

ISSUE BRIEF: Policy 2.5.12 Fare Policy

Monitoring Period: August 8, 2020 – August 2021

Due to the Board in September 2021

Finance Committee Meeting Date: September 14, 2021

Board Meeting Date: September 23, 2021

INFORMATION TYPE

Decision

RECOMMENDED ACTION(S)

Board reviews this monitoring report and completes the survey provided in this link by September 13, 2021.

Board considers accepting this monitoring report in September as either level:

- A In compliance, OR
- B In compliance, except for item(s) noted

BACKGROUND

Monitoring Reports are a key Policy Governance tool to assess organizational/CEO performance in achieving Ends (1.0) within Executive Limitations (2.0). A Policy-Governance-consistent Monitoring Process is:

- 1. CEO sends Monitoring Report to all board members
- 2. At Board meeting, board accepts Monitoring Report through majority vote (or if not acceptable, determines next steps)

ISSUE SUMMARY

TheRide's Board of Directors establish policies that define what methods are unacceptable to use to achieve expected results, called Executive Limitations. This monitoring report provides the CEO's interpretations of those policies, evidence of achievement, and an assertion on compliance with the Board's written goals. As with other monitoring reports, the Board decides whether the interpretations are reasonable, and the evidence is convincing.

It is worth noting that the Board created this policy on August 20, 2020, two weeks after emergency suspension of fare collection had ended. I certify that the information is true and complete, and I request that the Board accept this as indicating an acceptable level of compliance.

CEO's Signature

Date

August 30, 2021

IMPACTS OF RECOMMENDED ACTION(S)

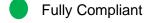
1. Governance: Perform key Policy Governance process

ATTACHMENTS

1. Monitoring report for Policy 2.5.12: Fare Policy

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POLICY 2.5.12: FARE POLICY	Page #	Compliance
2.5 With respect to the actual, ongoing financial condition and activities, the CEO will not cause, allow or fail to address the development of fiscal jeopardy or deviation of actual expenditures from Board priorities established in Ends policies.	3	
Further, without limiting the scope of the foregoing by this enumeration, the CEO shall not		
2.5.12 Adjust passenger fares.		
2.5.12.1 Request authorization to adjust passenger fares without (a) incorporating the request into a budget or budget amendment for board consideration, (b) providing data that demonstrates the fare adjustment is fiscally responsible and aligned with achievement of the board's Ends, and (c) providing data that supports an informed decision by the board – including but not limited to clearly articulated information about the following:	3	
A. A clear listing of all proposed fare categories/types and prices, along with supporting information.		
B. The fare discounts to be provided for low-income residents and other vulnerable populations and rationale for how residents qualify for fare discounts.		
C. The impact of the proposed adjustment on equity among different fare categories.		
D. The implication of the proposed fare adjustment on ridership.		
E. The implications of the proposed adjustment on the authority's budget and the financial trade-offs required (e.g., tax rate increase/decrease, increased/decreased services, impact on reserve or deficit, etc.).		
F. Opportunities that users, residents, Legal Owners, and stakeholders had to provide feedback on the proposed adjustment, the nature of their feedback, and how their feedback has been addressed.		
2.5.12.2 Let the travelling public, residents and businesses be without reasonable advance notice of approved changes to fares.	4	









Cannot be determined

Preliminary CEO Interpretations and Evidence

Policy 2.5.12: (The CEO shall not...) Adjust passenger fares.

- 2.5.12.1 Request authorization to adjust passenger fares without (a) incorporating the request into a budget or budget amendment for board consideration, (b) providing data that demonstrates the fare adjustment is fiscally responsible and aligned with achievement of the board's Ends, and (c) providing data that supports an informed decision by the Board including but not limited to clearly articulated information about the following:
 - A. A clear listing of all proposed fare categories/types and prices, along with supporting information.
 - B. The fare discounts to be provided for low-income residents and other vulnerable populations and rationale for how residents qualify for fare discounts.
 - C. The impact of the proposed adjustment on equity among different fare categories.
 - D. The implication of the proposed fare adjustment on ridership.
 - E. The implications of the proposed adjustment on the authority's budget and the financial trade-offs required (e.g., tax rate increase/decrease, increased/decreased services, impact on reserve or deficit, etc.).
 - F. Opportunities that users, residents, Legal Owners, and stakeholders had to provide feedback on the proposed adjustment, the nature of their feedback, and how their feedback has been addressed.

Degree of Compliance: In Compliance

Interpretation

I understand this policy to mean that the CEO and staff cannot adjust fare rates without prior approval from the Board.

Compliance will be demonstrated when any proposal to change fares is part of a formal budget document sent to the Board for consideration and addresses the elements A-F listed above.

Further, it is my interpretation that the CEO can temporarily suspend and resume fare collection in the event of a public emergency.

Evidence

The September 2021 Board packet includes a final recommended budget document that

provides the information identified above as Appendix 4 of the FY2022 Recommended Budget. It is this final publication that we believe provides final evidence of compliance. For review and consideration as part of this monitoring report, Appendix 4 is attached to this report and will also be included in the full budget report to be provided in the September 2021 Board packet.

In addition, The DRAFT Operating and Capital Budget for FY2022 that was reviewed at the Board meeting on August 19, 2021, included the rate adjustments in the context of the FY2022 Budget, with supplemental information on pages 41-43 of the presentation. The proposal for fares had also been discussed with the Board at the June 17, 2021, meeting (item 4.2, pgs. 70-77) and throughout the month of August 2021 at Board Committee meetings. All the Board meeting agendas and packets are available on the AAATA website. The broader proposed fares changes were discussed with the Board informally in 2020 and even before as evidenced by various Committee meeting packets.

A year ago, the FY2021 Budget was adopted a month after this policy was initially approved and the budget document was already largely developed. While staff did not address all the elements of the new policy, many were addressed in Appendix 3. However, there were no proposed changes to fares. The Board did not raise any objections at that time. (Going forward, the CEO suggests that the monitoring report only address one fiscal year at a time, to avoid confusion.)

POLICY 2.5.12.2

Let the travelling public, residents and businesses be without reasonable advance notice of approved changes to fares.

Degree of Compliance: In Compliance

Interpretation

I understand this policy to mean that if fares are to be changed, the CEO will work to make the public aware of the impending change before it occurs.

Compliance will be demonstrated when public notice about the impending change is provided at least 30 days prior to the implementation of the change (although this may be suspended during emergencies). While public notice methods may evolve, they will at least include: prominent hardcopy notices posted at terminals and in buses, and notice on the AAATA website. Other methods may also be employed.

Evidence

There were no changes to fares during this monitoring period (FY2021: Oct 2020 – Aug 2021) so no evidence of compliance is required.

Evidence of compliance with changes proposed in the FY2022 Budget will be addressed in the next monitoring report. The changes proposed in the FY2022 budget will be implemented in January 2023.

(Note: In mid-2020 the CEO did authorize the temporary cessation of fare collection due to the pandemic. Fare collection resumed on August 2, 2020, 18 days prior to the adoption of this policy, although previous policies also restricted the CEO from making fare changes and required public notifications. Due to the nature of the emergency, the initial cessation of fare collection did not meet the 30-day notification period. Public notifications about the *resumption* of fare collection began on July 15, 2020. This was notified via <u>press release</u>, social media, and other means. Due to the emergency situation in 2020 and policies changes, it is not clear to the CEO whether the Board wishes to monitor compliance during that period.)

Board's Conclusion on Monitoring Report

Guidance on Determining "Reasonableness" of CEO Interpretations

The International Policy Governance Association has developed the following guidance for Board members to use in deciding whether a CEO's interpretation is "reasonable":

An interpretation is deemed to be reasonable when it provides an operational definition which includes defensible measures and standards against which policy achievement can be assessed...

Defensible measures and standards are those that:

- Are objectively verifiable (e.g., through research, testing, and/or credible confirmation of observable phenomena.)
- Are relevant and conceptually aligned with the policy criteria and the board's policy set.
- Represent an appropriate level of fulfillment within the scope of the policy.
- "What makes an Interpretation Reasonable and What are the Expectations for the Operational Definition: Policy Governance Consistency Framework Report Number 2". International Policy Governance Association. June 11, 2016. Available on the IPGA website.

Board's conclusion after monitoring the report.

Following the Board's review and discussion with the CEO, the Board finds that the CEO:

- A. Is in compliance.
- B. Is in compliance, except for item(s) noted.
- C. Is making reasonable progress toward compliance.
- D. Is *not* in compliance or is *not* making reasonable progress toward compliance.
- E. Cannot be determined.

At the September 23, 2021 Board Meeting, the Board approved this monitoring report for Policy 2.5.12 as (B) in compliance, except for items noted in their discussion at the meeting. They described Policy 2.5.12.1 as partially compliant as opposed to fully compliant as described in the report.

4. Fares

Table 4.1 presents current year fares and proposed fares for the new fiscal year. Fare changes planned for FY2022 are highlighted in grey and are anticipated to be implemented in the second quarter of the fiscal year (January to March).

Table 4.1 - FARES		
	Current	Proposed
FIXED ROUTE FARES	FY2021	FY2022
Cash Fares	4	
Full Fare Cash	\$1.50	\$1.50
Transfer	Free	Free
Reduced Cash Fares		
Youth (Grades K-12)	\$0.75	\$0.75
Children (5yrs & Younger)	Free	Free
Fare Deal Card	\$0.75	\$0.75
A-Ride Card	Free	Free
GoldRide Card	Free	Free
Passes and Tokens		
Day Pass	\$4.50	\$3.00
Reduced Day Pass	N/A	\$1.50
30 Day Pass	\$58.00	\$45.00
30 Day Value Pass (Senior)	\$29.00	\$22.50
30 Day Value Pass (Income Elig.)	\$29.00	\$22.50
30 Day Value Pass (Disability)	\$29.00	\$22.50
30 Day Value Pass (Student)	\$29.00	\$22.50
Full Fare Token	\$1.50	\$1.50
Reduced Fare Token	\$0.75	\$0.75
SPECIAL SERVICES FARES	Current FY2021	Proposed FY2022
GroceryRide		
GroceryRide	\$0.75	\$0.75
NightRide		
NightRide (Full Fare)	\$5.00	\$5.00
NightRide (go!Pass)	\$3.00	\$3.00
NightRide (Reduced Fare)	\$2.50	\$2.50
NightRide (Surcharge/outside A2)	\$2.00	\$0.00
NightRide (Child age 5 & under)	Free	Free
HolidayRide		
HolidayRide (Full Fare)	\$5.00	\$5.00
HolidayRide (go!Pass)	\$3.00	\$3.00

HolidayRide (Reduced Fare)	\$2.50	\$2.50
HolidayRide (Surcharge/outside A2)	\$2.00	\$0.00
HolidayRide (Child age 5 & under)	Free	Free
FootballRide		
One-Way	\$1.50	\$1.50
Round Trip	\$3.00	\$3.00
	Current	Proposed
EXPRESSRIDE FARES	FY2021	FY2022
Cash Fares		
One-Way Cash	\$6.25	\$6.25
Transfer from Fixed Route	\$4.75	\$4.75
Passes and Tickets		
30 Day Commuter Pass	\$125.00	\$125.00
10-Ride Ticket	\$62.50	\$62.50
Reduced Passes		
Mride	\$62.50	\$62.50
go!Pass	\$62.50	\$62.50
*ExpressRide service has been suspended due t	o the pandemic.	
	Current	Proposed
A-RIDE FARES	FY2021	FY2022
Cash Fares		
Advance Reservation	\$3.00	\$3.00
Same Day Reservation	\$4.00	*\$4.00
Will Call return Trip	\$3.00	\$3.00
Companion Fare	\$3.00	\$3.00
Companion Fare (Youth K-12)	\$1.50	\$1.50
Companion Fare (Age 5 & Under)	Free	Free
Personal Care Assistant	Free	Free
Scrip Coupons		
Booklet of 10	\$30.00	\$30.00
*Same day reservation has been suspended due	e to the pandemic	•
	Current	Proposed
AIRRIDE FARES	FY2021	FY2022
Advance Reservation	4.5.5.5	
Standard One-Way Fare	\$12.00	\$12.00
Standard Round Trip	\$22.00	\$22.00
Seniors One-Way	\$6.00	\$6.00
Seniors Round Trip	\$11.00	\$11.00
Disabled One-Way	\$6.00	\$6.00
Disabled Round Trip	\$11.00	\$11.00
Youth (Ages 2-17) One Way	\$6.00	\$6.00
Variable (Assas 2 47) David Take		4
Youth (Ages 2-17) Round Trip	\$11.00	\$11.00

Walk-On Fares		
Standard One-Way Fare	\$15.00	\$15.00
Seniors	\$7.50	\$7.50
Disabled	\$7.50	\$7.50
Youth (Ages 2-17)	\$7.50	\$7.50
	Current	Proposed
D2A2 FARES	FY2021	FY2022
Advance Reservation		
Standard One-Way Fare	\$6.00	\$6.00
Senior/Disability One-Way Fare	\$4.00	\$4.00
Book of 10 Rides (\$5 Each Trip)	\$50.00	\$50.00
Walk-On Fares		
Standard One-Way Fare	\$8.00	\$8.00
Senior/Disability One-Way Fare	\$4.00	\$4.00
	Current	Proposed
FLEXRIDE FARES	FY2021	FY2022
Standard Adult One-Way	\$1.00	\$1.00
Students (K-12, ages 6-18)	\$0.50	\$0.50
Children (Age 5 & Under)	Free	Free
Fare Deal Card	\$0.50	\$0.50
A-Ride Card	Free	Free
GoldRide Card	Free	Free
30-Day Value Pass (Fare Deal)	Free	Free

Federal Transit Administration (FTA) Fare Change Requirements

As it relates to fare changes, The Federal Transit Administration (FTA) requires every transit agency with more than 50 fixed route buses and receiving federal funding conduct a Fare Equity Analysis prior to approving any change in transit fares or fare media. The purpose of the Fare Equity Analysis is to determine if the change in fares will have a disparate impact on minorities protected by Title VI of the Civil Rights Act of 1964 or place a disproportionate burden on persons with low income as defined in Presidential Executive Order 12988.

To that end, TheRide engaged an independent consultant to complete an Equity Analysis for Proposed Fare Changes in July 2021 that evaluated the proposed fare changes, with respect to FTA requirements, as presented in the FY2022 Proposed Budget. The study concludes that there are no disparate impacts or disproportionate burdens created by the proposed changes and that the fare change proposal complies with the federal requirements.

Additionally, FTA requires the agency to ensure that minority, low-income, and limited English proficient communities have an equal opportunity to participate in the public involvement process preceding a decision to change service and fares.

To that end, TheRide staff held six virtual meetings throughout the month of June to inform the public and solicit public involvement regarding service and fare changes. Out of the six virtual meetings, TheRide had 34 unique public attendees, where some chose to attend multiple meetings. TheRide received a total of 96 comments from 59 unique individuals. There were very few comments about the fare change proposal, and no underlying theme. Additional information is provided in the 2021 June Public Outreach Public Feedback Summary.

Board Policy Fare Change Requirements

Per section 2.5.12 of TheRide's Board Policy Manual (version 2.18), the CEO shall not request authorization to adjust passenger fares without (a) incorporating the request into a budget or budget amendment for board consideration, (b) providing data that demonstrates the fare adjustment is fiscally responsible and aligned with achievement of the board's Ends, and (c) providing data that supports an informed decision by the board. TheRide staff is has presented the proposed fare changes for FY2022 by incorporating the request in the <u>DRAFT Operating and Capital Budget for FY2022</u> at the August 19, 2021, Board Meeting (the DRAFT Budget) and in the <u>Recommended Operating and Capital Budget for FY2022</u> (the Recommended Budget) presented for approval on September 23, 2021.

To further demonstrate that the proposed fare adjustment is fiscally responsible and aligned with achievement of the board's ends, staff has presented the following data and information to support an informed decision by the board:

- A. <u>A clear listing of all proposed fare categories/types and prices, along with supporting information</u> is provided in Section 4 in the Appendices of the DRAFT Budget and the Recommended Budget. All fare categories, types and fares offered are listed in a Table 4.1 of the Appendices. Supporting information describing more detail of the fare categories and types is provided in Section 2.1, Current Fare Structure, of the <u>AAATA Fare Study Report</u> (Fare Study Report) issued on September 7, 2018.
- B. <u>The Fare discounts to be provided for low-income residents and other vulnerable populations</u> is provided in Section 4 in the Appendices of the DRAFT Budget and the Recommended Budget.
 - The rationale for how residents quality for fare discounts is partially described in detail in Section 3.3, Discount Fare Programs, of the Fare Study Report. As described in Section 3.3, fare discounts offered by TheRide meet and often exceed FTA requirements and peer transportation agency programs. Section 3.3.1 states that FTA required programs offered by TheRide include and are characterized as follows:
 - Seniors The FTA requires its grantees to offer half-fare discounts on cash fares to seniors ages 65 and older. TheRide goes beyond this requirement by offering free fixed route fares to seniors 65+ and 50% discount fares to individuals ages 60 to 64.
 - Persons with disabilities The FTA requires its grantees to offer half-fare discounts on
 cash fares to persons with disabilities. On its fixed route services, TheRide offers free fares
 for ADA-Eligible riders and discount fares to persons with disabilities who are not
 registered or who do not qualify for ADA paratransit service.
 - Personal care attendants (PCAs) The FTA does not allow PCAs to be charged on ADA paratransit service. TheRide also does not charge for PCAs to ride as a companion on fixed route service.

Exceeding FTA requirements and offering additional discount options to passengers is instituted in the Fare Deal program, which is a fare discount program that was created to further the Board's ends with respect to providing affordable public transportation options for people with economic challenges. Additional discount options under the Fare Deal program, not addressed in Section 3.3.1 of the Fare Study and not required by the FTA are designed to provide low-income residents of member jurisdictions (Ann Arbor, Ypsilanti, and Ypsilanti Township) with discounted fares. Riders in these communities have access to a discounted passenger fare for the fixed-route service that is equal to or better than the 50% discount required of all transit agencies by the Federal Transit Act. This is reasonable because, unless fares are free, there will be a need to establish a threshold. A threshold based on income is the most effective way to target the additional subsidy specifically to persons with economic challenges. This discount is reasonable as it is the maximum discount, we can offer given existing resources and the need to use passenger revenue to help fund services.

Eligibility for the program is determined by being able to present a Medicare or Medicaid card and a valid State ID.

- Medicare eligibility is based on state of residence, age, disability and/or chronic illness.
 Each state has different eligibility requirements. However, Medicare users are often 65 years old and above.
- Medicaid eligibility are those who do not qualify for Medicare (16-64 years) and have an income at or below 133% of the federal poverty level (\$16,000 for a single person or \$33,000 for a family of four), are not pregnant and reside in Michigan may qualify for Medicaid also known as the Healthy Michigan Plan in Michigan.

To determine eligibility for income-based Fare Deal programs, income verifications are performed by third party agencies that routinely and consistently qualify low-income individuals for reduced fee programs.

- C. The impact of the proposed adjustment on equity among different fare categories is presented in the Equity Analysis for Proposed Fare Changes completed in July 2021. In summary, an independent consultant assessed the proposed changes to identify if any disparate impacts or disproportionate burdens would be created as a result of implementing the proposed fare changes. The analysis is described in detail in Section 3 of the report, with supporting detailed calculations summarized in Figure 3. In summary, the report concluded the following regarding the impact of proposed adjustment:
 - equity analysis calculations show that there are no disproportionate burdens or disparate impacts created by the proposed changes,
 - the fare change proposals comply with federal requirements, and
 - the fare change proposals comply with board policies.
- D. <u>The implication of the proposed fare adjustment on ridership</u> was presented to the Board during the Board meeting on June 17, 2021, in the agenda item <u>4.2 Issue Brief Fare Changes</u>. In Attachment 3, of the agenda item (page 77 of the board packet), there is a detailed discussion of the projected impacts of the proposed fare changes on ridership and revenue. An independent consultant Fare modeling concluded the following key points regarding impacts on ridership:
 - for FY2022, fixed-route ridership is projected to increase by 0.8%; NightRide/HolidayRide is projected to increase by 2.3%, and

- the anticipated impact on reducing cash boarding numbers cannot be understated. The
 repriced 1-Day Pass can help reduce the number of transfers issued as well as enable
 riders to purchase 1-Day Passes on the beginning of the day. Cash handling is reduced
 by eliminating the need to pay cash again for return trip.
- E. <u>The implications of the proposed adjustment on the authority's budget and the financial trade-offs required</u> were presented at board committee meetings between July 29th and August 10th, and during the Board meeting on August 19, 2021, as part of agenda item <u>4.4 FY2022 Draft Budget</u>. In summary, illustrations provided on <u>page 133 of the August 19, 2021, board meeting packet</u> demonstrate that the budgetary impact of the fare change proposal is minimal and that financial trade-offs are directly tied to advancing board ends.

Collectively, the proposed fare changes advance the following board ends in the following ways:

- Serves customers better with simplification and improved equity of the fare structure,
- Modernizes the ride by improving consistency in the fare structure, and
- Supports community recovery by reducing costs for riders who more consistently rely on the service and incentivizing ridership.

The proposed fare changes may nominally contribute to the impact of the operating deficit, but it is largely uncertain, and the risk is regarded by staff as minimal and manageable.

Uncertainties regarding passenger response to the reduced fares and post-pandemic ridership recovery are speculative. The budgetary impact is estimated to be only as high as 1.4% of total fare revenues, or \$60,000, in 2022. Ridership recovery projections in FY2023 demonstrate that the projected impact on fare revenue loss is expected to be indistinguishable.

The budget presented for board approval in September is a balanced budget and includes the impacts of the proposed fare changes.

Performance of ridership recovery and trends regarding fare types utilized will be closely monitored by staff and, if necessary, modifications may be provided to the Board for future consideration.

- F. Opportunities that users, residents, Legal Owners, and stakeholders had to provide feedback on the proposed fare adjustment, the nature of their feedback and how their feedback has been addressed is provided in the 2021 June Public Outreach Public Feedback Summary dated July 15, 2021. TheRide hosted several meetings to present the final August Service Recovery Plan and receive feedback from the Fare Change Proposal. As outlined in more detail in the summary document, staff engaged the public and solicited public comments in the following manner:
 - TheRide hosted six virtual meetings (via Zoom) to present and receive feedback from the Fare Change Proposal
 - The meetings were held during typical lunch break and post-workday schedules
 - Comments could also be provided via phone, e-mail, TheRide's online platform, and regular mail

In all, there were 59 unique individuals with a total of 96 comments received for consideration regarding the August Service Recovery Plan and the Fare Change Proposal, combined.

In summary, there were very few comments regarding the fare change proposal and there was no underlying theme. There were four comments expressing concern about A-Ride fares increasing, which is not a consideration in the fare change proposal.





2021 June Public OutreachPublic Feedback Summary

July 15, 2021 Elyse Osterday

ANN ARBOR AREA TRANSPORTATION AUTHORITY

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Summary

TheRide hosted six virtual meetings to present the final August Service Recovery Plan and review and receive feedback from the Fare Change Proposal. These six meetings were hosted through Zoom and were during typical lunch break and post-workday schedule. The meetings occurred at the following times:

- Tuesday, June 15 at 6 p.m.
- Wednesday, June 16 at 12 p.m.
- Thursday, June 17 at 12 p.m.
- Tuesday, June 22 at 12 p.m.
- Wednesday, June 23 at 6 p.m.
- Thursday, June 24 at 6 p.m.

Public feedback was recorded from these virtual meetings, but could also be received by phone, e-mail, TheRide's online platform, and via regular mail. The public were provided to submit their feedback for one whole month, where July 7, 2021, was the last day to submit official feedback.

Out of the six virtual meetings, TheRide had 34 unique public attendees, where some chose to attend multiple meetings. TheRide has received a total of 96 comments from 59 unique individuals. Most of the comments came through public meetings.

Contact Method:

Public Meeting	44
E-mail	19
Website	15
Phone	14
Social Media	4
Grand Total	96

August 2021 Recovery Plan Comments: There is no underlying theme. Each comment is unique per individual. Several are confirmation about route destinations and times.

Fare Change Proposal: There were very few comments about the fare change proposal, and no underlying theme. Most are concerns about A-Ride fares increasing (4 comments), which is not being proposed.

GoldRide Fare Change: Most comments were concerns about the large increase in GoldRide fares (17 comments).

Comments by Category

Coverage	27
Other	19
Fare- GoldRide	17
Fare	6
GoldRide	4
Fares – A-Ride	4
Span of Service	3
General	3
A-Ride	3
Frequency	3
Trip Times	2
Day of week	2
Title VI	1
Grand Total	96

Document Control

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