Independent Democratic Conference

ne Busloads

An Investigation Into the

Most Unsafe Bus Companies

Operating in New York

Violations b

September 2017

INTRODUCTION

At 6:15 a.m. on September 18, 2017, a bus owned by the Dahlia Group, a charter bus company, crashed into an MTA Q20 bus making a turn onto Northern Boulevard in Flushing, Queens¹. The crash left three people dead, including a passenger on the Q20, a pedestrian, and the driver of the charter bus. The investigation into the crash has revealed that the driver of the charter bus who died, Raymond Mong, had previously been involved in a drunk driving incident in Connecticut² in 2015, upon which he fled the scene of the accident and was subsequently convicted of related charges. The MTA fired him before he started working for the Dahlia Group. Mr. Mong was driving at twice the speed limit the day of the Queens bus crash³ and ignored a red light before crashing into the Q20 bus. It has also been reported that the Dahlia Group failed to notify the New York State Department of Motor Vehicles as required by law that it had hired a driver with a drunk driving conviction⁴. Along with violating state law, the Dahlia Group has been cited for multiple unsafe driving violations since 2015⁵, including incidents of drivers going more than 15 miles above the speed limit and drivers ignoring traffic control devices⁶. The company was also involved in a deadly crash last year in Connecticut.⁷

Following this fatal September crash, the Independent Democratic Conference decided to examine the records of bus companies being used by New Yorkers to find if other companies have similarly poor records with regards to unsafe driving. We focused on measures of unsafe driving, as federal studies have shown a high correlation between unsafe driving behavior and a higher incidence of crashes. Unfortunately, after examining the records of hundreds of bus companies we found a number of companies with even worse driver safety records in the same period of time than the company involved in the deadly crash. These companies have a significantly higher rate of unsafe driving violations than their counterparts do in the industry, and many of them had high levels of violations for other safety categories, such as violating the hours of operation meant to limit the time drivers are active during the day. This report highlights the ten companies we found with the poorest records according to data from the Federal Motor Carrier Safety Administration.

The IDC believes that it is imperative to ensure the safety of bus passengers. In order to achieve this, the IDC is recommending a number of legislative changes. We want to increase fines for companies that fail to provide mandated information to the State Department of Motor Vehicles. In addition, bus companies would have to make safety information available to the public. Ensuring that the DMV and the public are adequately informed will make it harder for unsafe operators to function and threaten the safety of our streets.

¹ http://newyork.cbslocal.com/2017/09/18/queens-bus-crash/

² http://abcnews.go.com/US/dead-buses-collide-queens-york/story?id=49927726

³ http://www.nbcnewyork.com/news/local/Bus-Crash-Queens-Flushing-DUI-Driver-NTSB-Investigation-MTA-Death-Injuries-445740053.html

⁴ http://nypost.com/2017/09/19/driver-in-deadly-bus-crash-was-illegally-employed-by-charter-company/

⁵ http://www.nydailynews.com/new-york/queens/bus-company-fatal-queens-crash-unsafe-driving-record-article-1.3504034

⁶ https://ai.fmcsa.dot.gov/SMS/Carrier/1788395/CompleteProfile.aspx

⁷ https://www.bloomberg.com/news/articles/2017-09-18/company-in-fatal-queens-bus-crash-has-been-cited-for-safety

KEY FINDINGS:

- Out of 249 bus companies with inspections data examined in the Safety Measurement System (SMS), 121 companies had unsafe driving violations recorded.
- Of these 121 companies, 51 had sufficient violations to be given a percentage value, which compares these companies to other bus companies in terms of overall safety. The higher the percentage value given, the worse the company's driver safety record.
- Ten of these companies scored at 70% or higher, meaning they are in the bottom 30% percent of companies nationwide for safety records.
- The company involved in the fatal September 18, 2017 crash in Queens, the Dahlia Group, was one of these ten companies.
- The worst four were in the 90% percentile or above.
- These ten companies had a total of 104 unsafe driving violations in the two-year period between August 25, 2015, and August 25, 2017.

REGULATIONS ON BUS COMPANIES

The federal and state governments regulate the bus industry. The federal government imposes regulations on companies engaged in interstate commerce, which refers to transporting passengers across a state border⁸. New York State regulates bus companies that operate within the state, regardless of whether they are engaged in interstate commerce.

Any commercial company transporting passengers or cargo across state lines or carrying certain hazardous cargo even if only within the borders of a single state that is using a sufficiently large vehicle must obtain a US Department of Transportation number (USDOT number)⁹ and must also register with the Federal Motor Carrier Safety Administration (FMCSA). Companies that engage in for-hire transportation services, meaning any organization or company that will provide transport to a person for any form of compensation must apply not only for a USDOT number but also for operating authority from FMCSA.¹⁰ This operating authority imposes safety and maintenance requirements for vehicles, as well as regulations on driver fitness and the number of hours drivers are allowed to work. New York State regulates bus companies under the powers granted in articles six and seven of the transportation law. The state imposes regulations on the size, weight, and safety features of buses allowed to be used by bus companies in the state. Article 19-A of the Vehicle and Traffic Law (VTL) sets the rules of whom gets to be a bus driver in New York State.

⁸ https://www.fmcsa.dot.gov/regulations/passenger-carrier-guidance-fact-sheet

⁹ https://www.fmcsa.dot.gov/registration/do-i-need-usdot-number

¹⁰ https://www.fmcsa.dot.gov/safety/passenger-safety/legal-notice-motorcoach-operations

THE SAFETY MEASUREMENT SYSTEM AND BASIC

FMCSA is responsible for ensuring that the tens of thousands of registered commercial carriers of passengers and cargo conducting interstate commerce are following existing safety regulations. To help manage this massive task, the agency has created the Safety Measurement System (SMS)¹¹. This system utilizes inspection and crash data to try to pinpoint which carriers require specific agency attention. The agency utilizes data on a set of behaviors meant to provide it with a better idea of what companies to focus on. As a 2014 report by the agency explains¹²:

CSMS uses safety performance data to rank each carrier's relative performance in six separate Behavior Analysis and Safety Improvement Categories (BASICs): Unsafe Driving, Hours-of-Service (HOS) Compliance, Driver Fitness, Controlled Substances/Alcohol, Vehicle Maintenance, and Hazardous Material (HM) Compliance, as well as crash involvement (Crash Indicator). Carriers with a sufficient amount of safety data in a particular BASIC are assigned a BASIC percentile on a 0–100 percentile scale (with 100 indicating the worst performance) based on the carrier's violation rate for that BASIC.

Companies that earn a high enough percentile threshold in any of these six categories can be flagged under the Compliance, Safety, Accountability (CSA) enforcement program¹³, and this leads to a company being prioritized for further intervention. The federal government has found that there is a correlation between performance in this system and the likelihood a company will be involved in a crash in the future.¹⁴ The agency examined the rate of crashes per every 100 commercial motor vehicles, labeled as Power Units (PUs), and found that companies that were identified for CSA intervention based on the findings of the BASIC system having a future crash rate 79% higher than those of companies not flagged by the system. This correlation was particularly strong for companies with 15 or fewer PUs. These smaller companies flagged by the BASIC system had at least twice the likelihood for crashes than those companies not flagged by the system. Out of all the criteria examined, poor driver safety had the highest correlation with an increased rate of crashes. Companies that were flagged by the BASIC system for unsafe driving had a crash rate 93% higher than the national average.¹⁵

The system captures data from a number of different sources, including roadside inspections conducted by the agency, moving violations issued by law enforcement, crash data submitted by states, and data provided by carriers annually.¹⁶ As noted, the measures of performance are meant to be relative ones, so the system also takes into account the size of a company, including the number of vehicles and drivers and their utilization rate. This system also weighs incidents both in terms of severity and also in terms of how recent an incident is. As time passes, the weight given to any violation decreases. Companies are given a measure based on the severity and time weight of violations. This measure is then divided by a value based on the company's number of drivers or vehicles to determine the percentage. Percentages are not given to companies until a certain

¹⁵ Ibid.

¹¹ https://csa.fmcsa.dot.gov/Documents/SMSMethodology.pdf

¹² https://csa.fmcsa.dot.gov/Documents/CSMS_Effectiveness_Test_Final_Report.pdf

¹³ Ibid.

¹⁴ Ibid.

¹⁶ https://csa.fmcsa.dot.gov/Documents/SMSMethodology.pdf

threshold of violations is reached in the particular category to ensure that sufficient data exists to make meaningful comparisons.

FMCSA maintains a website¹⁷ that allows customers to examine the safety records of registered carriers and their performance on the Safety Measurement System based on the BASIC categories. Individuals can search for companies based on their registered names (including a name a company has registered as doing business as), the USDOT number, or the motor carrier operating number given to passenger carriers by FMCSA. The information for two of the seven categories tracked a company's relative performance in terms of crashes and hazardous material compliance are not shared publicly. Information on a company's performance on the other five categories, unsafe driving, hours of service compliance, vehicle maintenance, controlled substances and alcohol, and driver fitness, are shared with the public.

IDC INVESTIGATION OF BUS COMPANIES

Following the deadly crash on September 18, 2017, the IDC examined the safety records of as many bus companies as possible to find bus operators with poor safety records, with a particular emphasis on unsafe driving violations. As noted, unsafe driving violations have the highest correlation with an increased likelihood of crashes. IDC staff examined the records of commercial bus companies like those who do charter trips or have intercity operations that currently operate in the downstate region, particularly in New York City. To find companies, we examined ones that are known to operate in the region, including operators that use the Port Authority Bus Station; companies that have been granted intercity bus permits by New York City Department of Transportation allowing them to make pick-up at specified locations¹⁸; companies advertising online; as well as companies identified using the New York State Department of Transportation program.¹⁹

There were also instances in which staff found companies advertising services online which were not found in any of the official lists of bus companies, like the State DOT's bus inspection program, and whose names were not found on the FSMCA website. One example is Wanda Coach.²⁰ The company advertises bus service between New York City and several other cities including Atlanta, Georgia, or Raleigh, North Carolina. In order to legally provide such service, it would need authority from FMCSA, and yet nothing comes up for Wanda Coach, even as a name another company might be doing business as. The closest match is Wanda Tours, a small company in California that is clearly not the same company. Wanda Coach advertises a number of street stops in New York City, yet does not appear on the list of companies with intercity bus permit authority from New York City. Another such company was Black Dragon Bus.²¹ As with Wanda Coach, the company boasts a significant website, but it, nor the company name provided by the website (Focus Travel Inc.) appeared in any of the official lists, nor the FSMCA website, nor does it have an intercity bus permit. Passengers should be mindful that a significant web presence does not mean a company is legitimate.

¹⁷ https://www.fmcsa.dot.gov/safety/passenger-safety/search

¹⁸ http://www.nyc.gov/html/dot/html/ferrybus/intercity-bus.shtml

¹⁹ https://www.dot.ny.gov/divisions/operating/osss/bus/inspection

²⁰ https://www.wandacoach.com/

²¹ http://www.blackdragonbus.com/bus-stations/

Using the information available on these companies, we looked for them on the SMS website and recorded their unsafe driving percentage, as well as whether they exceeded any the BASIC thresholds for any other categories. We entered the information for these companies into the FMCSA's SMS website to examine their unsafe driving percentage measure. The last time the data was updated on the system was August 25, 2017, and includes all the violation data for a 24-month period prior to that date. These are the violations utilized to create the measure used to determine the percentage placement for companies.

In total, we found 249 commercial bus companies operating in New York City and Long Island that had inspection data recorded in the Safety Measurement System that could be used to establish the ranking of the company using the BASIC measure. Of these 249, 121 accumulated points for unsafe driving violations, while 128 had no points for unsafe driving violations. There are instances in which a percentage is not given by the system if a certain threshold of violations is not met, as was the case for 70 of the 121 companies with some points accumulated for unsafe driving violations. Of these 70, 66 had fewer than three unsafe driving violations, while four had no unsafe driving violations recorded in the last year. This left 51 companies to be assigned a percentage level. The threshold percentage at which companies are flagged for intervention in the unsafe driving category is 50%, meaning that any company given a percentage value of 50 or above is flagged for possible intervention. Of the 51 companies given a percentage value, 16 crossed that 50% threshold, including the top ten, which were all greater than 70%.

Number of Bus	Unsafe Driving			
Companies	Percentage Level			
16	At or below 10%			
8	11% to 20%			
4	21% to 30%			
2	31% to 40%			
5	41% to 49%			
4	50% to 60%			
2	61% to 70%			
10	Over 71%			

When we searched the system for the company involved in the fatal Queens crash, the Dahlia Group Inc., we found that the company was ranked in the 83rd percentile for unsafe driving²². As previously noted, the higher the percentile, the worse the company's record. The Dahlia Group was registered to have five vehicles and six drivers. In the 24 month period prior to August 25 of this year, they had 11 violations, seven of which were for unsafe driving. These included a violation for unsafe passing, one for ignoring a traffic control device, unlawfully parking a vehicle on a roadway, and four for speeding, including two violations for going more than 15 miles above the speed limit, a violation that has the highest rating for severity (ten points). The ten worst performing bus companies measured by unsafe driving are listed below.

²² https://ai.fmcsa.dot.gov/SMS/Carrier/1788395/CompleteProfile.aspx

Top Ten Worst Bus Companies - Unsafe Driving Measure

Name of Bus Company	Company Address	USDOT #	Unsafe Driving Percentile	Fleet Size Vehicles/ Drivers	Total Violations/ Unsafe Driving Violations	Does it exceed any of the FMCSA Intervention Thresholds?
SAGBUS INC	6006 168TH ST FLUSHING, NY 11365	2839930	99%	1/1	18/4	Unsafe Driving, Hours-of-Service Compliance
YEP TOUR INC	12 HARVARD STREET WORCESTER, MA 01609	2429791	98%	10/28	212/34	Unsafe Driving, Hours-of-Service Compliance, Driver Fitness
NO 1 BUS TOUR INC	21 ALLEN STREET NEW YORK, NY 10002	1955237	97%	2/5	24/9	Unsafe Driving
SAFARI TOUR INC	2960 AVENUE T BROOKLYN, NY 11229	2780311	92%	2/2	4/3	Unsafe Driving
SOE TOUR INC	800 HINGHAM STREET SUIT 202S ROCKLAN D, MA 02370	2410389	85%	10/17	50/11	Unsafe Driving, Hours-of-Service Compliance, Vehicle Maintenance
K LINE TOURS LLC DBA: FUNAWAY TOURS	840 NEPPERHAN AVE YONKERS, NY 10703	1202229	84%	6/4	33/5	Unsafe Driving, Hours-of-Service Compliance
DAHLIA GROUP INC	127-27 34TH AVENUE FLUSHING, NY 11354	1788395	83%	5/6	11/7	Unsafe Driving
EASTERN COACH INC	99 DERBY STREET SUITE 200 HINGHAM, MA 02043	1923882	77%	18/29	25/15	Unsafe Driving
VICTORIA'S TRANSPORTATI ON CO INC DBA: VICTORIA' S TOUR & CO	5 DIVISION STREET 2RD FLOOR NEW YORK, NY 10002	1684849	73%	15/23	41/12	Unsafe Driving
JET TOURS USA INC DBA: SIGHT SEEING TOURS	299 MURRAY HILL PARKWAY EAST RUTHERFORD, NJ 07073	519856	71%	12/19	32/4	Unsafe Driving, Driver Fitness

As can be seen, the Dahlia Group came in 7th on the list, with six companies having worse compliance records. Of these six, four of them had fewer drivers based on information provided by the companies to FMSCA while two had more drivers. Of the three companies below Dahlia in our list, all three had larger numbers of drivers. We also noted whether companies had crossed the BASIC threshold for intervention in any other of the publicly available categories. Half the companies, including the two top worst, have surpassed the intervention thresholds for other safety categories.

The worst record was for Sagbus Inc.²³, a small company with a single registered bus and driver out of Flushing. In the time period covered by the SMS system, this company had 18 violations, of which four were for unsafe driving, including two violations for failing to obey traffic control devices and two for speeding, including one violation for going more than 15 miles over the speed limit. That is a very troubling record for a company with only one recorded driver. For comparison, one of the companies that is authorized to utilize the Port Authority Bus Station is Martz Trailways, which is a business name for the Frank Martz Coach Company out of Wilkes Barres, Pennsylvania. This company has 110 registered drivers and 73 vehicles. In the 24-month period examined, this company had a single violation for unsafe driving, given for a driver going 6 to 10 miles above the speed limit.

The second worst offender was Yep Tours, whose headquarters are in Massachusetts. In fact, four of the ten worst performers were headquartered in that state, while five of the remaining were in New York and one in New Jersey. Yep Tours has a long history of clashing with local authorities here in New York. New York City Sheriffs were once ordered to seize Yep Tour buses²⁴ for the company's failure to abide by the requirement that companies picking and dropping off passengers for regularly scheduled bus service obtain an intercity bus permit from the New York City DOT in order to secure a location to conduct such pick-ups and drop-offs. The company sued the City of New York, claiming this law to be unconstitutional²⁵, though earlier this year New York City and the company came to an agreement by which Yep was granted an intercity permit²⁶.

In the 24-month period available on the SMS website²⁷, Yep Tours had 212 violations, of which 34 were for unsafe driving. This included five instances of drivers caught speeding more than 15 miles over the limit and one instance of a driver found to be using a hand-held phone while driving, both of which are ten point violations. There were also five instances of drivers ignoring traffic control devices. The company also exceeded the BASIC thresholds for hours of operation violations and driver fitness violations. The company had one violation for a driver being on duty for over 15 hours and two violations for drivers driving past the ten-hour limit. In terms of driver fitness, the company had two violations issued for drivers failing to have a valid commercial driver's license, two violations for having drivers that did not speak sufficient English to communicate with inspectors and one instance of a driver not being physically fit to drive a bus.

²³ https://ai.fmcsa.dot.gov/SMS/Carrier/2839930/Overview.aspx

²⁴ http://www.thelodownny.com/leslog/2017/01/nyc-sheriff-seizes-two-yep-buses-company-pays-15000-in-fines-on-the-spot.html

²⁵ http://www.thelodownny.com/leslog/2017/04/yep-lawsuit-new-york-city-bus-permit-law-is-

unconstitutional.html

²⁶ http://www.boweryboogie.com/2017/04/dot-flip-flops-grants-yep-tour-temporary-intercity-bus-permit/

²⁷ https://ai.fmcsa.dot.gov/SMS/Carrier/2429791/CompleteProfile.aspx

In the 24-month period available on SMS, Yep was involved in four crashes, two in New Jersey, one in New York, and one in Delaware. Fortunately, none resulted in fatalities. Prior to this period, Yep buses were involved in a fatal hit and run in Philadelphia²⁸ on August 11, 2015. On the same date, another Yep company bus caught fire on I-85 in North Carolina.²⁹ Earlier in 2015, a passenger recorded a driver on a Yep bus openly using a cell phone while driving³⁰ on the New Jersey Turnpike. At the time of the cell phone incident, the press found the company had 25 unsafe driving violations for the two prior years. At that time, the owner of the company, Jeremy Walker, told the press that they had 36,000 trips during that two-year period, so that their violations had to be compared to the total number of trips. The reality is that there are many bus companies that have as many or more trips than Yep that log in far fewer violations for unsafe driving. The right way to measure performance is to compare companies to each other while keeping their size in mind. That is what the BASIC system does, and it has found Yep to be a very poor performer when it comes to driver safety, hours of operation and driver fitness compliance.

The third worst performing company was another small operator, No. 1 Bus Tours Inc.³¹, a company which has an intercity bus permit from the New York City DOT. In total, half the companies on this list (Yep, No. 1 Bus, SOE Tours, Eastern Coach, and Victoria's Tours & Co.) had intercity bus permits from New York City, according to the latest list of permits from New York City DOT.³² No. 1 Bus Tours was another relatively small operator, with only two declared buses and five drivers, but in the 24-month period covered it racked up nine unsafe driving violations. These violations include one for a driver exceeding the speed limit by 15 miles per hour or more, two for speeding between 11 and 14 miles per hour above the limit, and three violations for failure to obey a traffic control device. One of the company's buses was involved in a crash earlier this year, on February 27, that injured 25 individuals.

SOE Tours³³, based in Massachusetts, stood out for having racked up six violations for drivers exceeding the speed limit by more than 15 miles per hour, which is one of the most serious unsafe driving violations scored in the system. Safari Tours³⁴, which is fourth on the list, further demonstrates how this system measures companies according not to an absolute standard but to a relative one that takes into account company size and the severity of violations. While the company only had three unsafe driving violations during the two year period covered, they have only two declared drivers; as we noted earlier, some much larger companies with significantly more drivers like Martz Trailways, were found to have even fewer safety violations during the same time period.

While the federal government utilizes the SMS system to prioritize its interventions to companies with behaviors that increase their likelihood of being involved in a crash, it should be noted that merely breaking these safety thresholds does not disqualify a company from legally operating on our roads. These companies noted on this list have the authority to continue operating from the federal and state governments, and as Yep's long list of violations shows us, even relatively poor

²⁸ http://www.nbcphiladelphia.com/news/local/Center-City-Race-Street-Franklin-Street-Philadelphia-321398641.html

²⁹ http://www.charlotteobserver.com/news/local/article30684858.html

³⁰ http://www.nbcphiladelphia.com/news/local/New-Jersey-Tour-Bus-Cellphone-310818411.html

³¹ https://ai.fmcsa.dot.gov/SMS/Carrier/1955237/CompleteProfile.aspx

³² http://www.nyc.gov/html/dot/downloads/intercitybus/nyc-dot-authorized-intercity-bus-stops.pdf

³³ https://ai.fmcsa.dot.gov/SMS/Carrier/2410389/CompleteProfile.aspx

³⁴ https://ai.fmcsa.dot.gov/SMS/Carrier/2780311/CompleteProfile.aspx

operators are allowed to continue on the road for long periods of time. It is up to discerning passengers to examine the safety histories of companies to ensure that they don't pick a bad operator when making their travel plans.

LEGISLATIVE SOLUTIONS

The deadly crash on September 18, 2017, highlights the need for more stringent regulations on bus companies and stricter requirements for those we entrust to drive buses here in New York State. The IDC is proposing legislation strengthening fines against companies that fail to disclose safety information to the DMV and requiring bus companies to post their driving inspection record on the company's website.

The first legislative proposal will increase fines that the DMV can impose on companies that fail to disclose safety information to the DMV, as Dahlia Group failed to do prior to this accident when it did not inform the DMV that they had hired Mr. Mong. Currently the DMV can impose a fine of between \$500 and \$2,500 for the first violation of the law that requires companies to inform the DMV within ten days when they hire a new driver. Companies are also mandated to include the driver's safety information, including information on convictions for drunk driving offenses. A second or subsequent violation can carry a fine of at least \$500 or maximum \$5,000.

The IDC proposal would double penalties for such a violation to a minimum of \$1,000 and a maximum of \$5,000 when the bus carrier fails to notify the DMV and the employed bus driver was found to have previously refused a chemical test, was previously convicted of drunk driving, or was previously convicted of a felony involving the use of a motor vehicle. A second or subsequent violation would carry a minimum penalty of \$1,000 and a maximum of \$10,000. In addition, if it turns out that a company failed to provide the DMV with the legally mandated information and that driver is involved in a bus accident in which a person is killed or injured, then the minimum penalty amount would triple under the proposed legislation to \$1,500 and the maximum amount increased to \$7,500 for the first violation, and the second and subsequent violations will have a minimum fine of \$1,500 and a maximum fine of \$15,000.

The other proposed piece of legislation would provide transparency related to the safety records of bus companies that operate in New York. The bill requires bus companies that operate in New York to post their driving safety record on the bus company's website and update the information annually. This information would include the company's U.S. Department of Transportation identification number, on road performance percentile, summary of safety activities, inspection history, and violation summary history, all of which is listed on the website for the Federal Motor Carrier Safety Administration. If a bus company does not have a website, it must post the safety information at its point of sale for ticket purchases.

CONCLUSION

The deadly crash in Queens highlights the need for strong and effective regulation of bus companies. Every day companies with poor safety records continue to pick up passengers daily, both for regularly scheduled trips and for charter excursions. The IDC examined the safety records of hundreds of bus companies and has highlighted ten companies with the worst safety records for driving behavior, which is correlated to a higher rate of motor vehicle crashes. We encourage

passengers to check the FMCSA website to check the safety history of any company they are planning to use.

In addition, the IDC is proposing new pieces of legislation to increase penalties on bus companies that fail to inform the DMV when they hire a new driver, in order to ensure that the DMV is aware of drivers with poor safety records. The IDC also believes we should require companies to post their safety records online for the public to view, allowing customers to make more informed decisions when they travel. These changes send a strong signal that the safety of New Yorkers is the number one priority for bus companies and their drivers.