 Flat Fare \$4 Flat Fare				
Est. Ridership Impacts	+5M to +6M	-8M to -13M	-23M to -30M	
Est. Revenue Impacts	-\$61M to -64M	-\$10M to -\$24M	-\$18M to +\$12M	

(Impact estimates based on preliminary conceptual analysis)



Concept C: Zone-Based Fares

Replace mileage-based rail fares with zone-based fares

Multiple Options for Creating Zones

Station Typologies

Political Boundaries

Distance from a Center Point



Other Policy Levers

- Options for charging fares:
 - Zone pairs?
 - Number of zones crossed?
- Options for setting prices:
 - Change minimum/maximum fares?
 - Keep regular and discounted fares?
 - Target revenue growth?

The zone-fare concept is flexible and can be shaped to desired policy outcomes. Its complexity and impacts on ridership, revenue, and equity would depend on those policy decisions.



Zone Fare Concept: Zones by Distance

- Fares based on distance from Metro Center
 - Maintain current base, maximum, and discounted fares
 - Maintain \$2 late night and weekend fares
- 3, 4, or 5 fare zones
- Fares based on the number of zone boundaries a trip crosses, capped at fare to the core
- Tradeoffs between simplicity and granularity
 - Fewer zones vs. linking price and value vs. avoiding large price jumps between zones
- Basing zones on distance vs. other options:
 - Better links price to service used
 - Boundaries set by geometry rather than geography
 - Lower potential equity risks than other zone options





3 Zones Concept

- Boundaries: 3 & 6 miles from Metro Center
- Fare basis: boundaries crossed
- Max fare set to \$4.50



Fare Basis	Regular Fare	Discount Fare
0	\$2.25	\$2.00
1	\$3.00	\$2.65
2	\$4.50	\$3.85
Max	\$4.50	\$3.85





Title VI Equity Scan: ✓





5 Zones Concept

- Boundaries: 3,6,9,12 miles from Metro Center
- Fare basis: boundaries crossed
- Retains current minimum and maximum fares



Fare Basis	Regular Fare	Discount Fare
0	\$2.25	\$2.00
1	\$2.50	\$2.20
2	\$3.50	\$3.10
3	\$4.50	\$3.85
4	\$6.00	\$3.85
Max	\$6.00	\$3.85











5-Zone System: Sample Trips

Tenleytown-AU to Union Station

2 > 1 = One Boundary

	Current	Proposed	% Change
Regular	\$3.15	\$2.50	-21%
Discount	\$2.60	\$2.20	-15%

College Park-U of Md to Columbia Heights

• 4 > 3 > 2 > 1 = Three Boundaries

	Current	Proposed	% Change
Regular \$3.5		\$4.50	27%
Discount	\$3.00	\$3.85	28%

Franconia-Springfield to Pentagon

■ 5 > 4 > 3 > 2 > 1 = Four Boundaries

	Current	Proposed	% Change	
Regular	\$4.70	\$6.00	28%	
Discount	\$3.85	\$3.85	0%	





Zone-Based Fares



Opportunities

Concerns

- Greatly reduces the number of fare combinations
- Simplifies fare tables
- Should be easy to communicate and understand
- Retains rough link between price and value received

- Major change for customers to learn
- Would require intensive customer engagement and training
- Some customers would face large fare increases (higher costs for short trips between zones)
- May lose price-sensitive customers



Concept D: Improving Distance-Based Fares

- Change or eliminate peak/off-peak difference
- Round fares to \$0.25 increments
- Consolidate mileage tiers:

Time	Current Mileage Rate	Potential Mileage Rate
Peak	\$0.29 - \$0.33	\$0.33
Off-Peak	\$0.22 - \$0.24	\$0.22

 Simplify distance calculation (e.g., straight-line distance)

- Allow negative SmarTrip balances
- Custom fare maps for each station, mobile web fare calculators
- Tourist/visitor pass products



Improving Distance-Based Fares



Opportunities

Concerns

- Minor changes for customers to learn
- Simplifies fare tables and reduces number of fare combinations
- Tools could automatically show customers their fare
- Price well aligned to value received

- Still results in a complex fare table and many fare combinations
- Can be difficult to explain and communicate



A Low-Income Fare Product Would Promote Equity and Access

- Low-income customers are more likely to avoid riding Metro due to cost
 - Fares represent a higher percentage of income compared to wealthier riders
 - Less likely to receive tax or employer subsidies through SmartBenefits
 - May be enrolled in assistance programs such as Medicaid, SNAP, or TANF
- A discounted fare program would make transit more affordable, lower barriers, promote ridership
- 17 of the 50 largest transit agencies currently have low-income fare programs



Equitable

Maintain equitable fares and practices that promote broad access to regional destinations

Low Income Share of Ridership, %



Source: Rail and Bus Passenger Surveys



Low-Income Fare Program Example Concept

- Offer low-income customers 50% fare discount*
- Low-income customers could qualify based on enrollment in designated means-tested programs (e.g., Medicaid or SNAP/EBT)
- Potential to fund through subsidy allocation formula that allocates to jurisdictions based on percentage of customers benefitting (e.g., Maximum Fare Subsidy)
 - Alternatively, fund through either jurisdictional reimbursement (e.g., student discount programs) or general subsidy (e.g., senior discount)

Randomized controlled trial underway with Lab@DC – providing participants 50% discount or free fare and comparing with control group

* Potential opportunity for integration with existing Senior and Disabled rider fare programs; currently half the peak fare



Example: Amazon offers discounted Prime memberships to customers participating in qualifying programs.



Low-Income Fare Program Design Considerations

Primary considerations: Create a unified regional program managed by Metro, or coordinate with local/jurisdictional programs?



Potential Improvements Beyond FY2024

Fare Capping

- Caps the maximum total fares customers pay per day
- Encourages ridership
- Promotes equity

Regional Fare Integration

- Create common fare media and linked payments between Metro, regional rail, commuter bus, and bikeshare operators
- Allows customers to pay for all multimodal trips with one fare medium
- Creates the possibility for future regional fare policies (i.e., transfers and passes)

Potential Future Metrorail Service Optimization

What Service Optimization Could Accomplish

Customer Focus / Drives Ridership

- Improve customers' access to destinations and grow system ridership
 - Increase service frequency in areas with high ridership potential
 - Minimize transfer wait times

- Increase access to opportunity
 - Focus on currently under-served areas

Equitable

 Especially benefit people of color and lowincome customers

Asset Optimization

- Optimize use of assets and value delivered from system investments
 - Use available railcar fleet
 - Maximize system design capacity and train throughput

Changing Rail Ridership Profile

Metro was designed as a hybrid system

Regional rail:

 Customers travel farther with longer total journey times

• Urban rapid transit:

 Customers travel shorter distances with less total journey time

Strengthening the Network with Frequency and Efficient Transfers

Frequent service:

- Focuses service where the network is carrying the most customers
- Offers benefits for customers across the entire network, enabling efficient and predictable transfers and providing access to more destinations

Customer use of the Network Passengers per Segment per Month

0-200,000 200,000-500,000 500,000-750,000 750,000-1,000,000 1,000,000-1,300,000

Efficient & Predictable Transfers L'Enfant Plaza Station

Destination Access Example: Anacostia Station

For a customer starting a short walk from Anacostia Metro Station...

By reducing average wait times for Green Line trains and enabling further time savings with quicker transfers to Yellow or Red Line:

Jobs accessible within 30 minutes increase approximately 25%

Infrastructure & Railcars

- Limited locations to reliably turn trains in service
 - New infrastructure investment could enable more service flexibility beyond FY2024
- With railcar fleet (including 7000 series) fully available, can deploy more trains in service than FY2023 budget baseline

Most Metrorail costs are operations and maintenance of fixed assets or otherwise do not vary with service levels

- Metrorail is a \$100 billion regional system supported by ongoing annual operating and capital expenditures maintaining and renewing assets
- The investment provides potential capacity to deliver service at relatively low marginal cost
 - Both fixed and variable costs are potentially changeable independent of service levels, but only variable costs necessarily scale with the amount of service delivered
 - Some types of service level changes affect fixed costs, including changes to operating hours (affecting the cost of operating stations) or changes above certain thresholds affecting fleet and facility footprint (long-term capacity)

FY2023 Metrorail Costs Share of \$1.3B Operating Budget

Fixed costs include operation and maintenance of railyards, track, structures, stations, signals, elevators/escalators, fare collection, maintenance equipment and vehicles, police and security, and administrative support.

Service Optimization Concepts

GR YL **Green/Yellow**

- Increase service on core and southern segments Green and Yellow Lines
- Serve fast-growing parts of the region, including major sports venues and airport

Optimize Red Line service, concentrating frequency in high ridership segments (post-pandemic ridership patterns)

Evaluate through multiple lenses:

Blue/Orange/Silver

- Improve Orange Line service
- Consider first and last train times, airport service, and balance of BL/OR/SV frequency in core and to terminals

Operating Hours

- Consider options including opening earlier on Saturday and Sunday and closing later on Friday and Saturday
- Consider pre-scheduled maintenance outages
- Night-time options

Green/Yellow Line Concepts

Increased Green and Yellow Service with Yellow Line Short Turns

Increase frequency of Green and Yellow Line south of Mt. Vernon Sq. to match effective frequency of Northern Green Line

Opportunity to grow ridership with enhanced service for fast growing parts of system, games and other events at four major sports venues, airport travelers (DCA), and a new station (Potomac Yard)

Reduces transfer times at Gallery Place and L'Enfant Plaza, provides equity benefits on Southern Green Line, increases utilization of key assets (e.g., Yellow Line bridge)

Green/Yellow Line Concepts

Increased Green and Yellow Service with Yellow Line Short Turns

Preliminary Cost and Revenue Estimates

•	Estimated Ridership (Millions, Annual)	Incremental Revenue (\$, Millions, Annual)	Incremental Operating Cost (\$, Millions, Annual)	Incremental Net Operating Budget Impact (\$, Millions, Annual)	
	3	\$ 7	\$ 20	\$ 13	

Preliminary Service Frequency by Segment Minutes between trains Peak

Line	Segment	Baseline	Concept
	Greenbelt to Mt. Vernon Square	5	5 to 6
	Mt. Vernon Sq to L'Enfant Plaza	5	2.5 to 3
GR	L'Enfant Plaza to Branch Ave	10	5 to 6
YL	L'Enfant Plaza to Pentagon	10	5 to 6
	Pentagon to King St	5	3 to 4
YL	King Ot to Ulustington	40	

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constraints to reliable delivery of service beyond that level (e.g., every 5 minutes).

Red Line Concepts

Improve Red Line Transfers with Additional Service between Grosvenor and Silver Spring

Provide more service in the busiest segments of the Red Line by making use of short turns between Grosvenor and Silver Spring, reducing transfer times to other lines

Realignment to improve core frequency and serve growing areas with an approximately similar level of total service

Increased frequency benefits four customer trips for every trip with longer waits (4 to 1 ratio)

Red Line Concepts

Improve Red Line Transfers with Additional Service between Grosvenor and Silver Spring

Preliminary Cost and Revenue Estimates:

•	Estimated Ridership (Millions, Annual)	Incremental Revenue (\$, Millions, Annual)	Incremental Operating Cost (\$, Millions, Annual)	Incremental Net Operating Budget Impact (\$, Millions, Annual)
	0.4	\$ 0.2	\$ 0.3	\$ (0.5)

RD Glenmont Reduced frequency O Wheaton compared O Forest Glen to baseline Rockvil Silver Spring Focus service Twinh in the busiest Grosvenor-Strathmo segment Medical Cente between Grosvenor and Fort Totten Silver Spring, serve growing Brookland-CUA areas Farragut Nor O Rhode Island Ave C NoMa-Gallaudet U O Union Station 0 0 0 Reduced wait times to transfer to the Red Line at Metro Center, Gallery Place, and Benefits up to four times as Fort Totten many customer trips with more service as trips negatively impacted

App is not to scal

Preliminary Service Frequency by Segment Minutes between trains

		Peak		All Day Base*	
Line	Segment	Baseline	Concept	Baseline	Conc
RD	Shady Grove to Grosvenor	5	8	6	10
RD	Gvosvehot to Stiver Spring	5	4	6	5
Reange of railcaspaguirements		5 5	8	6	10

*Until 9:30pm, 7 days a week

Blue/Orange/Silver Line Concepts

Improve Orange Line Service

Provide more service on the Orange Line while maintaining baseline service on the Blue and Silver Lines

Current ridership on the eastern Orange and Blue/Silver branches is roughly even and the New Carrollton branch historically had 10-25% more riders

Improves potential connections at New Carrollton to Amtrak, MARC, and the future Purple Line

Blue/Orange/Silver Line Concepts

Silver Line Express Services

Mitigate the long travel time to and from Ashburn with a new express service

Potential to reduce travel time to and from Dulles and Ashburn by 4 to 6 minutes by adding some trains that skip approximately seven stops between Rosslyn and Wiehle

Options include:

- A few express trains per day
- Add a new all-day express service pattern

Metro is designed as a two-track system with no passing tracks. Without passing:

- An express train can only 'catch up' to the train in front of it
- Travel time savings can be no greater than the local service headway

Estimated Ridership (Millions, Annual)	Incremental Revenue (\$, Millions, Annual)	Incremental Operating Cost (\$, Millions, Annual)	Incremental Net Operating Budget Impact (\$, Millions, Annual)		
0 to 1.5	\$ 0 to 4	\$ 0.5 to 22	\$ 0.1 to 17		

Planning and Analysis Underway to Improve Maintenance Efficiency and Effectiveness

- Maintenance optimization that ensures system safety could also allow for future changes in weekend late night and early morning service hours (close later, open earlier)
- Also exploring concepts for improved overnight and early morning bus service as part of the Better Bus Initiative

Potential Future Service Optimization Concepts

Priority	Concepts	Trips Positively Impacted (Millions, Annual)	Trips Negatively Impacted (Millions, Annual)	Estimated Ridership Change (Millions, Annual)	Incremental Net Op. Budget Impact (\$M, Annual)	Equity Impact (Prelim.)
1	Green/Yellow Line investment	23.3	8.9	2.8	\$ 13.0	\checkmark
2	Red Line service realignment	35.9	9.8	0.45	\$ (0.5)	\checkmark
3	Orange Line Increase	34.1	0	0.5	\$ 6.0	\checkmark
Total		93.3*	18.7*	4	\$ 18.5	\checkmark
	Future: Blue/Orange/Silver Optimization, Silver Line Express**					
	Future: Red Line Frequency Investment**					
	Optimizing maintenance could allow opening earlier or closing later on weekends**					

*Some customers could be impacted by more than one concept

**Additional analysis underway

Assumes railcar fleet fully available (including 7000 series)

Considerations and Constraints

Considerations

Constraints

- Ridership
- Equity
- Customer, community, region-wide impacts
- Cost
- Implementation timeline

- Trunk line capacity
- Railcar availability & reliability
- Staffing
- Operational complexity
- Infrastructure
- Overnight maintenance

Next Steps

- Community, customer, stakeholder engagement
- Further analysis and refinement of service and fare optimization concepts
- Board consideration of updated concepts

Service Frequency Details

		Peak Headway Minutes between trains			All Day Base Headway* Minutes between trains		
Line	Segment	August**	FY23 Budget	Concept***	August**	FY23 Budget	Concept***
RD	Grosvenor to Silver Spring	10	5	4	10	6	5
RD	Shady Grove, Glenmont Terminals	10	5	8	10	6	10
GR YL	Mt. Vernon Sq to L'Enfant Plaza	7.5	5	2.5 to 3	7.5	6	3
GR	Greenbelt Terminal	15	5	5 to 6	15	6	6
GR	Branch Avenue Terminal	15	10	5 to 6	15	12	6
YL	Huntington Terminal	15	10	5 to 6	15	12	6
BL YL	Pentagon to Reagan National Airport	7.5	5	3 to 4	7.5	6	4
BL OR SV	Rosslyn to Stadium-Armory	5	3.3	3	5	4	3.75
OR SV	East Falls Church to Rosslyn	7.5	5	4.3	7.5	6	5.5
OR	New Carrollton Terminal	15	10	7.5	15	12	10
BL SV	Downtown Largo Terminal	7.5	5	5	7.5	6	6
BL	Franconia Terminal	15	10	10	15	12	12
OR	Vienna Terminal	15	10	7.5	15	12	10
SV	Wiehle (Future Ashburn) Terminal	15	10	10	15	12	12
52 **Typical Service in August 2022 (baffred Valland Line cor		ROPOLITAN, AREA TRANSIT AUTHORITY			*Until 9:30pm, 7 days a week		

with reduced service due to limited availability of 7000 series

*Until 9:30pm, 7 days a week ***Assumes railcar fleet fully available (including 7000 series)

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