Background

The Youth Pass Pilot came from a collaboration between the MBTA/MassDOT, transit and youth advocates, the cities of Boston, Malden, Somerville, and the Chelsea Collaborative.

One year old pilot (July 1, 2015- June 20, 2016)

The Youth Pass pilot sold a LinkPass (local bus and subway) for $26 a month or $7 for a 7-day pass

Two eligibility categories
- age 12-18 were automatically eligible
- ages 19-21 had to show enrollment in a GED / workforce training program, or in a means-tested program for low-income
Pilot Research Questions and Data Sources

Research questions on:
• Benefits to participants
• Administrative feasibility
• Impacts on the MBTA

Data Sources
• Application and enrollment surveys
• 30 days of usage before entering pilot
• Tracking of all usage on Youth Pass
• Monthly participant surveys
• Audits and interviews of municipal partners
• Census and other regional data sources
## Pilot Program Applicant Characteristics

- 4,531 youth applied as of May 1, 2016.
- Over 70% of applicants were eligible for a student pass.

### Applicants by Age and School Enrollment

<table>
<thead>
<tr>
<th>Age Of Applicant</th>
<th>Enrolled in School</th>
<th>Percent</th>
<th>Not Enrolled in School</th>
<th>Percent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>13-18 Years Old</td>
<td>3,000</td>
<td>67%</td>
<td>319</td>
<td>7%</td>
<td>3,319</td>
</tr>
<tr>
<td>19-21 Years Old</td>
<td>255</td>
<td>6%</td>
<td>914</td>
<td>20%</td>
<td>1,169</td>
</tr>
<tr>
<td>Total</td>
<td>3,255</td>
<td>73%</td>
<td>1,233</td>
<td>27%</td>
<td>4,488</td>
</tr>
</tbody>
</table>

*Source: MBTA Youth Pass Pilot Program Application Data*
Pilot Participants

- Approximately 770 individuals used the Youth Pass
- Pass sales increased throughout the program
- Highest student usage during summer months

Source: MBTA Youth Pass AFC Data, July 1, 2015 through March 31, 2016. All municipalities are included.
### Changes in Trip Usage

#### Trips Made in School Months

<table>
<thead>
<tr>
<th>Participant Category</th>
<th>Pre-Pilot Unlinked Trips per Month</th>
<th>Youth Pass Unlinked Trips per Month</th>
<th>Change (Total)</th>
<th>Change (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrolled in School (all)</td>
<td>48.2</td>
<td>54.1</td>
<td>+5.9</td>
<td>+12%</td>
</tr>
<tr>
<td>Enrolled in School (no student pass)</td>
<td>27.2</td>
<td>54.1</td>
<td>+26.9</td>
<td>+99%</td>
</tr>
<tr>
<td>Not Enrolled in School</td>
<td>37.3</td>
<td>62.2</td>
<td>+24.9</td>
<td>+67%</td>
</tr>
<tr>
<td>Average</td>
<td>44.5</td>
<td>57.6</td>
<td>+13.1</td>
<td>+30%</td>
</tr>
</tbody>
</table>

- Greatest benefit to students without a student pass
- Greatest usage by youth not enrolled in school

#### Trips Made in Summer Months

<table>
<thead>
<tr>
<th>Participant Category</th>
<th>Pre-Pilot Unlinked Trips per Month</th>
<th>Youth Pass Unlinked Trips per Month</th>
<th>Change (Total)</th>
<th>Change (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enrolled in School</td>
<td>32.1</td>
<td>57.5</td>
<td>+25.4</td>
<td>+79.1%</td>
</tr>
<tr>
<td>Not Enrolled in School</td>
<td>43.1</td>
<td>63.7</td>
<td>+20.6</td>
<td>+47.8%</td>
</tr>
<tr>
<td>Average</td>
<td>36.9</td>
<td>58.7</td>
<td>+21.8</td>
<td>+59.1%</td>
</tr>
</tbody>
</table>
Purpose of trips made with a Youth Pass

- Summer months: 1,158 trips surveyed
- School months: 4,629 trips surveyed
- School the main purpose of trips during school months
- Works and shopping/errands the main purpose during summer months
Alternative Travel Methods with Youth Pass

- Majority of trips would still have been made on the MBTA
- 13-14% of trips would not have been taken without a Youth Pass
- Of the trips that wouldn’t have been taken 24% were for school and 17% were for work
Benefits to Participants

There was significant benefit to participants of the pilot. The majority of the participants will now receive this benefit with the Student Pass on the Fare Vending Machines and available during summer months. The remaining participants will lose access if the Youth Pass pilot ends and is not extended to a full program:

- 12-18 year olds not in middle/high school
- 19-21 year olds not in middle/high school and means-tested
Administrative Feasibility

MBTA staff conducted site visits of partners and analyzed Youth Pass usage from the AFC system.

All partners were found to be following agreed administrative procedures.

No evidence of fraudulent usage was found.

Partners expressed concern with lack of staff resources given design of pilot, but these would be alleviated if participants could reload cards at Fare Vending Machines.

In a full program partners would continue to verify eligibility and produce photo ID cards once a year for each participant.
Possible Actions for the FMCB:

Without any action the Youth Pass Pilot ends June 30, 2016

Changes to the existing Student Pass will give Youth enrolled in middle/high school full access starting September 1, 2016

Only gap is summer of 2016, MBTA will continue offering summer student passes to schools

FMCB could extend the Youth Pass pilot for existing participants only to fill the gap
Addressing Youth Not Eligible for Expanded Student Pass Program

FMCB could create a Youth Pass administered by municipalities open to:

1. Youth 12-18 not enrolled in middle/high school
2. Youth 19-21 fitting the existing eligibility criteria
   - enrollment in a GED/job training program
   - fitting low-income screen by enrollment in MassHealth, SNAP, public housing, etc
3. Additional eligibility or age criteria
Youth Pass Pilot

To create cost estimates we assume:

Youth Pass applies to:

- 12-18 year olds not in high school/middle school
- low-income 19-21 year olds (using income as proxy for eligibility screens)

Monthly LinkPass valid on subway and local bus only costs $30 and is available 12 months a year

Monthly Pass is available on the Fare Vending Machine for people with a valid Youth Pass CharlieCard

Municipal partners can opt-in and only youth in those cities can participate
Methodology for Estimating Lost Revenue

Determine universe of eligible and possible users of the Youth Pass

12-18 not in middle/high school, live near transit, report using transit
19-21 not in middle/high school, in low-income households, live near transit, report using transit

Determine estimate of lost revenue for each month of participation using spending patterns collected during the Youth Pass pilot

Number of municipal participants

- Lower bound (existing partners only)
- Upper bound (17 core MBTA service area municipalities)

Sensitivity analysis for participation rates by youth

What percent of eligible youth spend more than $30 a month and will take the steps necessary to enroll
Estimated Lost Revenue: Covering Out of School 12-18 year olds

Sensitivity Analysis based on participation rates and partner cities

<table>
<thead>
<tr>
<th>Participation Rate</th>
<th>Existing Partners</th>
<th>All core cities</th>
</tr>
</thead>
<tbody>
<tr>
<td>15%</td>
<td>$73,000</td>
<td>$127,000</td>
</tr>
<tr>
<td>20%</td>
<td>$97,000</td>
<td>$169,000</td>
</tr>
<tr>
<td>30%</td>
<td>$147,000</td>
<td>$253,000</td>
</tr>
<tr>
<td>50%</td>
<td>$244,000</td>
<td>$422,000</td>
</tr>
<tr>
<td>100%</td>
<td>$487,000</td>
<td>$846,000</td>
</tr>
</tbody>
</table>

Existing Partners
Boston, Chelsea, Malden, Somerville

17 core cities
Arlington, Belmont, Boston, Brookline, Cambridge, Chelsea, Everett, Lynn, Malden, Medford, Melrose, Milton, Newton, Quincy, Revere, Somerville, Watertown

Additional MBTA administrative costs: would require an additional staff person to manage Youth Pass and changes to Student Pass program
## Estimated Lost Revenue: Covering Low-Income 19-21 year olds

### Sensitivity Analysis based on participation rates and partner cities

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<tr>
<th>Participation Rate</th>
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<th>All core cities</th>
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</thead>
<tbody>
<tr>
<td>15%</td>
<td>$333,000</td>
<td>$466,000</td>
</tr>
<tr>
<td>20%</td>
<td>$444,000</td>
<td>$622,000</td>
</tr>
<tr>
<td>30%</td>
<td>$666,000</td>
<td>$933,000</td>
</tr>
<tr>
<td>50%</td>
<td>$1,110,000</td>
<td>$1,554,000</td>
</tr>
<tr>
<td>100%</td>
<td>$2,221,000</td>
<td>$3,109,000</td>
</tr>
</tbody>
</table>

Additional MBTA administrative costs: would require an additional staff person to manage Youth Pass and changes to Student Pass program.
## Estimated Lost Revenue: Both age groups

### Sensitivity Analysis based on participation rates and partner cities

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<th>Existing Partners</th>
<th>All core cities</th>
</tr>
</thead>
<tbody>
<tr>
<td>15%</td>
<td>$406,000</td>
<td>$593,000</td>
</tr>
<tr>
<td>20%</td>
<td>$542,000</td>
<td>$791,000</td>
</tr>
<tr>
<td>30%</td>
<td>$812,000</td>
<td>$1,186,000</td>
</tr>
<tr>
<td>50%</td>
<td>$1,354,000</td>
<td>$1,977,000</td>
</tr>
<tr>
<td>100%</td>
<td>$2,708,000</td>
<td>$3,955,000</td>
</tr>
</tbody>
</table>

Additional MBTA administrative costs: would require an additional staff person to manage Youth Pass and changes to Student Pass program.
Recommendations by Youth Pass Pilot Partners

Turn pilot into full program starting Sept 1, 2016 with pass sales on FVMs

Continue pilot for current participants for July and August 2016 at $30 rate using existing sales model

Cities would opt-in and manage eligibility and card distribution

Eligibility

- 12-18, not enrolled in middle/high school
- 19-21 means-tested

Proposed new eligibility

- 19-21 in community college (no lost revenue estimate available)
- Possible expansion to age 25 (no lost revenue estimate available)
Possible actions for the FMCB to take

No action, pilot ends June 30, 2016
Extend existing participants in the pilot to September 1, 2016
Create a Youth Pass fare product
  Open to 12-18 year olds not in middle/high school
  Open to 19-21 year olds meeting eligibility criteria
Update on Student Pass on Fare Vending Machine Implementation

All schools in the Student Pass Program have been informed of the program changes and the need to assign all cards to specific students to reduce risk for fraud.

Our IT team is working to make necessary changes to the Pass Portal website schools use to track cards.

Our AFC vendor is working to implement the necessary technical changes for the Fare Vending Machines.

MBTA police and staff members are working to identify how to reduce possible fraud and track it.

The new cards with the 1 year validity have been ordered.