

TRANSIT SERVICE POLICY

JULY 2012



Metro

TABLE OF CONTENTS

SECTION 1: INTRODUCTION, PURPOSE & BACKGROUND	3
1.1 Introduction	3
1.2 Purpose	4
1.3 Background	5
SECTION 2: DESIGNING A REGIONAL TRANSIT NETWORK	7
2.1 Key Principles of Network Design	7
2.2 Markets Served	11
2.3 Transit Service Classifications	12
2.4 Metro Transit Service Types	12
2.5 Alternative Service Delivery Options	15
2.6 Facilities	15
SECTION 3: SERVICE DESIGN GUIDELINES	16
3.1 Metro Service Council	16
3.2 Service Design	17
3.3 Customer Information & Amenities	29
SECTION 4: SERVICE PERFORMANCE EVALUATION	33
4.1 Board Adopted Service Standards and Policies	33
4.2 Route Performance Index	38
4.3 Service Performance Indicators	39
SECTION 5: SERVICE CHANGE PROCESS	41
5.1 Title VI and Environmental Justice Equity Analysis	42
5.2 Public Hearing Process	43
5.3 Public Outreach	45
5.4 Implementing Minor Changes on an Interim Basis	45
SECTION 6: CONCLUSION	46
<u>APPENDICES</u>	
Appendix A Blue Ribbon Committee (Policy and Position Statements)	47
Appendix B Metro Line Identification Standards	51
Appendix C Metro Rapid Program Service Warrants	54

2012 Metro Transit Service Policy

Appendix D	TCRP Report 19: Guidelines for the Location and Design of Bus Stops	59
Appendix E	School Tripper Service Change Procedures	65
Appendix F	Service Change Process Workflow	66

SECTION 1: INTRODUCTION, PURPOSE & BACKGROUND

1.1 INTRODUCTION

The Los Angeles County Metropolitan Transportation Authority (Metro) seeks to continually create a better regional transportation system. This vision can be achieved through better coordination between the Bus Rapid Transit (BRT) network, Metrolink, and other local and regional transportation providers, leveraging the expansion of a robust rail network, and improved service quality.

In times of fewer resources, Metro's success to meet challenges related to serving the diverse needs of current and potential passengers, communities, and operators will be contingent on innovative thinking that stems from a solid base of sound planning principles. Critical elements for consideration are regional multimodal system integration and coordination, provision of world-class services that are safe, reliable, effective, convenient, user-friendly, focused on both customer and Metro employees' needs, and an emphasis on long-term sustainability. Therefore, Metro's goal and objective is to allocate resources to maximize the benefits of service to transit riders, while at the same time ensure that service delivery is efficient and cost effective. Achieving this delicate balance requires establishing policy guidance and service standards that are designed to target levels of productivity, efficiency, and quality.

To help develop policy guidance for service development, Metro established a Blue Ribbon Committee (BRC) in November 2009 represented by key stakeholders who serve as regional operators as well as beneficiaries of transit service. The BRC recommended a service concept, conveyed as a set of overarching policy statements summarized and detailed in **Appendix A** that provides a blueprint to build a better transit system for greater regional mobility with fewer resources. The service concept also defines the roles of Metro bus, rail, and municipal operations, identifies and prioritizes essential service quality attributes, and recommends policy guidance on service coordination, bus-rail integration, and reduction of duplicative services. The key principles of the service concept set policy direction for Service Priorities, Service Design, Service Quality Attributes, and Governance:

Summary Position Statement

Increased regional coordination and integration of service, and improved reliability are essential to having a seamless system that is convenient, simple to use and of high quality – and provides maximum benefit in light of scarce resources.

Service Priorities: Service should be focused first in high-density areas and be scaled to fit the overall density and passenger demand in the service area.

Service Design: The network should be coordinated and designed to be simple and user-friendly to increase trip-making by existing riders and attract new riders.

Service Attributes: The system should provide high quality service to better serve existing riders and attract new riders. Service quality priorities include:

2012 Metro Transit Service Policy

- Reliability - "I can count on it"
- Fast travel options
- Real-time, readily-available information
- Clean and safe transit vehicles, stops, and all transit facilities (e.g. Transit Centers, Park and Ride, Rail Stations, etc.)

Governance: Metro should serve as a facilitator to coordinate services among operators in the region.

Ultimately, the policy guidance is reflected in the Transit Service Policy as a set of regional network and service design guidelines, performance criteria and standards. , In addition, this document outlines the service change process that provides the quantitative tools to evaluate the system, identifies opportunities for service improvements and ensures the regional transit system is adjusted accordingly to achieve the goals and objectives of the service concept.

1.2 PURPOSE

Metro's Transit Service Policy (TSP) establishes the following: (1) a formal process for evaluating existing services; (2) a methodology and process for developing and implementing service adjustments; and, (3) service design guidelines to ensure that the transit system is developed consistent with policy guidance approved by the Metro Board of Directors.

The TSP was originally adopted in 1986 and is reviewed on an annual basis. When required the TSP is updated to better reflect agency goals and objectives, major initiatives, and changes in local, state, and federal regulations and funding.

This is an update to the 2011 TSP that was adopted in March 2011. The policy is organized into six sections:

- Introduction, Purpose & Background
- Designing a Regional Transit Network
- Service Design Guidelines
- Service Performance Evaluation
- Service Change Process
- Conclusion

2012 Metro Transit Service Policy

1.3 BACKGROUND

Metro is responsible for operating an efficient and effective transit system in Los Angeles County, which consists of bus, BRT, light rail, and heavy rail. As the principal transit provider in the region, Metro operates about 75 percent of all transit trips with an annual budget of \$933.9 million for bus and \$322.7 million for rail. An estimated 1.1 million passengers use Metro Bus and 310,000 passengers use Metro Rail each day within Metro's 1,433 square-mile service area.

Metro operates 172 bus routes with approximately 16,000 bus stops, including station stops along the Metro Orange Line, El Monte Busway (I-10 Freeway), and the Harbor Transitways (I-110 Freeway). Metro's BRT, Rapid, and Express services have attributes that may include signal priority, right-of-way, HOV, and prepay fare collection enabling these services to operate faster travel times than local routes. In addition, Metro's eco-friendly fleet of 2,500 Compressed Natural Gas (CNG) buses is the largest in the world. Overall Metro's bus service provides more than 6.8 million revenue service hours annually.

Metro Rail consists of 275 light and heavy rail cars that operate on six lines to 80 stations across approximately 85.7 route miles in heavily congested travel corridors and provides connections to many key multi-modal transportation hubs. The Metro Blue, Gold, Green and Expo light rails serve 66 stations along 69.7 miles of track, with the Blue Line being one of the most heavily patronized light rail lines in the nation. The Red and Purple heavy rails serve 16 stations along 17.4 miles of track.

In addition to the bus and rail services provided by Metro, Metro also funds 40 other municipal operators that offer fixed-route service and more than 100 other local return and non-profit agencies provide community-based transportation for a total investment in regional transit service of \$1.56 billion, according to the FY2011 adopted budget. Local Return Operators are eligible only to receive money from Propositions A, C, and Measure R.

Measure R and the 30/10 Initiative

Metro will continue to expand its transit network across the region under Measure R and the 30/10 Initiative. In November 2008, Los Angeles County voters approved Measure R, a half-cent sales tax. The measure is expected to generate \$40 billion for countywide transportation projects over the next 30 years. In April 2010 Metro's Board of Directors adopted the 30/10 Initiative to use the revenue from Measure R as collateral for long-term bonds, grants, and federal loans that will allow Metro to build 12 major transit projects in 10 years instead of 30 years. Part of the funds from Measure R will be used to expand Metro Rail projects throughout the region:

- Gold Line Foothill Extension to Azusa
- Exposition Line – Phase II (Santa Monica)
- Crenshaw/LAX Light Rail to the Exposition Line
- Regional Connector Transit Corridor Project
- Purple Line Extension to Westwood
- Gold Line Eastside Extension from East Los Angeles – Phase II

2012 Metro Transit Service Policy

- Green Line Extension to LAX
- Green Line Extension – South Bay

The Go Metro map below shows Metro Rail and Metro Liner services. Also visible are construction projects for the Orange Line Extension to the Chatsworth Metrolink Station in San Fernando Valley, the Gold Line Foothill Extension in the San Gabriel Valley, and the Expo Rail Line from Downtown Los Angeles to Culver City.



SECTION 2: DESIGNING A REGIONAL TRANSIT NETWORK

Transit network design must take into account both the needs of the passengers and operators, as well as the practical ability to provide the service. From the passenger's perspective, the transit network should provide convenient service when and where they need to go, operate on time and safely, with good customer service and information. From a systemwide transit operations perspective, the transit network must be manageable, operable, and sustainable – all within the constraints of a fixed operating budget.

2.1 KEY PRINCIPLES OF NETWORK DESIGN

At times, competing service interests result in unproductive use of scarce transit resources. As such, the BRC was charged with identifying and prioritizing the needs of the customer and operator. Based on recommendations from the BRC, critical factors to consider in network design should be reliability, network simplicity, speed, and safety, followed by vehicle cleanliness and timely, relevant, accurate customer information.

The following key principles are critical in building an efficient and effective transit network based on the BRC policy guidance:

A. Develop a Network of Services Rather than a Collection of Individual Routes

Individual routes do not need to serve all market needs. Rather, routes should be designed to serve a specific purpose within the network. Combined, the network should provide service between all major destinations and densely populated areas throughout the day. The transit network includes integration of other public transportation services within Los Angeles County, as well as with other modes, such as bikes, carpool/vanpool, car share, and private shuttles that provide first and last mile transportation to better access the transit network.

B. Integrate Services to be “Seamless to the User”

Transfer penalties should be minimized

In developing an integrated network, it is essential that the system is seamless to use from a customer's perspective. The need to create a simple and convenient system that minimizes transfer penalties is critical. An integrated regional network should emphasize high frequency service, timed transfers on less frequent services, and shared stops for ease of transfers. Trip information, wayfinding, and an integrated fare structure also are important elements of a customer-focused transit network.

Services must be better coordinated

Although Metro bus ridership levels have remained fairly stagnant for the last two decades, bus seat capacity in the region has increased 31 percent and revenue service hours have increased 42 percent, if the significant growth in municipal bus operations is included. With the addition of Metro Rail, seat capacity increased 45 percent and revenue service hours increased 50 percent.

Given the significant growth in municipal and local return operators as well as Metro Rail, improved coordination between all operators and modes is vital to establishing an integrated regional transit network. Metro serves as a regional coordinator of transit services. In addition, Metro operates within a hierarchy of services, in which Metrolink provides the region's commuter rail to serve high volume, longer distance trips. Metro Rail and Metro Liner (Orange Line and Silver Line) serve as the backbone of the urban transit network, which is augmented by local, limited stop, and rapid bus service on key corridors operated by Metro along with municipal operators. LADOT and local return operators complement the system with community and shuttle buses that serve specific neighborhood needs.

Coordination of service changes is achieved through standing committees, such as the Technical Advisory Committee (TAC), Bus Operations Subcommittee (BOS), and the Local Transit Systems Subcommittee (LTSS). In addition, Metro meets quarterly with various municipal and local return operators impacted by Metro's service changes. (Section 5.2 discusses the service change process in greater detail.)

Minimize duplication and increase shared stops

From a patron and operator point of view, operating overlapping services may be costly, confusing and unproductive. Through better service coordination, duplication between Metro and municipal bus services, as well as between bus and rail service, can be reduced. In addition, this concept will result in an easier and simpler to use transit network. Finally, opportunities to share stops also will help reduce confusion.

Customer trip information must be timely and readily available

Timely, relevant, accurate and readily-available trip information is necessary to minimize a rider's confusion about using transit service. Patrons should always be kept informed about the status of their trip. Real-time information is useful for reassuring passengers when the next transit vehicle will arrive, or if there has been a service disruption and how long is the expected delay time. It should provide them with options, such as whether to continue their wait time for the next transit vehicle, or take another mode of transit to complete their trip.

C. Keep the service simple and easy to use

An easy to use and understand transit system relies on simple network and route design. Consolidating services on the same or parallel corridors within a quarter-mile to a half-mile distance apart provides an opportunity to simplify the network for ease of use and reduce unused capacity. This concept requires better coordination of schedules and transfer points, and will result in an easier to use and more convenient system, while reducing wait time and overall travel time. These enhancements to service quality are expected to help increase ridership and revenue at no additional cost.

Furthermore, consistent headways that are predictable for patrons also help to reduce uncertainty about next bus arrival times. Consistent headways should be a priority for lines that operate headways of less than 15 minutes.

D. Ensure high quality services

Establishing a world-class transportation system requires identifying and prioritizing service quality attributes of highest priority that support a reliable, effective and sustainable operation. The following are critical service quality attributes to consider when designing service:

Reliability

When it comes to key service quality attributes, reliability should be given highest priority. Reliability can be impacted by poor schedule adherence, vehicle breakdowns, and missed trips. Therefore, controlling service reliability requires a coordinated effort between establishing reasonable running times and schedules, maintenance and management of vehicles, and operator availability and performance. Service levels are scheduled to meet passenger levels. Late or missed trips result in capacity issues and eventually pass-ups. Therefore, it is essential that service is on time and reliable to avoid the misperception that service levels are inadequate to meet demand.

Passengers generally maintain a level of confidence that transit service should depart a stop or station and arrive at a destination as stated on the timetable. However, instances of poor reliability that could cause passengers to arrive late to work or school, miss medical appointments or critical transit connections would result in an overall lack of confidence in the system. Furthermore, poor reliability would create unnecessary travel delays and greater concerns about safety and comfort due to longer waits at the stops and stations.

For high frequency service with headways of every 15 minutes or better, schedules should be written to allow operators to be on time without excessive running time that can slow the service substantially

and result in additional operating cost. Passengers missing a trip on high frequency services can be comforted knowing that another bus or train will be available within a reasonable wait time, minimizing the consequences of reliability.

Reliability becomes even more critical for low frequency service with headways greater than 15 minutes and as wide as 60 minutes. Missing trips on low frequency service increases the consequences to the passenger given the significant travel delays and wait times. Therefore, special attention should be made to ensure low frequency services are designed and operated to the greatest reliability.

Achieve higher network speeds

Increasing the speed of transit service improves the competitiveness of transit with other modes, such as automobiles. In addition, faster service requires fewer resources to operate and thus reduces operating cost. Several factors cause a reduction of speed along a route, including turns, particularly left turns, an increased number of stops, traffic-congested corridors, and long dwell times at stops and stations.

While the advantages to increase bus system speed include attracting new riders and reducing operating cost, the disadvantage is reduced access to the transit network due to the streamlining of routes and limiting the number of stops. Therefore, adjustments to a route that results in slower speeds are warranted when the ridership benefit outweighs the negative impacts to speed.

Passenger Capacity

Passenger capacity, the amount of seats and standing room onboard a vehicle, is an important consideration when designing transit service. The utilization of vehicle capacity should be maximized to make the most use of resources. However, capacity should not exceed a threshold that deters ridership due to uncomfortably crowded conditions or excessive stop and station dwell times from blocked passageways on board.

Capacity thresholds are expressed as a load factor indicating the ratio of available capacity to seats. This indicator is used to determine how many trips must be scheduled for each direction of travel during specified time periods.

Other considerations that may influence design capacity include the duration that passengers must stand based on passenger turnover along the line and operating conditions, such as on a freeway route in which standees should be minimized.

Safe Routing and Stops

Perceptions of safety and security, as well as actual conditions, enter into a customer's mode choice decisions. Safety includes the potential for being involved in a crash, slips and falls, or other elements such as aggressive passengers or poor passenger conduct. Security covers both real and potential incidents of crime that may contribute to a passenger's unease, even if the actual risk is minimal or non-existent. Measures must be taken to alleviate a passenger's unease both at stops and onboard transit vehicles. Whenever possible, stops should be located at well-lit areas with ample sidewalk space for ADA compliance and queuing for buses. Other measures to enhance security at stops and onboard transit vehicles include police officers in uniform and plainclothes who ride transit, two-way radios, silent alarms for emergency communications, and surveillance cameras at stops and onboard transit vehicles.

Cleanliness and Courtesy

Clean and well-maintained transit stops, stations, and vehicles improve the general public's perception of Metro and their desire to take transit as a viable mode of travel that is comfortable, convenient and of high quality. Many elements make transit more comfortable for passengers, including climate-controlled vehicles, seat comfort, courteous operators, and ride comfort.

2.2 MARKETS SERVED

Given the current financial climate, service should be placed when and where the maximum benefit can be provided to the general public. In addition, productive service lowers the net cost per hour, resulting in more service per dollar.

In general, service should be focused on corridors and within areas where high density population, employment, and activity centers exist. These corridors and areas usually generate high levels of transit riders to justify frequent service (15 minute or better headway) that provides convenient access to key origins and destinations. Corridors and areas with dense ridership should be served throughout the day and week. As ridership potential decreases, the emphasis on service should be during peak periods, base day, weekends, and late night, in priority order.

While service should focus on when and where significant demand exists, there is still a need to provide basic lifeline service in areas and times of day with low demand. Therefore, a basic lifeline network should be provided on critical corridors during the owl period and to connect low density areas to the transit network.

2012 Metro Transit Service Policy

2.3 TRANSIT SERVICE CLASSIFICATIONS

Metro classifies its bus services into two categories to provide the framework for evaluation and planning of the various components of the transit network.

Tier 1: Core Regional Network

Core regional service consists of Metro Liner, Metro Rapid, Metro Local (bus lines averaging 10,000 or more boardings per weekday), and Metro Rail. Together these lines form the basic network in the region and serve the region's major activity centers and market areas.

Tier 2: Inter-Community and Community Service

Inter-Community and Community Service supplements the core service, provides primary coverage in outlying areas, feeds the fixed-route system, and provides community circulation focusing on local travel.

2.4 METRO TRANSIT SERVICE TYPES

Metro operates six types of bus service and two types of rail service to better match the transit mode with specific passenger demand and needs. (See **Appendix B** for Metro's Bus Line Identification, Route Numbering, and Color Conventions.)

Metro Rail

Metro Rail is high capacity rapid transit service using rail technology. It operates along a dedicated right-of-way, serves full scale transit stations, and is powered by electricity. The rail system serves as a backbone of public transportation in the greater Los Angeles region, linking many key multi-modal transportation centers and destinations together.

Service operates in high-demand travel corridors and is offered in two forms – heavy rail and light rail. Metro's heavy rail is the subway system served by the Red and Purple Lines. Metro's four light rail lines – Blue, Green, Gold and Expo – use shorter trains than heavy rail, and generally operate at slower speeds powered by overhead wires. Unlike heavy rail, the light rail lines run along a right-of-way ranging from complete grade separation to at-grade in mixed flow traffic. Rail routes are designated with route numbers between 800 and 899.

Metro Liner

Metro Liner service is expedited BRT service that operates on either an exclusive right-of-way, major arterial or HOV/HOT lanes. Metro operates two Metro Liner routes: the Metro Orange Line operates on its own exclusive right-of-way, while the Metro Silver Line operates along the HOV lanes (soon to be converted to HOT lanes) of two freeways as well as surface streets through downtown. Metro Liner service is numbered between 900 and 910. As a form of BRT, Metro incorporates a series of design features to reduce delays, increase reliability and improve passenger comfort:

- **Dedicated Bus Lanes** – This right of way provides fewer traffic conflicts and obstructions and reduces delays and travel time.

2012 Metro Transit Service Policy

- **High-Capacity Vehicles** – State-of-the-art high-capacity vehicles are used on this service to meet high demand and provide greater passenger comfort.
- **Transit-Signal Priority** – an operational strategy that facilitates the movements of in-service transit vehicles through signalized intersections to improve transit performance by extending the green phase or shortening the red phase of traffic signals.
- **Bus Stations and Shelters** – Stations and shelters provide customers with enhanced comfort and safety.
- **Streetscape** – Streetscape and other design features such as landscaping, pedestrian count-down signals, bicycle racks, and well designed crosswalks make it easier for pedestrians and bicyclists to access the stations.
- **Improved Fare Collection** – For faster service and convenience, major stations have ticket vending machine (TVMs) which allow passengers to prepay.
- **Park ‘N’ Ride Facilities** – Park ‘N’ Ride facilities are provided in close proximity to major stops and stations. Adjacent development and joint use parking also is encouraged.
- **Advanced Transportation Management Systems** – ATMS systems provide an array of technologies to improve service reliability and passenger travel.

Metro Rapid

Metro Rapid is a form of BRT that operates in mixed-flow traffic on heavily traveled corridors. Time reductions are achieved through the use of a number of key BRT attributes such as fewer bus stops and transit signal priority. Metro Rapid services use specially branded buses and enhanced bus stops that include special shelters, information kiosks and “Next Trip” displays. Metro is currently looking at adding peak period bus lanes in order to further improve travel times.

Note: Service warrants guide the design, monitoring and development of the Metro Rapid program. The warrants are specific targets or objectives that are linked to each of the program’s key attributes. These warrants are presented in **Appendix C**. However, current Metro Rapid Lines in operation are evaluated as outlined in Section 4.0.

Metro Express

Metro Express is used for longer distance trips with fewer stops and service that typically becomes more localized near the end of their routes. Metro Express service usually operates from a collector area, such as a park and ride location, directly to a specific destination or in a particular corridor with stops en-route at major transfer points or activity centers. In addition, it generally operates a major portion of its routing on freeways either in mixed flow traffic, HOV lanes, or dedicated bus lanes. This service type charges a premium fare and Express services are designated with route numbers between 400 and 599. Express services serving Downtown Los Angeles are given a 400 route number, while those that do not go downtown are given a 500 route number.

2012 Metro Transit Service Policy

Metro Limited Stop

Metro Limited is an accelerated bus service with limited stops. Metro Limited operates in corridors with high transit demand and provides higher-speed services by limiting stops at key transfer points and major activity centers. It is augmented by local bus service. Metro Limited bus service does not include signal priority and unique branding. Limited stop routes are designated with route numbers between 300 and 399.

Metro Local

Metro Local services operate on city streets and provide service to all stops along a route. Metro Local provides the bulk of Metro's transit service and ridership. Local routes are designated with route numbers between 1 and 299.

Metro Shuttle

Shuttle routes operate primarily on secondary streets and serve short-distance trips. These services specialize in local community circulation, connect residential neighborhoods with local trunk-line transit services, including rail. Typically these services carry less than 2,000 passengers a day. These bus routes are designated with route numbers between 600 and 699. The chart below highlights Metro's bus service types and features.

METRO BUS SERVICE TYPES AND FEATURES

FEATURES	BUS SERVICE TYPES				
	Shuttle	Local/ Limited	Express	Rapid	Metro Liner
Right of Way	Local Streets	Major Arterials	Major Arterials and Fwys	Major Arterials	Dedicated Right-of-Way
Maximum Average Stop Spacing	0.25 mile	0.25 mile / 0.60 mile	1.25 miles	0.80 mile	1.25 miles
Target Travel Market	Neighborhood	Inter-Community	Inter-Community Regional	Inter-Community	Inter-Community
Vehicle Type	40-foot bus or smaller	40/60-foot bus	40-foot bus	40/45/60-foot buses	45/60-foot buses
Color Coded Buses	California Poppy	California Poppy	Business Blue	Rapid Red	Silver
Communities Served	1 - 2	Multiple	Multiple	Multiple	Multiple
Signal Priority	No	No	No	Yes	Yes
Fare Collection	On board	On board	On Board	On Board	On Board/Pre Pay
Passenger Amenities	Benches and Shelters	Benches and Shelters	Shelters and Stations	Shelters and Stations	Shelters and Stations
Real-time Passenger Info	No	No	No	Yes	Yes
Route Number Designations	600-699	1-399	400-599	700-799	900-910

2012 Metro Transit Service Policy

2.5 ALTERNATIVE SERVICE DELIVERY OPTIONS

Alternative service delivery options are services not directly operated by Metro, including van service, taxicabs, flexible destination operations, contracted services, and scrip programs. These transportation options may be viable alternatives to marginally performing fixed-route options and can complement traditional transit service. In addition, Access Services provide mandatory complimentary services to disabled individuals.

2.6 FACILITIES

Transit services are supported by facilities, including bus stops, transit centers and stations. These locations are often the first and last points of contact with the passenger. The BRC considered these facilities to be an essential component of transit infrastructure that direct passengers to existing transit services, provide a safe and comfortable environment in which to wait for service, and facilitate safe and efficient transfers between services. Given the importance of transit facilities, it is vital that transit routes and schedules are developed with consideration for the quality, appropriateness, and availability of facilities.

Bus stops are places where passengers safely wait, board and alight along a route in service. They consist of route line number, destination and service qualification signage, curb markings or parking restriction signage and may include passenger amenities such as shelters, benches, telephones, trash receptacles, lighting and information displays installed by the appropriate municipality. Most bus stops are located along the curb of a street, while others are at offsite facilities such as transit centers that may be owned and maintained by the local municipality or by Metro.

Transit stations are stops along a fixed guideway with features, such as loading platforms, ticket vending machines for fare pre-payment, shelters, benches, lighting, information displays, trash receptacles, bike racks and lockers, and emergency call boxes. Many of them also are connected to park-and-rides and passenger pick-up/drop off areas.

Transit centers are high volume transfer points for multiple transit services and layover spaces for end-of-line bus storage and turn around. Features include passenger loading and alighting areas, benches, shelters, lighting, information displays, bicycle racks and lockers, trash receptacles, and bus layover bays.

On-street bus layover zones are designated stopover points for either a bus at or near the end of the line. They may or may not allow for passenger boarding and alighting. Bus terminals are major offsite layover areas for multiple bus lines and may or may not allow for passenger boarding and alighting.

SECTION 3: SERVICE DESIGN GUIDELINES

The BRC's policy guidance states that Metro's transit network should be well integrated, coordinated, and designed to be simple and user-friendly to increase trip making. To ensure an integrated and not duplicative system, Metro Rail, Metro Rapid, and other exclusive guideway services (e.g. Metro Orange Line and Metro Silver Line) should serve as the backbone of the transit system, fed and complemented by a regional bus network of key travel corridors that provide high-frequency service for easy transfers. Less-frequent localized services should augment the regional network to provide geographic coverage.

For network simplicity and to create a more intuitive system, closely-spaced services should be consolidated into fewer, more frequent services at a half-mile to one-mile route spacing. For ease of use, transfers should be as seamless as possible by providing high frequency routes on the regional network, timed transfers for less frequent services, and consolidated bus stops at the same intersection.

Finally, since the regional transit network consists of more than 40 fixed route operators and many more local return transit services, coordination of services and alignment of schedules should be a high priority. Coordinated planning and scheduling between Metro, Muni, Local Return, and Metrolink operations are essential towards achieving this service integration.

3.1 METRO SERVICE COUNCIL

Metro is the primary transit provider in Los Angeles County, operating within a 1,433 square mile service area. In conjunction with Metro are reserved service areas in operation since March 1, 1971, and the Foothill Transit Zone created in 1988 by a joint powers authority consisting of 22 member cities in the San Gabriel and Pomona Valleys.

In 1971, State Legislation granted cities that operate fixed route transit within Metro's service area the right to continue being the main provider for their respective municipalities and keep serving corridors and destinations outside their city boundaries without fear of encroachment by Metro. However, if these operators wish to extend their operations beyond the existing service since 1971 then an agreement must be reached with Metro. These operators include Commerce, Culver City, Gardena, Long Beach, Montebello, Santa Monica and Torrance.

During the late 1980s, there was a desire for subregions to operate their own local services in lieu of Metro. Metro passed an ordinance whereby a city or group of cities can apply to provide transit service under specific conditions set forth by Metro and state statute. This became known as Transit Zones. In 1988, a group of 22 cities in the San Gabriel Valley took advantage of this opportunity and formed the Foothill Transit Zone.

Metro decentralized its bus operations in 2002, dividing them into five localized sectors or councils. More recently however since 2010, Metro restructured and

2012 Metro Transit Service Policy

established a centralized organization, while maintaining the role and responsibility of the councils to help coordinate service changes. Metro Service Councils recommend and approve changes to bus service that may impact each respective geographical area within Metro's purview, as shown in the map below.



These community-based councils provide the following role and responsibilities:

- **Greater community involvement:** Regionalized outreach gives residents more opportunities for direct input into service issues in their communities.
- **Improved service:** Local service evaluation to better understand passenger needs and recommend the appropriate response.
- **Sub-regional perspective:** Advise and approve the planning and implementation of service within their area; call and conduct public hearings; evaluate Metro bus programs related to their service area; review and approve proposed service changes; and, make policy recommendations to the Metro Board.

3.2 SERVICE DESIGN

A. Service Type Determination

Metro operates a local, limited, and rapid bus grid network system overlaid by services, such as rail and express bus services, and supported by shuttle bus feeder/community services.

2012 Metro Transit Service Policy

Determining the most appropriate transit service in a corridor depends on a number of factors, including level of demand, resource availability, site or corridor characteristics, environmental considerations, and community acceptance. The table below shows desirable characteristics considered during the initial review of proposals to upgrade existing operations. The demand thresholds include the combined ridership levels for all services operating in the corridor.

SERVICE TYPE DETERMINATION

Heavy Rail	Operating 100% within an exclusive right of way.	<ul style="list-style-type: none"> a. 2,500 boardings per route mile <u>or</u> more than 50,000 boardings per day. b. Ability to construct a fully grade-separated facility.
Light Rail	Operating in mixed flow traffic or an exclusive right of way.	<ul style="list-style-type: none"> a. 1,000 boardings per route mile <u>or</u> more than 25,000 boardings per day. b. Ability to construct a guideway within or adjacent to the corridor.
Expedited Transit Bus	A regular or articulated bus operating in a fixed guideway or a limited stop service in mixed flow with signal priority.	<ul style="list-style-type: none"> a. 300 or more boardings during peak-hour and in peak direction of travel. b. Daily average of more than 500 boardings per route mile or more than 10,000 total daily boardings. c. Ability to implement operating speed improvements in the corridor.
Standard Transit Bus	A 30-45 foot bus operating fixed route/fixed schedule in either local or express mode.	<ul style="list-style-type: none"> a. 80 or more passengers during peak-hour and in a single direction of travel. b. Total daily boardings greater than 2,000.

B. Physical Routing Guidelines

Metro primarily operates three types of buses: a standard 40-foot bus, a 45-foot bus, and a 60-foot “articulated” bus. To ensure that buses can adequately navigate route alignments and serve bus stops, Metro established the following standards:

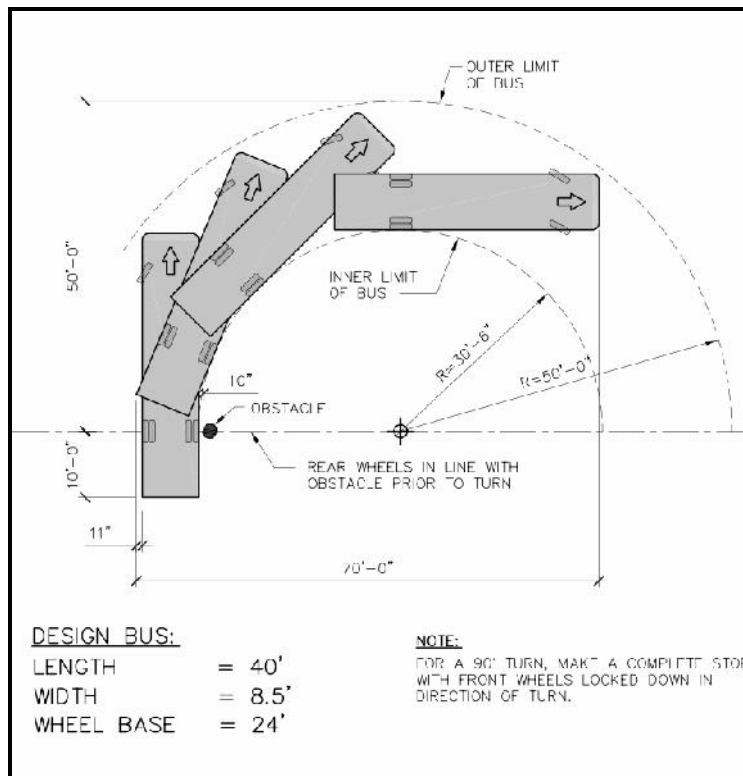
- **Transit Centers /Bus Terminals**
 - Layover zones should be designed to accommodate various sizes of buses (40-foot, 45-foot, and 60-foot).
 - Re-striping of layover zones should be implemented as-needed, based on the needs and bus sizes scheduled.

2012 Metro Transit Service Policy

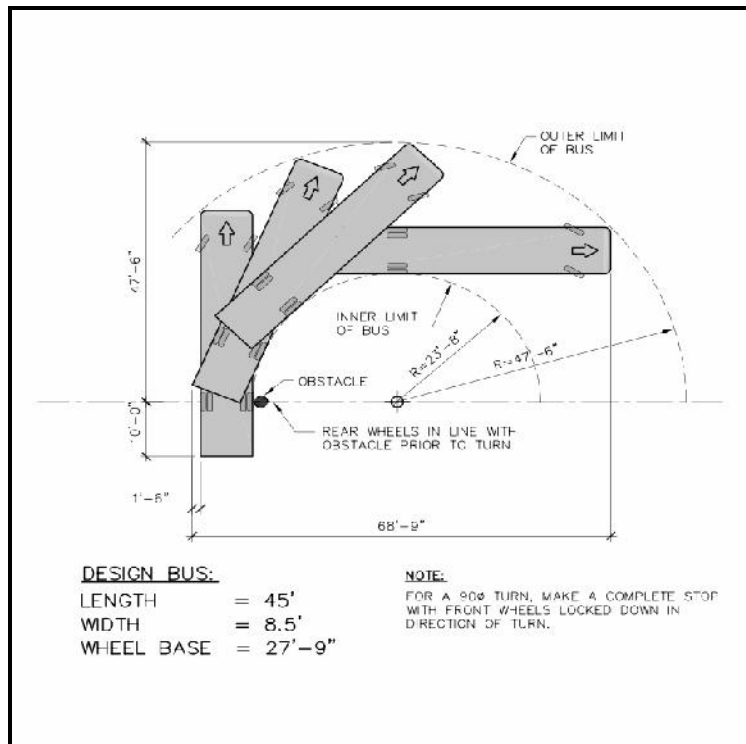
- Scheduled routes should be scheduled in such a way that the amount of layover space can be accommodated.
- **Minimum turning radius clearance required for each type size bus movement**
 - 50 feet for 40-foot buses
 - 44 feet for 60-foot articulated buses
 - 47.5 feet for 45-foot buses

Diagrams showing the minimum turning radius for each bus size:

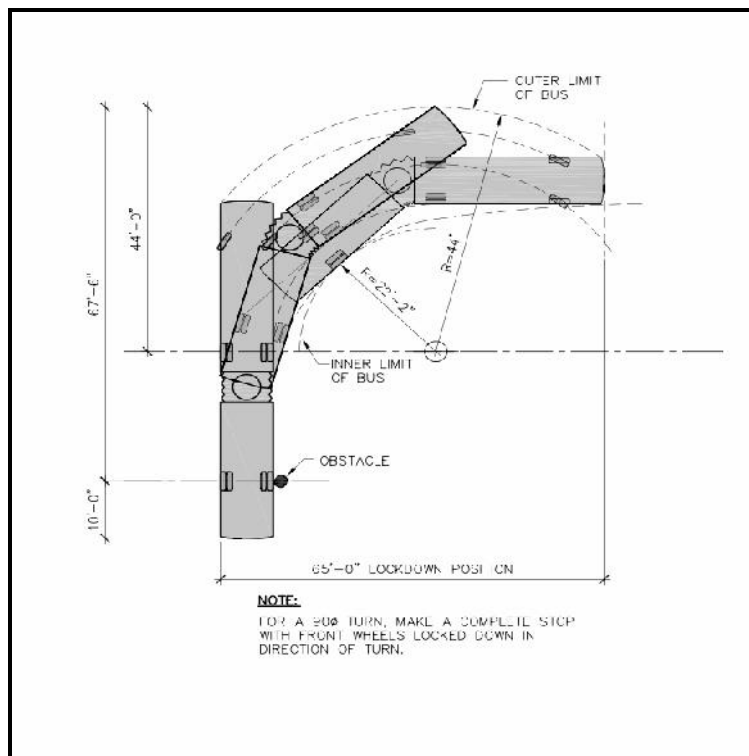
40-Foot Bus



45-Foot Bus



60-Foot Articulated Buses



- **Street lane widths for bus operations must be 12 feet or more**
- **Bus Stop Curb Lengths and Zone**
 - 40-foot buses should at minimum be:
 - a. Farside – 90 feet
 - b. Nearside – 100 feet
 - c. Mid-block –150 feet

Note: For two 40-foot buses servicing a stop simultaneously, add 50 feet. Additional bus stop curb length may be needed for 45-foot buses.

- 60-foot bus should at a minimum be:
 - a. Farside and mid-block – 120 feet
 - b. Nearside – 170 feet

Note: For two 60-foot buses servicing a stop simultaneously, add 70 feet.

- Bus Layover Zone general space requirements for service operating on schedule:
 - a. One Space – 15 minutes
 - b. Two Spaces – 12 minutes
 - c. Four spaces – 6 minutes

Appendix D provides additional information on Transit Cooperative Research Program (TCRP) bus stop standards and guidelines.

C. Bus & Rail Service Guidelines

- **Corridor/ Route Duplication** refers to a collection of parallel routes serving several common destinations. If the route spacing were such that patrons could walk to one or the other within the same amount of time and distance then relatively speaking these routes can be considered duplicative services.

Bus Route duplication occurs when two or more bus routes operate on the same alignment by one or more carriers in a transit corridor. Limited, Express, and Rapid service duplicates rail service when these service types operate parallel to a rail line (this standard does not apply to local bus service).

While service duplication should be minimized, exceptions apply, such as Metro Rapid bus corridors that support an underlying local route, on approaches to business districts, major terminals, and transit centers, or if serving key destinations along a corridor from several directions.

- **Headway/Frequency:** Headway refers to the interval of time, expressed in minutes, between consecutive trips. Headways are based on policy and demand. Frequency is driven by the amount of time separation between scheduled trips, otherwise known as the headway, and refers to how often the arrival of a trip occurs in a given period. For example, if the headway of a line is 10-minutes then the frequency is six trips every hour. Service frequencies should be set in such a manner that it provides sufficient capacity to adequately meet this demand and ensure a reasonable and attractive level of service is provided throughout the day.

Note: Headway varies from service type for both bus and rail lines. Headway standard is discussed and defined in Section 4.1.

- **Limited-Stop Bus Service** makes significantly fewer stops than local service, and the key design objective is to operate at a minimum of 10% faster than local service. Limited service will be considered in corridors where the demand requires a 10-minute headway or less on the local line prior to implementation of a limited-stop service.
- **Bus & Rail Passenger Load Ratio** is the average ratio of passengers on-board to seats available commonly measured over a one-hour period. Passenger load ratio determines what the proper scheduled headway should be. Load ratio varies between bus and rail service types as discussed in Section 4.1. Metro's load ratio is significantly lower than industry peer agencies.
- **Network Route Spacing** refers to the average distance between two or more parallel bus and/or rail lines. It is generally accepted that patrons are willing to walk up to one quarter mile to a bus stop. In general, bus routes operating parallel to one another in an urban area should be spaced a half-mile apart from one another and bus routes operating parallel to rail should be spaced a half-mile apart on either side of a rail route. Bus routes operating parallel in a suburban area should be spaced no more than one-mile apart from one another, and bus routes operating in low density or underdeveloped areas should be operated where needed in such a way that it is cost-effective. When possible, alternate delivery methods should be considered.
- **Bus & Rail Route Alignment** should be direct for network simplicity and to maximize average speed and minimize travel time. In general there should be no more than two branches per trunk-line route.
NOTE: Rail alignment is decided during the design phase of a fixed guideway/right-of-way, and it is beyond the scope of this transit service policy.
- **Bus Route Deviation** also referred to as "out of direction movement," is when a route is realigned to operate in close proximity of a new activity center such as a rail station or transit center. Route deviation should

2012 Metro Transit Service Policy

only be considered if the diversion time in one direction is 5 minutes or less, and there is a net travel time benefit for riders who are connecting or traveling through.

- **Bus Route Length** should be as short as possible to reduce a vehicle’s exposure to events that may delay service (e.g. accidents, road construction, or poor weather conditions) and to maintain scheduled travel times to maximize on-time performance.
- **Bus & Rail Span of Service** refers to the hours that service is available on a given day and defines the minimum period of time that service should operate at any point in the system. A key factor in determining the span of service on individual lines is based upon system connectivity. This provides customers with the confidence that direct and connecting service will be provided.

Some of the criteria used to determine the span of service on a bus route include:

- Existing ridership and productivity levels;
- Span of service on connecting and alternative services with expanded service;
- Resource availability; and,
- Hours of operation of major job sites or activity centers along the alignment.

General span of service guidelines by service type are identified in the following table.

STANDARD SPAN OF SERVICE BY SERVICE TYPE

Service Type	Weekday	Weekends
Heavy Rail	3:50am – 2:00am	3:50am – 2:00am
Light Rail	4:30am – 1:30am	4:30am – 1:30am
Metro Liner	5:00am – 9:00pm	6:00am – 9:00pm
Metro Express	Varies by line No Typical Span	Varies by line No Typical Span
Metro Rapid	5:00am – 9:00pm	6:00am – 8:00pm
Metro Local	5:00am – 11:00pm	6:00am – 9:00pm
Metro Rail Feeder/ Shuttle	5:00am – 9:00pm	6:00am – 9:00pm

- **Transfers** occur when passengers change from one transit unit to another (bus or rail), which occur at a common stop location such as an intersection, station, or transit center. Metro’s goal is that transfers should be seamless, minimizing wait times as much as possible. Metro accomplishes this through time transfers and positive transfers.

- **Timed Transfers** are when wait times are built into the schedule of a route to provide convenient connections between two routes for passengers who wish to transfer at a common stop location. In these instances it is preferable that wait times be built into the schedule of a low frequency route with headways greater than 20-minutes and owl routes that operate every 30 minutes or greater.
- **Positive Transfers** are when one route is scheduled to arrive 2-5 minutes before or after another route at a common stop location to enhance connections and reduce wait times for passengers who wish to transfer from line to another, such as connections between bus and rail.
- In addition to timed and positive transfers, Metro will work with other municipal transit operators to better coordinate services and schedules to minimize transfer impacts.

D. Bus Stop/Station Location

Bus stops and stations allow for boarding and alighting of passengers. Bus stops are generally located within a short walk from medical facilities, schools, major retail malls, office buildings, multi-unit apartments and other major activity centers. These stops provide access to the transit system for uses that generally attract a large number of transit riders. Station locations are determined during the design phase of a fixed guideway/right-of-way. There is a set of criteria associated with station location, but this is beyond the scope of this transit service policy. Generally, stations are located at major transfer points with bus or rail and provide access to major activity centers.

Bus stops should be located to balance good rider access with pedestrian safety. Stop locations should support efficient transfer movements, minimizing walking distances, unnecessary crosswalk movements, and potential for jaywalking. No standard type of stop can be recommended for all locations, as each intersection has its own unique characteristics. An inventory of land uses within a quarter-mile corridor of the road under consideration should be taken, particularly uses that serve as major trip producers and attractors. The proper location of a transit stop that requires on-site investigation of the stop(s) under consideration must be concurred by the municipality in which the stop is located in.

Note: Hospitals and schools have high priority when considering new bus stop locations and/or when relocating existing bus stops.

There are instances when two or more bus routes operate along the same corridor, such as a Metro Rapid Line and an underlying Metro Local Line, which serve different stops. In these cases it is desirable their stops be consolidated to avoid unnecessary crosswalk movements and minimize confusion as to which

2012 Metro Transit Service Policy

stop riders should wait to catch their bus. However, stops cannot be consolidated in the following instances:

- Unsafe right turn movements;
 - Objections from businesses adjacent to stops;
 - Loading zones (business & passenger);
 - Jurisdiction refusal to allow extending current stop zone; and,
 - Lack of available space.
- **Bus Stop/Station Accessibility:** All stops and stations along a route should be fully accessible in accordance with the Americans with Disabilities Act. For example there should be no obstructions preventing the boarding and alighting of patrons who use a wheelchair or other assistive mobility devices. In addition, pathways to and from a stop or station should be unobstructed. If obstructions do exist every effort must be made to resolve this with the respective municipalities. In the case of bus stops, they can either be moved to a new location on a permanent basis or temporary basis depending on situations, such as construction.

E. Bus Stop/Station Spacing

- **Stop/Station Spacing** refers to the average distance between consecutive stops/stations along an entire bus/rail route. Stop/Station spacing is established based on the goals and guidelines each service type is designed to achieve.

Decisions regarding bus stop spacing and location call for careful analysis of passenger service requirements, the safety of passengers, operators, equipment, the service type provided, and the interaction of stopped buses with general traffic flow. Achieving a balance of convenience to both the transit passenger and the auto user is a prime objective. In addition, bus stop spacing should be related to ridership density. Stops should be closer together in major commercial districts and farther apart in outlying areas.

One of the primary determinants for stop spacing by service type is population densities. Rail stations are determined during the design phase and beyond the scope of this transit service policy. Stop spacing for shuttles should be determined on a case-by-case basis as these services can be operated in a variety of environments and in a number of different ways. **Additional details are provided in Section 4.1.**

F. Bus Lanes

A bus lane is an exclusive lane used by transit on urban streets along a roadway through widening or dedication of one or more existing general traffic or parking lanes for transit use. These lanes can be designated for transit use during peak

periods only or all day. These lanes typically allow use by general traffic for right turn movements and local access to and from driveways. Bus lanes are most effective in those areas where there are very high bus volumes or passenger volumes and where operational efficiencies can be achieved.

G. High Capacity Bus

Metro operates two high-capacity vehicle types: 45-foot buses with 46 seats and articulated 60-foot buses with 57 seats. Ideally these high-capacity vehicles should primarily be operated on high-volume trunk service routes such as Wilshire Blvd. (Line 720), Vermont Blvd. (Lines 204, and 754), and Olympic Blvd. (Line 66), which currently operate 60-foot articulated buses.

One advantage to their deployment is the opportunity to reduce vehicle requirements and service hours; however, their deployment should not increase service intervals to the point where riders notice degradation in service quality. For this reason, bus lines with peak headway of five minutes or less (frequency of 12 trips or more an hour) are ideal candidates for this type of vehicle. In evaluating services for higher capacity vehicles other factors must be considered, including facility compatibility, street design, and potential impacts to services where schedules have been interlined.

H. Bus / Rail Integration

As the Metro Rail system expands, adjustments are made to the bus system to improve access to rail stations, take advantage of new transfer facilities, and reduce bus and rail service duplication. The following guidelines provide direction to routing and scheduling changes that will be necessary as the Metro Rail system is expanded:

- **Discontinuation of Parallel Limited and Express Service**
Competing limited stop and express service that parallel the rail corridor will be discontinued when duplication exists.
- **Diverting Service**
Bus routes that run parallel to a rail line may be diverted to a station when:
 - Walk time from the nearest station is greater than 3 minutes;
 - Diversion time in one direction is 5 minutes or less;
 - Average three-hour peak load factor is less than 50 percent; or
 - Net travel time benefit for connections and through travel;

Intersecting bus lines or bus lines that travel in a perpendicular direction to a rail line will be diverted to serve the closest rail station when:

- Diversion time in one direction is 5 minutes or less;

2012 Metro Transit Service Policy

- Average three-hour peak load factor is less than 75 percent; or
- Net travel time benefit for connections and through travel;
- **Extend Terminating Lines**
Bus routes that end within one mile of a rail station will be extended to terminate at the station. Routes that terminate at distances greater than one mile may be extended if the rerouting will create a valuable link to the rail system or will result in a reduction in travel time for a significant number of riders.
- **New Bus Routes**
New rail feeder service will be considered as part of the service change process if a need is demonstrated and if funding is available.
- **Scheduling Bus Interface**
 - During peak travel periods, bus arrival and departure times should be governed by the rail arrival and departure times when predominant movement is from bus to rail.
 - During off-peak times, bus routes with frequencies of 20 minutes or greater ending at a rail station should be scheduled to arrive 2-5 minutes before the rail departure time.
 - When the predominant movement is from rail to bus, terminal buses should be scheduled to depart 2-5 minutes after the scheduled rail arrival time.

I. School Trippers

School trippers are extra service operated to protect against overcrowding on bus routes serving schools. Metro's policy on school trippers is based on FTA regulations (49 CFR Part 605). These regulations are directed at protecting the private sector against unfair competition and ensuring that FTA funding is focused on providing services that meet the needs of the "general public."

School tripper service may be operated if it meets the following criteria:

- There is sufficient demand to warrant the operation of a tripper;
- There are sufficient resources to operate a tripper;
- The school tripper will not result in a significant increase in travel time for regular customers; and,
- The school tripper is operated as part of the regularly scheduled public transportation service.

2012 Metro Transit Service Policy

School tripper service must meet the following requirements:

- All school trippers must fully comply with established policies and procedures;
- All regularly scheduled school trippers must be published on public timetables;
- All locations where trippers board or alight passengers, including the bus stops at deviated routes, must be marked with Metro signage including the bus line numbers servicing the stop;
- School tripper changes must be provided to the general public by a service change notice or on the Metro website at www.metro.net;
- Requests for new school trippers or modifications to existing school trippers will be considered when a notice is given at least two weeks in advance giving ample time to complete an appropriate analysis of the request and to allow appropriate notification of changes.

School Tripper Service Change Procedures are listed in **Appendix E**.

J. Special Event Service

Special event services are bus routes designed to take passengers to a specific venue and are not part of the regularly scheduled operation. Metro will provide service under contract to other entities only if the provision of these services do not interfere with Metro's ability to meet its regularly scheduled service obligations and fits within the scope of the agency's regular operation in terms of route structure, fares and span of service. Special event services will be provided on a full cost recovery basis and in conformance with the agency's charter bus policy.

K. Charter Bus Policy

Charter service is the use of buses, vans or facilities (rail system) to provide a group of persons under a single contract, at a fixed charge, with the exclusive use of the vehicle or service to travel together under an itinerary either specified in advance or modified after having left the place of origin. Generally, for service not to be considered charter, it must meet the following tests:

- Be available to the general public;
- Operate within the system's normal scope (existing routings, fit within normal hours of operation and established fare structure);
- Provide a published timetable; and,
- Customers must pay their own fare.

Charter Service Policy

As a grantee of Federal funds, Metro is prohibited from using its federally-funded equipment and facilities to provide charter service except on an incidental basis and when one or more of the applicable exceptions below apply:

2012 Metro Transit Service Policy

- Charter service shall be incidental to the mass transportation service and shall be provided only during times of the day when vehicles are not needed for regularly scheduled service.
- Charter service will only be considered when one of the following exceptions apply:
 - There are no willing or able private charter operators;
 - For special events the private operators are not capable of providing the service;
 - When there is a formal agreement regarding the provision of charter services between the recipient and all private charter operators who have been identified to be willing and able; and,
 - For government or certain non-profit organizations, if the trip involves a significant number of handicapped persons, or if the organization is a qualified social service agency, or if it receives public welfare assistance funds whose implementation may require transportation services.
- All requests for Charter Service must be approved by the Chief Executive Officer and it may require a waiver from the Federal Transit Administration. Petitions for a waiver should be requested in writing 90 days in advance of the event whenever possible.
- The rates for charter service shall equal or exceed the annual fully allocated cost, including depreciation, of providing charter bus operations, and Metro shall deduct the mileage and hours from the useful life of the buses.
- The operation of charter service also must comply with relevant state laws, including Section 30630.5 of the California Public Utilities Code.

3.3 CUSTOMER INFORMATION & AMENITIES

Providing customer information assists both regular riders and infrequent riders on how to use transit as a viable mode of transportation to and from their destinations. The BRC determined that clear, concise, and timely information is an important adjunct to service quality, particularly when bus and rail services are not operating as planned. Amenities aid in the comfort and security of riders.

2012 Metro Transit Service Policy

Customer Information

Passengers need to know how to use transit, where to go to access it, where to alight to access their destination, whether transfers are required, and when transit services are scheduled to depart and arrive. Regular and even infrequent users particularly require this information about specific routes when they need to travel to a location they rarely visit or is new to them. Information must be provided in accessible formats. Metro provides customer trip planning and help information via telephone, in person with a customer service representative, on-board announcements, by mail, online at the metro.net website and by email.

- **At Transit Infrastructure**, such as shelters, signs directing motorists to park-and-ride lots, and bus stop signs that indicate the presence of service to people not currently using transit.
- **Audible Announcements** at bus stops, rail stations and on board vehicles to assist not only passengers with visual impairments but also passengers unfamiliar with the route or area.
- **Online Information** available 24-hours to anyone with Internet access such as:
 - Nextrip's next bus arrival
 - Google Transit
 - Route Maps & Timetables, Fare Information, and Trip Planner
 - Specialized Guides (Bikes, Riders with Disabilities, Safety & Security)
 - Commuting Information (Carpools, Vanpools, School Pools, and Employer Programs)
 - News and Media Information
 - Latest Projects and Programs
 - Contact Information
 - Special Event Information
- **Next Bus or Train Real-Time Information**, both audible and visual, to reassure when the next scheduled vehicle will arrive.
- **Printed, Distributed Information**, such as timetables, maps, service change notices, rider newsletters, etc., preferably available at a number of locations.
- **Posted Information**, such as system maps, bus cubes posted at stops, stations, and on-board transit vehicles.
- **Route Numbering Convention** at stops and transit vehicle head signs to assist passengers to quickly identify what stops to wait at and what transit vehicle to board related to printed and posted information. See **Appendix B**.

2012 Metro Transit Service Policy

- **Wayfinding** is the process of communicating information to support our patrons with the ability to navigate through the use of signage, system / route maps, kiosk, bus cubes, directions, etc. so they can easily determine where they are, where they want to go, and how to get there.
- **Visual Displays** to assist passengers with hearing impairments and to supplement on-board announcements that may be muffled by other noise.

Customer Amenities

Passenger amenities are those elements provided at a transit stop, transit center, and station stops to enhance comfort, convenience, and security. Metro will provide customer amenities where applicable and have available resources. In some instances, Metro will partner with municipalities to provide the appropriate amenities. Amenities include such items as shelters, benches, vending machines, trash receptacles, lighting, restrooms, and telephones.

- **Benches** provide comfort for waiting passengers, help identify the stop or station, and are a more affordable alternative than shelters.
- **Elevator/Escalators** provide accessibility for those who otherwise cannot use stairs to elevated station stops.
- **Lighting** increases visibility, increases perceptions of comfort and security, discourages misuse of bus stops once transit operations are no longer in-service.
- **Public Restrooms** may be provided at transit centers and maintained for public safety and convenience.
- **Shelters** provide comfort for waiting passengers, protection from climate conditions, and help identify the stop or station.
- **Telephones/Intercoms** provide access to transit information and emergencies.
- **Trash receptacles** provide a place to discard trash and keep bus stops and surroundings clean.
- **Vending machines** can provide newspapers and snacks while waiting for a transit vehicle.

When transit service is not provided near one's origin, driving to a park-and-ride lot or riding a bicycle to transit may be viable alternatives. Park-and-ride lots are especially important amenity for transit riders.

Park-N-Ride/Station Parking

A Park-N-Ride facility provides a place for transit riders to park their cars before boarding a bus or train. Park-N-Ride facilities are usually provided at station

stops or transit centers, such as the Metro El Monte Station and Harbor Gateway Transit Center (formerly Artesia Transit Center) and at various rail stations. Park-and-ride lots also can be found in suburbs to serve as a staging area for commuter riders.

Bicycle Storage

Bicycle storage may be provided at transit stations where demand exists and space allows and on transit vehicles. Bicycle racks and lockers may be provided at transit center and stations. On transit vehicles bicycles may be bus-mounted racks located in front of a bus or on-board a rail car in a designated space.

Bike racks provide a simple, relatively low-cost approach and can hold a large number of bicycles in a relatively small space, but the bicycles are subject to potential damage and theft. Enclosed bicycle lockers provide added protection from theft and from weather, but are more costly and require more space.

2012 Metro Transit Service Policy

SECTION 4: SERVICE PERFORMANCE EVALUATION

In December 2011, the Metro Board adopted five service standards to supersede specific guidelines and policies that were adopted in the 2011 Transit Service Policy (Section 4.1). Historically Metro had primarily used a Route Performance Index (RPI) to determine a route's performance relative to other similar services and in recent years developed a more comprehensive internal monitoring process as discussed in Sections 4.2 and 4.3.

4.1 BOARD ADOPTED SERVICE STANDARDS AND POLICIES

The five service standards adopted since December 2011 and outlined below support and enhance Metro's commitment to providing quality transit service to Metro's patrons:

- Accessibility
- Headways
- On-Time Performance
- Passenger Loading
- Bus Stop / Station Spacing

Accessibility

This standard ensures that virtually all residents have access to the fixed route system. Service is to be provided within one-quarter mile of 99% of census tracts within Metro's service area that have at least 3 households per acre and/or 4 jobs per acre. Fixed-route service provided by other operators may be used to meet this standard so as to minimize service duplication.

Headways

This standard ensures that the scheduled gap (in minutes) between vehicles on a line does not exceed the indicated value by time period. Off-peak includes weekends. Actual headways are determined by demand within the recommended limits. Scheduled headways determine the frequency or how often a transit vehicle will arrive at a stop or station. The table below summarizes the headway limits by service type.

Headway Limits by Service Type

Service Type	Peak	Off-Peak
Heavy Rail	10	20
Light Rail	12	20
BRT	12	30
Rapid	20	30
Express*	60	60
Limited	30	60
Local	60	60
Shuttle	60	60

2012 Metro Transit Service Policy

In-Service On-Time Performance (ISOTP)

This standard ensures a high level of service reliability. On-time performance for bus is defined as no more than one minute early or five minutes late, which is measured at all timepoints along its route. This standard varies depending on the bus service type operated. For rail lines on-time performance is measured at terminal arrival. This standard varies between heavy rail and light rail. The on-time performance standard is summarized in the table below.

ISOTP by Service Type

Heavy Rail	95%
Light Rail	90%
BRT	85%
Rapid	85%
Express	85%
Limited	85%
Local	85%
Shuttle	85%

Passenger Loading

This standard ensures that there is sufficient service capacity and that the measure of maximum average passengers per seat during any one-hour period does not exceed the indicated value by mode, line, and time period. Off-peak includes weekends. The passenger loading standard is summarized in the table below.

Passenger Loading Standards by Service Type and Time of Day

Service Type	Peak Passengers per Seat	Off-Peak Passengers per Seat
Heavy Rail	2.30	2.30
Light Rail	1.75	1.75
BRT	1.30	1.30
Rapid	1.30	1.30
Express*	1.30	1.30
Limited	1.30	1.30
Local	1.30	1.30
Shuttle	1.30	1.30

* For the freeway portion of Express Service operation, the standard is 1.00 passengers per seat, which means all passengers traveling on the freeway should have a seat available to them. This change from the previous adopted loading standard will improve passenger safety on the freeway portion of an express route.

Bus Stop/Station Spacing

Stop/Station Spacing refers to the average distance between consecutive stops/stations along an entire bus/rail route. Stop/Station spacing are established based on the goals and guidelines each service type is designed to achieve. This standard ensures a high level of service availability as appropriate for each mode. The standard is expressed as the maximum average stop (or station) spacing per mile by line. Industry guidance suggests that passengers will walk up to a quarter mile to access bus service and up to a half mile to access rail. These standards are intended to ensure that a minimum level of accessibility is achieved for each service type by establishing an upper limit on stop spacing. The table below summarizes the maximum average stop/station spacing by mode.

- **Heavy/Light Rail Lines** station spacing is even greater than bus stop/station spacing to achieve the highest speed among the various modes and service type. Rail station location is determined during the design phase and not subject to this transit service policy. Ideally the average rail station spacing should be no greater than 1.50 miles.
- **BRT and Express Bus Routes** achieve the highest bus speeds through even greater stop spacing than Rapid and Limited routes. In the case of Express routes, longer freeway gaps between stations are offset by more frequent stops along their respective local service (collection/distribution) portion of its route. To ensure these services provide access to major activity centers and transfer points, the average stop/station spacing the overall express stop/station spacing should be no greater than 1.25 miles and no greater than 1.25 miles on the BRT right-of-way.
- **Rapid and Limited Bus Routes** operate on the most heavily traveled corridors. Both services achieve their speed advantage largely through serving fewer stops than local bus operation. However, to ensure these services provide access to a significant portion of patrons within the corridor the average stop spacing for Rapid routes should be no greater than 0.80 mile and no greater than 0.60 for limited routes.
- **Local Bus Routes** primarily operate on city streets and **Shuttle Bus Routes** provide serviced on secondary streets. Both route types are designed to provide service closer to a passenger's destination and reduce walking times. Therefore, both local and shuttle route average stop spacing should be no greater than 0.25 mile for passenger convenience by providing shorter walking distance to their destinations than all the other service types discussed.

Maximum Avg. Stop/Station Spacing

Heavy Rail	1.50
Light Rail	1.50
BRT	1.25
Rapid	0.80
Express	1.25
Limited	0.60
Local	0.25
Shuttle	0.25

Two additional policies also were adopted by the Metro Board in December 2011:

Vehicle Assignments:

This policy will ensure there is a consistent basis for assigning vehicles to facilities that meets operating needs at a minimal cost and improves quality of service.

- **Heavy Rail** is not applicable. There are two lines operated from the same facility and only one vehicle type used.
- **Light Rail** cars will be assigned to individual lines on the basis of compatibility of vehicle controllers with each lines signal system. The number of vehicle types/manufacturers will be kept to no more than two at any facility to minimize parts storage and maximize maintenance expertise.
- **Buses** will be assigned to individual facilities on the basis of vehicle size requirements for lines supported by each facility.

Passenger Amenities

This policy establishes a commitment to the provision of a specified passenger amenities at all rail stations and major off-street bus facilities. Each rail project has its own design guidelines and each bus facility has been built with individualized project requirements. The table below summarizes a list of amenities applicable to off-street facilities owned by Metro that permit boardings addressing a minimal set of essential features with the recommended quantities chosen to ensure consistency across the system.

Passenger Amenities

Shelters:	Heavy Rail: n/a Light Rail: At least 80 linear ft. Bus: At least 6 linear ft. per bay
Seating:	Heavy Rail: At least 12 seats Light Rail: At least 10 seats Bus: At least 3 seats per bay
Info Displays:	Heavy Rail: At least 12 Light Rail: At least 10 Bus: At least 3
LED Displays:	Heavy Rail: At least 8 arrival/departure screens Light Rail: n/a Bus: n/a
TVMs:	Heavy Rail: At least 2 Light Rail: At least 2 Bus: n/a
Elevators:	Heavy Rail: At least 2 Light Rail: At least 1 for elevated/underground Bus: At least 1 for multi-level terminals
Escalators:	Heavy Rail: At least 4 (2 Up / 2 Down) Light Rail: n/a Bus: n/a
Trash receptacles:	Heavy Rail: At least 6 Light Rail: At least 2 Bus: At least 1 per 3 bays / 2 minimum

2012 Metro Transit Service Policy

4.2 ROUTE PERFORMANCE INDEX

The Route Performance Index (RPI) is a conventional industry measure used to ensure Metro services are effective and provide a reasonable return on investment. The route performance index is designed to provide an objective measure of a bus route's performance relative to other similar types of service. The index is based on system ridership and financial targets from the current fiscal year Metro Budget. The RPI is calculated within groups of similar services. The following service categories are used in the RPI process:

- Metroliner
- Metro Express
- Metro Rapid and Rapid Express
- Metro Local
- Metro Shuttles

This measure is applied to all Metro bus lines in operation for more than a year. The RPI is used to identify under-performing lines. Specific corrective actions are taken during the service change process. Corrective actions may include marketing, service restructuring, implementing an alternative service, or discontinuation of service.

The RPI consists of three variables:

- **Utilization of Resources** – Passenger boardings per revenue service hour is used as a measure to determine how effectively resources are used on a given line. This measure is determined by dividing the total number of boardings by the revenue service hours operated. A route having a higher number of boardings per revenue service hour represents a better utilization of resources such as buses, operators and fuel.
- **Utilization of Capacity** – Passenger miles per seat mile is the measure used to evaluate how well the seating capacity of the system is being used. Passenger miles are calculated by multiplying the average distance traveled per passenger by the number of passengers using the service. Seat miles are calculated by determining the number of seats per vehicle by the number of service miles operated. A higher resulting number indicates greater utilization of system capacity.
- **Fiscal Responsibility** – Subsidy per passenger is the measure for fiscal responsibility. Subsidy refers to the amount of public funding required to cover the difference between the cost of operation and the passenger revenues collected. Higher subsidy services require more public funding support.

Specific indices are developed for each measure within each category of service. Lines with an index of 1.0 perform at the category average, while lines with an index of less than 1.0 perform below the average. Lines with an RPI lower than 0.6 are defined as performing poorly and targeted for corrective action.

2012 Metro Transit Service Policy

Lines that have been subjected to corrective actions and do not meet the 0.60 productivity index after six additional months of operation may be discontinued, subject to Metro Service Council or Board approval, unless a funding agreement with a city or other agency is in place to offset the poor performance of the service. Such agreements need to be considered for a period of one year or more and in an amount sufficient to bring the farebox recovery ratio of the poorly performing service up to the service category average.

The following formula is used to develop the route performance index:

$$\text{Route Performance Index} = [(BSH_i / BSH) + (PMSM_i / PMSM) + (SUB / SUB_i)] / 3$$

Explanation of Variables

BSH & BSH_i	Category average and line specific boardings per service hour
PMSM & PMSM_i	Category average and line specific passenger miles per seat mile
SUB & SUB_i	Category average and line specific subsidy per passenger

The route performance index is calculated and reported annually. The performance measurement standards for each route category are set annually relative to the percentage improvement of overall system performance relative to the previous year's performance. This percentage improvement will be based on the performance objectives outlined in the Metro Operating Budget.

4.3 SERVICE PERFORMANCE INDICATORS

In 2009, Metro introduced a more comprehensive internal monitoring process that focuses on four core service attributes using ten performance indicators. Four out of the ten performance indicators, specifically Accessibility, Headways, ISOTP, and Passenger Loading, were revised and adopted as service standards by the Metro Board in December 2011, replacing the corresponding four performance indicators approved in the 2011 TSP.

The Service Planning, Scheduling & Development Department provides quarterly analytical reports that measure the following four core attributes, using the ten performance indicators. Lines are analyzed according to their service type, nine specific time periods, and days of operation (weekday, Saturday, and Sunday). This analysis allows staff analysts to focus on the performance of a line by time period.

Availability

Two indicators are used to measure the extent to which transit service is available.

- **Accessibility Indicator** is discussed and defined in Section 4.1.

2012 Metro Transit Service Policy

- **Connectivity Indicator** states that direct transfers should be available for all Rapid-to-Rapid and Tier 1 Local-to-Tier 1 Local connections. **Note:** A short list of exceptions to the Connectivity standard is maintained.

Quality

Quality is important in retaining existing customers and attracting new ones. Two indicators are used to measure quality:

- **In-Service On-Time Performance (ISOTP) Indicator** is discussed and defined in Section 4.1.
- **Customer Complaints Indicator** monitors the frequency of customer complaints per 100,000 boardings. The poorest 15% of bus lines in each service type receive added scrutiny.

Quantity

Quantity is important in establishing minimum service levels for any service operated as well as ensuring that demand is adequately served when higher volumes of patronage are achieved. Two performance indicators are used to determine if adequate service levels exist given the demand.

- **Headway (Frequency of Service)** is discussed and defined in Section 4.1.
- **Passenger Loading Standards** is discussed and defined in Section 4.1.

Effectiveness

Effectiveness measures are used to ensure that service is provided in the most cost-effective manner given scarce resources. Four performance indicators are used to measure effectiveness and analyzed by service type and time of day.

- **Boardings per Service Hour** measures the level of passenger activity, or passenger turnover, during each hour of operation. The poorest 15% of bus lines in each service type are reviewed in detail.
- **Cost per Passenger Mile** measures the cost effectiveness of the service provided. The poorest 15% of bus lines in each service type are reviewed in detail.
- **Passenger Miles per Seat Mile** establishes the extent to which provided capacity is actually used. The poorest 15% of bus lines in each service type are reviewed in detail.
- **Route Performance Index** should be 0.60 or greater by service type (Average value for service type is 1.0)(See Section 4.2).

2012 Metro Transit Service Policy

SECTION 5: SERVICE CHANGE PROCESS

In accordance with contractual agreements with the United Transportation Union bi-annual service changes will be implemented in June and December. Metro service changes are conducted to modify service based on patronage and/or budget fluctuations. Following an established timeline, a service change process work flow also is provided in **Appendix F**.

Service Change Timeline

Key Activities	Required Lead Time (Months Prior to Implementation)
Initiate Planning Process	12
Develop Preliminary Recommendations	7-8
Public Review and Input	4-7
Impact Analysis for Proposed Changes	4-7
Title VI / Environmental Justice Review Process	4-7
Finalize Service Change Program	4-5
Program Approval	4-4
Develop New Service Schedules	3-5
Print Public Time Tables and Operator Assignments	1-2
Fabricate Decals for Bus Blades	1-4
Print Bus Cube/Take-One Bus Inserts	1-4

Metro Service Councils provide a forum for the community and local municipal operators to express needs and priorities, and evaluate opportunities and issues with service coordination. Service change programs are developed based on input generated by a wide variety of sources. Sources include customer and employee input, service restructuring studies, requests from other local operators and performance monitoring results. The evaluation process includes public review of the proposals, a technical evaluation of ridership impact, Title VI equity analysis, Environmental Justice equity analysis, and resource impacts. Based on Metro's Civil Rights Corrective Action Plan (December 2011), a monitoring report is to be produced to determine whether or not Metro is in compliance with Title VI of the Civil Rights Act of 1964 and the Executive Orders on Environmental Justice and Limited English Proficiency. The goal is to ensure there are no disparate or disproportionate adverse impacts on minorities and poverty-level persons created by service or fare changes. In addition, Metro will coordinate with key stakeholders in the regional bus system, as well as a review and approval by Metro Service Councils and/or Board of Directors.

2012 Metro Transit Service Policy

Other factors considered are service performance, availability of alternatives, and mitigation strategies. As part of the evaluation process, resource impacts including in-service hours and vehicles also are tracked to ensure compliance with budget parameters.

Below is a summary of the purpose of an evaluation on proposed service changes:

- Define and evaluate the impact on riders;
- Determine whether or not a Title VI and/or Environmental Justice Analysis identifies disparate and/or disproportionate adverse impacts;
- Consider alternatives to proposed actions if disparate adverse impacts are identified;
- Develop appropriate mitigation measures if needed; and,
- Determine whether or not a public hearing is required.

Once a program is approved, the public is notified of the upcoming changes and new public timetables and bus operator work assignments are developed.

Note: Changes to the rail system occur less frequently. They generally relate to the opening of a new line or adjustments to the frequency or hours of operation for existing service. Changes in rail and bus service follow the same planning and implementation process.

5.1 TITLE VI & ENVIRONMENTAL JUSTICE EQUITY ANALYSIS

Title VI of the 1964 Civil Rights Act

Title VI states that "No person in the United States shall, on the ground 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." Title VI prohibits intentional discrimination. Services or fare increases may be implemented if they are found to have disparate impacts (unintentional discrimination), however the Metro Board of Directors must first ensure the changes meet two tests:

- There is a substantial legitimate justification for adopting the proposed service change, meaning the selected service change meets a goal that is integral to the mission of Metro; and
- The selected alternative would have a less severe adverse effect on Title VI protected populations than other alternatives that were studied.

Environmental Justice (Executive Order 12898)

In 1994, President Clinton enacted Executive Order 12898, which directs all federal agencies to develop a strategy for implementing Environmental Justice Analysis. EJ is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. It will be achieved when everyone enjoys the same degree of protection from environmental and health hazards

2012 Metro Transit Service Policy

and equal access to the decision-making process to have a healthy environment in which to live, learn, and work.

Equity Evaluation & Reporting

An equity evaluation will be conducted on any major service change and/or fare change considered during the planning stage and prior to a public hearing to determine whether or not these changes will result in a disparate adverse impact (Title VI) or a disproportionate adverse impact (Environmental Justice). Metro will conduct Title VI and Environmental Justice Evaluations for fare and service changes in accordance with FTA guidance and regulations, and Board adopted policies.

5.2 PUBLIC HEARING PROCESS

During the planning stage an evaluation must be performed to determine whether or not a service change requires a public hearing. Any fare change requires a public hearing. Metro's Administrative Code 2-50-20 covers Public Hearings and will be held consistent with the Public hearing Process covered in Metro's Administrative Code 2-50-25.

Metro Service Councils oversee the planning and implementation of service within their service area, while coordination of the overall Service Change Program is an agency function within the purview of Metro Service Planning staff. Under Metro's Revised Service Council by-laws all service changes must be reviewed and approved by their respective Service Council. The responsibilities of Metro Service Councils include calling and conducting public hearings for area bus lines, review and development of policy recommendations to the Metro Board, and ensuring compliance with Metro policies procedures and legal agreements.

After a Service Change Program has been developed by Metro Service Planning staff Metro Service Councils are asked to set a date, time and place for their public hearings. During the period between publication of the hearing notices and the conduct of the hearings each service council is provided with a detailed presentation and an opportunity to discuss each of the changes that will be the subject of public comment. Subsequent to each hearing, each service council will meet to consider and approve all proposed service changes. These actions will then be summarized and presented in an informational report to the Metro Board of Directors.

Metro's Board of Directors approves all Fare Changes, reviews all equity analyses and is provided a Receive & File document on all approved service changes by the Service Councils.

2012 Metro Transit Service Policy

TIMELINE FOR KEY PUBLIC NOTIFICATION ACTIVITIES

Activity	Months Prior to the Service Change
Service Planning staff reviews preliminary proposals.	7
Metro Service Councils set dates of public meetings, publish hearing notices in local newspapers and send LEP and minority communities written notification to elected officials, other operators and key stakeholder groups.	5-6
Service Planning staff provides information on proposed changes to the Metro Bus Operators Subcommittee and at quarterly meetings held with the region's municipal and local operators	3
Communication Department posts information proposed changes on Metro's website.	5
Operations staff distributes meeting notices on-board vehicles. Public outreach at key transportation centers, bus stops, and on-board patron interface occurs as well.	At least one month prior to public hearings
Metro Service Councils conduct public hearings.	4
Metro Service Councils approve final service change program.	3
Communication Department prepares press releases on final program and program brochures are distributed on-board Metro vehicles and other outlets.	1

2012 Metro Transit Service Policy

5.3 PUBLIC OUTREACH

Prior to the public hearing, a number of public outreach efforts are made so that the greatest number of patrons may respond to the changes at either a public hearing, or by submitting written comments via email, mail, or fax. The public outreach efforts include:

- Distribution of 5,000 information brochures on Metro buses and at information centers, which include line number, line name and route change information. Public hearings are held at regularly scheduled service council meetings.
- Placement of 8 1/2 by 11 information cards in holders located behind the Operator.
- Public outreach at key transportation centers, bus stops, bus and rail stations, and on-board vehicles occurs up to one month before the public hearing is held. This effort reaches patrons who may not have time to attend a public hearing, and informs them of other communication methods available for filing public comment.

Public participation in the public hearing process is an important step in assisting staff and Metro Service Councils in developing and approving final service changes.

5.4 IMPLEMENTING MINOR CHANGES ON AN INTERIM BASIS

Minor service changes are generally route modifications that can be accommodated without impacting the vehicle or operator requirements of the service. Each service council can make minor route modifications (not requiring a public hearing) not to exceed an annual cost based on the annual CEO signature authority.

2012 Metro Transit Service Policy

SECTION 6: CONCLUSION

Metro's vision is to maintain a world-class transportation services and meet challenges related to serving the diverse needs of passengers, communities, and operators will be contingent on innovative thinking that stems from a solid base of sound planning principles. To meet the changing needs of a growing population in Los Angeles County, Metro will continue to expand its high-speed bus and rail network across the region under Measure R and the 30/10 Initiative.

As the regional transit coordinator of transit services, Metro must provide safe, reliable, effective, and convenient services focused on both customer and employee with an emphasis on long-term sustainability. Achieving this delicate balance between maximizing the benefits of service to transit riders, while ensuring that service delivery is efficient and cost effective requires policy guidance and service standards that are designed to target levels of productivity, efficiency, and quality.

Given the significant growth in municipal and local return operators as well as Metro Rail, Metro's vision can be achieved through better coordination between all operators and modes in the region, leveraging the expansion of a robust rail and Metro Liner Orange Line as the backbone of the urban transit network, and reducing service duplication. These measures will make the transit system more efficient and manageable, resulting in better service quality and a simpler, more user-friendly system to use.

In addition, Metro will ensure there are Title VI and/or EJ considerations to determine if a major change in service or fare will have a disparate or disproportionate impact on minority communities during the planning stage and prior to a public hearing.

Overall, the 2012 Metro Transit Service Policy establishes a set of performance criteria and standards, a service change process that provides the quantitative tools to evaluate the system, identify opportunities for service improvement, and service design guidelines to ensure that the transit system is developed consistent with policy guidance approved by the Metro Board of Directors.

Appendix A

Metro Blue Ribbon Committee

P O L I C Y A N D P O S I T I O N S T A T E M E N T S

J u l y 6 , 2 0 1 0 C o m m i t t e e F i n a l D r a f t

Summary Position Statement

Increased regional coordination and integration of service, and improved reliability are essential to having a seamless system that is convenient, intuitive and of high quality – and provides maximum benefit in light of scarce resources.

Service Priorities: Service should be focused first in high-density areas and be scaled to fit the overall density and passenger demand in the service area.

- 1) Highest priorities include weekday services and basic weekend service in areas of high demand.
- 2) Later-night service in areas of higher demand is of secondary but still important priority to provide basic mobility.
- 3) Lowest priorities are owl service and service to low-density areas.

Service Design: The network should be coordinated and designed to be simple and intuitive to increase trip making by existing riders and attract new riders.

- 1) Rail, other fixed or exclusive guideway services (e.g. Metro Orange Line, Metro Silver Line), and Metro Rapid should serve as the backbone of the transit system, fed and complemented by a regional bus network of key travel corridors, that provide high-frequency service for easy transfers.
- 2) Less-frequent localized services should augment the regional network to provide geographic coverage.
- 3) Transfers should be as seamless as possible – high frequency on regional network, timed transfers for less frequent services; consolidate bus stops at same intersection, and implement a more liberal transfer policy.
- 4) Closely-spaced services should be consolidated into fewer, more frequent services at a one half to one mile route spacing.
- 5) Connectivity of services and alignment of schedules should be a high priority – coordinated planning and scheduling between Metro, Muni, Local Return, and Metrolink operations are essential.

Service Attributes: The system should provide high-quality service to better serve existing riders and attract new riders. Service quality priorities include:

- Reliability – “I can count on it”
- Fast travel options
- Real-time, readily-available information

2012 Metro Transit Service Policy

- Clean and safe transit vehicles, stops, and all transit facilities (e.g. Park and Ride, Transit Hubs, Rail Stations, etc.).
- 1) Less frequent services must be held to a higher standard of on-time performance to minimize passenger waiting time for missed trips or connections.
 - 2) Clear, accurate, and timely customer information is an important adjunct to service quality, especially when and where service is less available and when service is not provided as expected (e.g. bus stop signage should include website, phone number, basic service characteristics).

Governance: Metro should serve as a facilitator to coordinate services among operators in the region.

- 1) Metro should develop a formal process for working with Muni, Local Return, and Metrolink operators to arrive at mutually agreed-upon service coordination plans.
- 2) Metro should offer technical assistance to local operators and facilitate more cooperative, coordinated funding approaches.
- 3) Metro Governance Councils should broaden their perspective beyond Metro bus to include all public operators that provide services within their jurisdictions, and provide a forum for the community to express needs and priorities, and operators to evaluate opportunities and issues with service coordination.

Unresolved Issues

Blue Ribbon Committee members have flagged some unresolved issues that could preclude certain BRC recommendations on service coordination, and need to be addressed in order to fully implement the regional transit vision.

- 1) Supporting coordination of service by facilitating a working group consisting of Metro, Muni, and included Operators to resolve any funding impediments to service coordination.
- 2) Achieving our desire for local system identity at the operator and city level, while providing seamless, coordinated services.
- 3) Addressing “first mile/last mile” issues by integrating other modes (e.g. bicycles, bikeshare/carshare systems, taxi, pedestrian networks, etc.).
- 4) Coordinating information among operators, keeping information current, maintaining signage, etc.
- 5) Developing the TAP program to achieve its full potential.
- 6) Working closely with labor to identify strategies, solutions, and agreements that result in better coordination and efficiencies of service provision.
- 7) Providing funding flexibility and addressing the need for increased advocacy efforts at the federal level to allow use of federal capital funding for operating purposes.

2012 Metro Transit Service Policy

Next Steps

Blue Ribbon Committee members recommend the following actions for consideration by the Metro Board.

1. Update the Transit Service Policy to include specific service design guidelines, performance metrics and standards to reflect BRC policy recommendations by September 2010 for Metro Board approval.
2. Develop future service change proposals based on the updated Transit Service Policy.
3. Establish operator working groups to identify specific service coordination opportunities.
4. Revise Governance Council By-Laws to expand the scope of responsibility to include identification and recommendations for inter-operator and multi modal service coordination.
5. Clarify the mission and purpose of the Citizens Advisory Council and utilize the Council to further promote the vision of a seamless regional transit system.
6. Coordinate the efforts of Governance Councils and CAC.
7. Establish working group to resolve any funding impediments to service coordination.
8. Establish formal process for coordinating inter-operator service plans.
9. Convene the BRC on a periodic basis to review the status of BRC recommendations.

Note: Governance Councils are now referred to as Metro Service Councils (MSC)

2012 Metro Transit Service Policy

BRC Membership Roster

Name	Title	Organization
Neil Bjornsen	Council Member	Metro Citizens Advisory Council
Cathi Cole	Transit Manager	Pasadena Area Rapid Transit System (ARTS)
Donald Camph	Executive Director	El Segundo Employers Association
Diana Ho for Larry Eisenberg	Executive Director of Facilities Planning	Los Angeles Community College District
Genevieve Giuliano	Professor of Policy, Planning, and Development	University of Southern California
Alex Gonzalez	Council Member	Metro San Gabriel Valley Sector Governance Council
Rena Kambara	Council Member	Metro South Bay Sector Governance Council
Jim Lefton	Chief of Transit	Los Angeles Department of Transportation
Antonio LeMons	Executive Vice-President of Operations	FAME Assistance Corporation
Stephanie Negriff	Director of Transit Services	Santa Monica Big Blue Bus
Jim Parker	Director of Transportation	Norwalk Transit System
Kymberleigh Richards	Service Sector Representative	Metro San Fernando Valley Sector Governance Council
Joyce Rooney	Transportation & Transit Operations Supervisor	City of West Hollywood
Wally Shidler	Council Member	Metro Gateway Cities Sector Governance Council
Stuart Waldman	President	Valley Industry & Commerce Association
Jerard Wright	Council Member	Metro Westside/Central Sector Governance Council
Kelly Norris	Executive Director	Valley Industrial Association of Santa Monica

APPENDIX B

Metro Line Identification Standards

The purpose of establishing transit service line identification standards is to create a simple way for passengers to identify, locate, and reference Metro services, and thereby make the services easier for patrons to use.

The line identification standards shall be adhered to when identifying Metro Bus and Metro Rail lines by name. The standards shall be implemented across all internal and external mediums including, but not limited to, bus stop signs, bus station signs, vehicle headsigns, timetables, the Metro Transit Trip Planner, HASTUS and ATMS. The descriptions and chart below help explain the standards, and how and when they should be implemented.

General Standards

- Transit service lines will be identified using a combination of line number, destinations (both terminals) and the corridor(s) the line travels along, with the exception of Metro Rail and Metro Liner service which will use the established operational name (e.g., Metro Red Line, Metro Purple Line, Metro Orange Line).
- Acceptable destination names include a city, community, major landmark, transit center or rail station. Street intersections are no longer to be used as a destination, unless the intersection is required to identify short-line service.
- The destination points will be listed in a West to East or North to South order, consistent with how the line would be read on a map.
- Lines that have Downtown Los Angeles as one of the line's end points will list its first, as Downtown LA.
- The name of the line will also list at least one major corridor on which it travels.
- Name abbreviations, street extensions and other topics will be dictated by the Metro Signage Guidelines.

Printed Materials and Electronic Customer Information

- The line will be presented using the full name, listing both the destinations and major corridor(s).
- The printed materials include, but are not limited to, timetables, service change announcements, brochures, system maps, and service reports.
- Electronic customer information includes the line information presented on metro.net and underlying electronic databases such as HASTUS and ATMS.
- The Metro Transit Trip Planner will present the line name similarly to what will be shown on the vehicle headsign and bus stop sign, so patrons can easily locate the appropriate line at the stop.

Bus Stop Signage:

- The line will be presented using the line number, service brand, color and destination point that the vehicle is traveling to in each direction.
- The main corridor(s) will also be listed as well as special service qualifiers including, but not limited to, rush-hour service and weekday-only service.
- Short-line trip destinations will not be shown on bus stop signs.

2012 Metro Transit Service Policy

Vehicle Headsigns

- Headsigns will list the destination in which the vehicle is traveling towards in one frame.
- For short-line trips, the line number and destination shown will be the destination of that trip and not of the entire line.
- When the line is not in service, the sign will read “Not in Service” and display the route number per Operations Notice #09-18.

Automatic Voice Announcements

- External On-Board Announcements:
 - The line will be identified in automatic external voice announcements using the line number and destination point that the vehicle is traveling to in each direction.
 - For short-line trips, the destination noted will be the destination of that trip and not of the entire line.
- Internal On-Board Announcements:
 - When the automatic voice announcement system identifies a stop, the end destination of that line will follow.
 - The stops and stations announced onboard should be consistent with names used on maps, timetables and other printed materials.

Assigning Line Identifiers

- It is expected that the standards will be easily applied to the majority of lines; however, it is also understood that exceptions will have to be made for some lines due to unfamiliar end points or corridors. In these limited cases, Service Planning staff and Communications must be in consensus regarding these changes before deciding to deviate from the standards.

2012 Metro Transit Service Policy

Metro Bus Line Identification, Route Numbering and Color Conventions

Service Type	Numbering	Primary Route Direction	Color Scheme
Local	1-99	Serves Downtown LA - counterclockwise from NW quadrant.	California Poppy
	100-149	Primarily EW operation in areas S of LACBD	California Poppy
	150-199	Primarily EW operation in areas N of LACBD	California Poppy
	200-249	Primarily NS operation in areas W of LACBD	California Poppy
	250-299	Primarily NS operation in areas E of LACBD	California Poppy
Limited	300-399	Branch of local line.	California Poppy
Express	400-499	Serves Downtown LA -- numbered counterclockwise from NW quadrant.	California Poppy / 450X Blue
	500-599	Does not serve LACBD.	California Poppy / 577X Blue
Shuttles & Circulators	601-649	Generally circuitous routing within service area.	California Poppy
	650-659	Generally scheduled service operating point-to-point.	California Poppy
	660-699	Generally serves a rail line within service area.	California Poppy
Rapid Bus	700-799	Usually operated in combination with an underlying local line.	Red
Specialized Services	901	Metro Liner: Orange Line (BRT)	Silver
	902	Local Complementary Service to BRT	Silver
	910	Silver Line: El Monte Busway (ExpressLanes) / Downtown LA/Harbor Transitway (ExpressLanes)	California Poppy

APPENDIX C

METRO RAPID PROGRAM SERVICE WARRANTS

Launched in June 2002, the Metro Rapid program began with two demonstration lines – one along Ventura Blvd. in the San Fernando Valley and the other along the Wilshire/Whittier Transit Corridor. Based on the success of these two demonstration lines, in September 2002, the Metro board of Directors approved the Metro Rapid Expansion Program in which additional corridors were identified for implementation. Metro currently operates 20 Rapid routes along with 3 Muni operated routes. During 2010 Metro carried out an extensive review of the performance of the Rapid network. Initially, this review was guided by performance standards expressed in the form of Rapid Warrants which are detailed in this Appendix. The Rapid Warrants were adopted in August 2004 to provide a framework for monitoring performance, and determining when changes to a route would likely be beneficial or not. It was determined during the review that some of the Rapid Warrants were unrealistic. For example, a Rapid seeks to achieve a 25% or better travel time reduction over an associated local bus line. In fact, only three Rapid lines were able to reach this level of performance, though most were able to attain 18-20% savings. The review also found it necessary to establish additional means of assessing performance that were not addressed by the Rapid Warrants. In order to determine whether or not each Rapid was serving a distinct portion of the travel market in its corridor, the average trip lengths of Rapid and local riders were compared. Unless these were found to be materially different (one more than 25% greater than the other) it would be assumed that the Rapid and the local were serving essentially the same riders and not offering a distinctly different service. In view of these findings, while the Rapid Warrants have been used as a guide for designing and implementing these services, a modified set of standards has been used to assess the long term viability of each route.

2012 Metro Transit Service Policy

PROGRAM PRINCIPLE: Improve Operating Speed and Frequency.

PROGRAM GOAL: Minimum operating speed improvement is 20% over existing limited-stop service or 25% over existing local service.

Program Element	Program Component	Program Objective	
PLANNING DEPARTMENT RESPONSIBILITIES			
Corridor Alignment	Maximize patronage and minimize costs	Identify core segment of corridor for Metro Rapid operation to maximize patronage (500 passengers per route mile or greater) and minimize operating costs.	
	Linear corridor alignment	Minimize corridor turning movements to maximize safe and reliable operating speeds, improve customer understanding and confidence in service structure, and provide reliable service operations.	
	OPERATIONS DEPARTMENT RESPONSIBILITIES		
	Alignment modification	Changes to the alignment that affect one-way revenue route miles or which impact planned or existing infrastructure (stations and TPS) require a technical memorandum analyzing impacts on customers, line performance, operating costs, and capital costs.	
	Addition of shortlines and branches	Proposed shortlines and branches must occur at a point where less than 30% of the maximum passenger load remains so as to avoid passenger pass-ups on through-trips. Shortlines or branches must occur every other trip to avoid confusion and bunching due to erratic loading of passengers. All shortlines and branches require a technical memorandum analyzing impacts on customers, line performance, operating costs, and capital costs.	
	Addition of express trips	Consideration of express service can be undertaken only as a separate route and where justified in a technical memorandum analyzing impacts on customers, line performance, operating costs, and capital costs.	
	Maintenance of operating speed	Maintenance of the Program Goal is required. Corridor vehicle run times will be monitored. Improvements in operating speed are encouraged through improved stop placement, signal priority software, elimination of unproductive stops, introduction of bypass lanes, and improved BOCC and TOS management.	

2012 Metro Transit Service Policy

Program Element	Program Component	Program Objective
Stop Location	PLANNING DEPARTMENT RESPONSIBILITIES	
	Station spacing average no less than 0.70 miles	Station spacing should generally average no less than 0.70 miles per corridor and be based on existing ridership and connections with other bus and rail service. Stations should be located to maximize connectivity with other Rapid, Metroliner, Metro Rail, and commuter rail stations. Station locations must be planned to accommodate either 45-foot or 60-foot buses.
	Far-side station location	Far-side stop locations are required to realize TPS and must be planned at all intersections for both Metro Rapid and Local service. The only exceptions are where far-side stop locations are not possible within a reasonable walk from the intersection or where nearside locations facilitate access for greater than 75% of the boardings, e.g., intersecting Metro Rail station portals.
	Full separation from local stop	Shared Metro Rapid and local bus stop locations must be avoided to reduce delay, minimize bus congestion at the stop, and eliminate passenger confusion with “next trip” displays. Circumstances that may warrant stop consolidation include the following: a) Stops are outside the core segment of the line where core is defined as greater than 30% of the maximum passenger load, b) Metro Rapid and Local combined headways are greater than 10 minutes in the peak period, or c) Extended stop zone is not available.
	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Addition of new stop	Stops may be added only if they exceed 250 all-day boardings and alightings (100 boardings if within one mile of line terminal) and only where the Time Delay Index of existing on-board passengers to the additional riders expected at the new stop is (a) less than 3 for the addition of a new stop that is less than 0.5 miles from an existing stop; (b) less than 5 for the addition of a new stop that is between 0.5 and 0.7 miles; (c) less than 7.5 for the addition of a new stop that is between 0.7 and 1.0 miles; or (d) less than 10 for the addition of a new stop that is over 1 mile from an existing stop. Stops less than 0.5 miles from an existing stop can only be added in extraordinary circumstances such as to improve connectivity with other Rapid, Metroliner, Metro Rail, and commuter rail stations. Added stops require a technical memorandum that analyzes the impacts on customers, line performance, operating costs, and capital costs. Station construction costs associated with stops added beyond those approved in the September 2002 Metro Rapid Board report will be paid by the Managing Sector.
	Elimination of stop	Stops may have construction deferred or be eliminated if (a) after the first 12 months the Time Delay Index is greater than 15; or (b), where use of the station results in operating speed, reliability, or safety problems. A technical memorandum is required that analyzes the impacts on customers, line performance, operating costs, and capital costs.

2012 Metro Transit Service Policy

Program Element	Program Component	Program Objective
Stop Location	Relocation of station	Stations may be relocated only when required by a city or the County and where the station relocation does not negatively impact ridership. If possible, relocations should be made prior to the construction of the permanent station facility. A technical memorandum is required that analyzes the impacts on customers, line performance, operating costs, and capital costs.
Station Facility	PLANNING DEPARTMENT RESPONSIBILITIES	
	Full Metro Rapid station with canopy	All stations will have the “branded” Metro Rapid canopy facility with flagpole, kiosk, and “next trip” display unless it is physically impossible without extreme cost. For terminal stations and stops on turnaround loops that only discharge passengers, the full station facility will not be provided; a Metro Rapid “discharge only” sign on a channel post will be provided.
	Double canopies will be installed only at high demand stops	Double canopies will be located only at high demand stops, such as high ridership Metro Rail station portals or where high ridership bus lines meet.
	All stations will be designed to accommodate either 45-foot or 60-foot buses	Far-side stations require a total clear space (red curb) of 120 feet unconstrained or 100 feet constrained. The largest vehicle required for the Metro Rapid Program is the 60-foot articulated bus.
	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Station Maintenance Monitoring	All stations will be maintained by the city or County responsible for the station and kept in good repair with regular cleaning and emptying of trash receptacles such that a positive, properly maintained image is projected and problems with adjacent land owners are minimized.
Transit Priority	PLANNING DEPARTMENT RESPONSIBILITIES	
	All signalized intersections should provide bus signal priority for Metro Rapid	Signal priority should include terminal movements to reduce operating costs.
	Identification of by-pass lane needs	At points of significant delay due to traffic congestion, an analysis will be developed of the feasibility of establishing by-pass lanes for Metro Rapid service.
	Monitor effectiveness of transit priority measures	The effectiveness of the transit priority measures will be periodically analyzed and recommendations will be developed for potential further improvements where warranted.
	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Signal priority at intersections along major deadhead movements is desired	Metro Rapid not-in-service vehicle movements should be operated off the route-of-line to avoid invalid requests for bus signal priority and false “next trip” information on the station displays. Consideration should be given to consolidating several Metro Rapid not-in-service routes along the same streets to benefit from signal priority.

2012 Metro Transit Service Policy

Program Element	Program Component	Program Objective
Vehicles and Vehicle Planning	PLANNING DEPARTMENT RESPONSIBILITIES	
	Metro Rapid lines are assigned one vehicle size, i.e., 40-ft, 45-ft, or 60-ft articulated	The planned service frequency will be based on deployment of a particular size bus and these vehicles will need to be assigned to the particular line and operating Division. Only one size vehicle should be scheduled and operated on each line in order to avoid passenger overcrowding and service bunching.
	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Vehicles must be in Metro Rapid livery	Metro Rapid vehicles may be operated only on Metro Rapid routes. On the rare occasion that a red bus is unavailable for pullout, a local bus may be substituted to ensure pullout. Operation of “branded” Metro Rapid buses is integral to the operating speed, simplicity of service, and customer experience.
Service Frequencies	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Weekday peak frequency	The minimum weekday peak frequency should be 10 minutes or less.
	Weekday off-peak frequency	The preferred minimum weekday off-peak frequency is 12 minutes or less. Minimum frequency is subject to funding availability and may be relaxed to no more than <u>30</u> minutes.
	Local service frequency at start-up 75-100% of planned Metro Rapid	Initial local service levels (trips) must be set at 75-100% of Metro Rapid service levels based on individual corridor needs; adjustments can be initiated after a one-year trial period once actual ridership splits are known.
	Operating expense	Initial service levels are specified in the New Service Plan. Service levels thereafter may be adjusted based on passenger demand after a year of operation.
Service Span	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Service Span	Metro Rapid span of service is 5:00 a.m. to 9:00 p.m. on weekdays. Metro Rapid service should operate on weekends when warranted by passenger demand. Five Metro Rapid corridors may be exempted from operation within the service span and frequency criteria if approved by the Metro Board.
Schedule Development	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Terminal departure timepoints	Operating schedules and running boards must be developed for free running time by operators with schedule adherence timepoints for terminal departure only; no other timepoints will be shown on the operator running board.
Operating Protocols	OPERATIONS DEPARTMENT RESPONSIBILITIES	
	Headway interval-managed service operation	Metro Rapid service allows for dynamic optimization of operating speeds through the utilization of free running time operation after scheduled departure times from terminals; vehicle spacing and on-time departure from terminals must be managed in real-time by the BOCC and/or assigned TOS.

APPENDIX D

BUS STOP STANDARDS AND GUIDELINES

Transit Cooperative Research Program

SPONSORED BY

The Federal Transit Administration

TCRP Report 19

Guidelines for the Location and
Design of Bus Stops

Transportation Research Board
National Research Board

CHAPTER 3 STREET-SIDE FACTOR

BUS STOP ZONE DESIGN TYPES-Curb-Side Bus Stop Zone Dimensions

A bus stop zone is the portion of a roadway marked or signed for use by buses when loading or unloading passengers. The lengths of bus stop zones vary among different transit agencies. In general, bus stop zones for far-side and near-side stops are a minimum of 90 and 100 feet, respectively, and mid-block stops are a minimum of 150 feet. Far-side stops after a turn typically have a minimum 90-foot zone; however, a longer zone will result in greater ease for a bus driver to position the bus. Bus stop zones are increased by 20 feet for articulated buses. Representative dimensions for bus stop zones are illustrated in Figure 3.

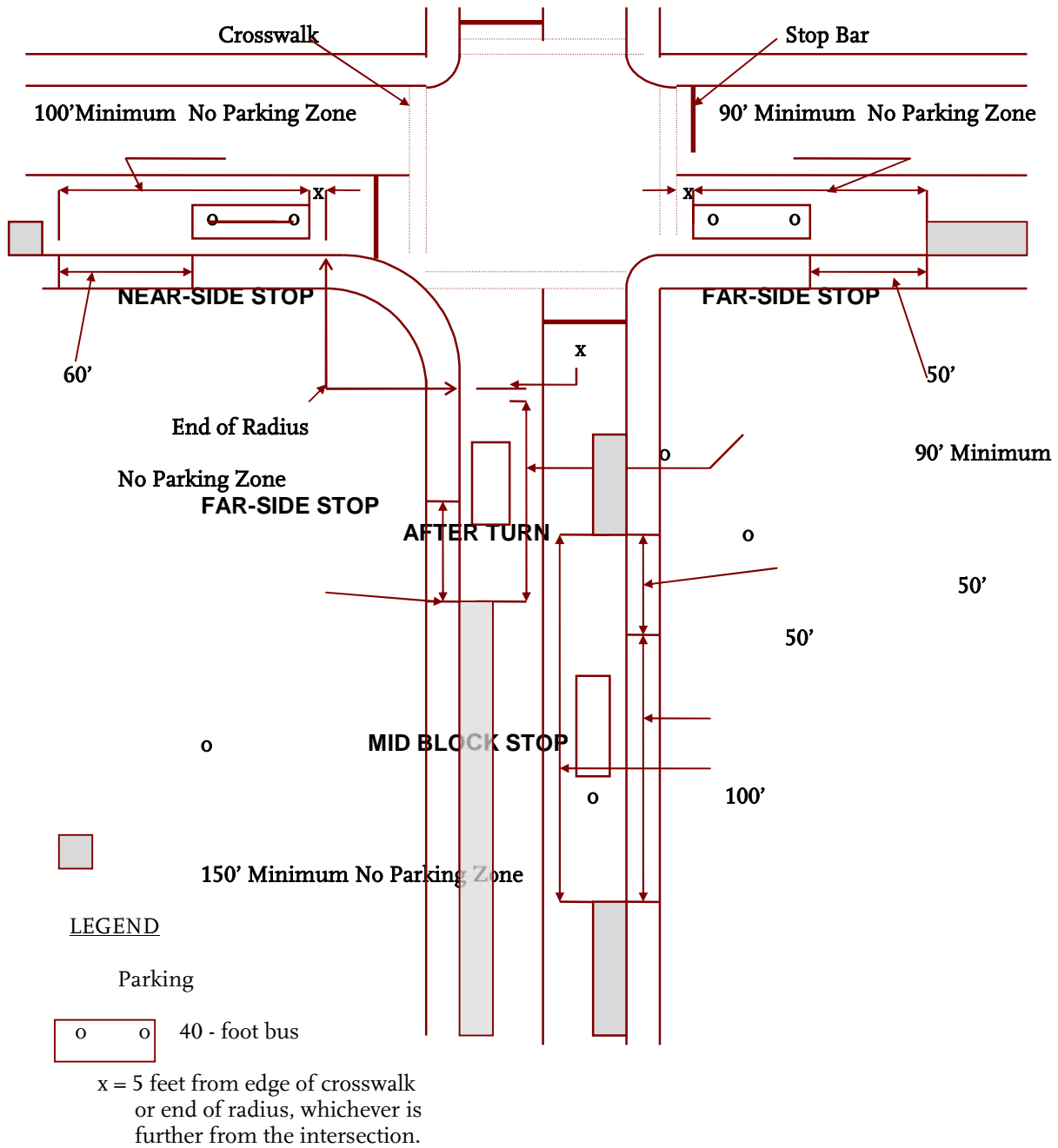
More than one bus may be at a stop at a given time. The number of bus-loading positions required at a given location depends on 1) the rate of bus arrivals and 2) passenger service time at the stop. Table 3 presents suggested bus stop capacity requirements based on a range of bus flow rates and passenger service times. For example, if the service time at a stop is 30 seconds and there are 60 buses expected in the peak-hour, two bus loading positions are needed. The arrival rate is based on a Poisson (random) arrival rate and a 5 percent chance the bus zone will be exceeded.

Table 3. Recommended Bus Stop Bay Requirements.

Capacity Required (Bays) When Service Time at Stop Is					
Peak-Hour Bus Flow	10 Seconds	20 Seconds	30 Seconds	40 Seconds	60 Seconds
15	1	1	1	1	1
30	1	1	1	1	2
45	1	1	2	2	2
60	1	1	2	2	3
75	1	2	2	3	3
90	1	2	2	3	4
105	1	2	3	3	4
120	1	2	3	3	5
150	2	3	3	4	5
180	2	3	4	5	6

CHAPTER 3 STREET-SIDE FACTOR

BUS STOP ZONE DESIGN TYPES-Curb-Side Bus Stop Zone Dimensions



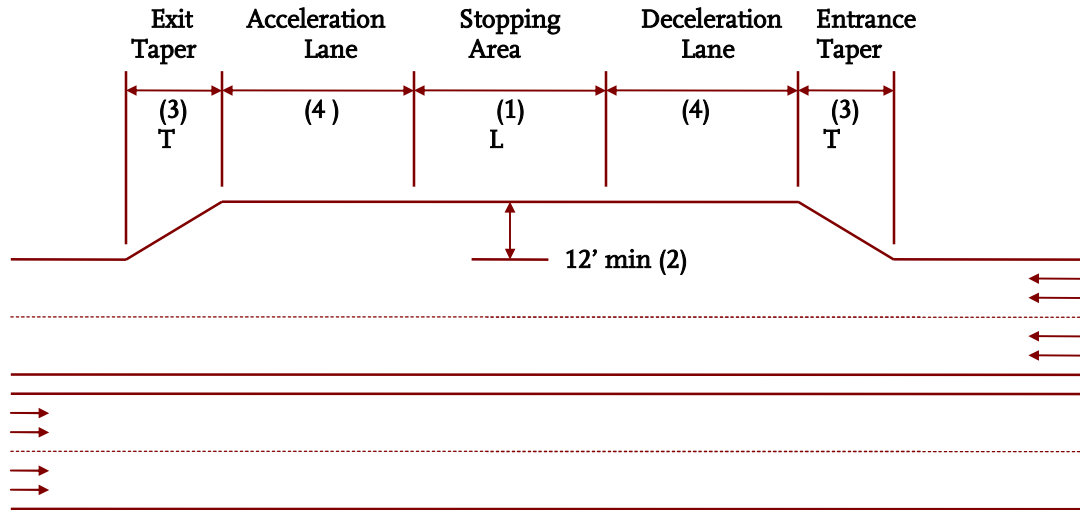
Notes:

- 1) Add 20 feet to bus stop zones for an articulated bus.
- 2) Increase bus stop zone by 50 feet for each additional standard 40-foot bus or 70 feet for each additional 60-foot articulated bus expected to be at the stop simultaneously. See Table 3 for the suggested bus stop capacity requirements based on a range of bus flow rates and passenger service times.

Figure 3. Typical Dimensions for On-Street Bus Stops

CHAPTER 3 STREET-SIDE FACTOR

BUS STOP ZONE DESIGN TYPES--Bus Bay Dimensions



Notes:

- 1) Stopping area length consists of 50 feet for each standard 40-foot bus and 70 feet for each 60-foot articulated bus expected to be at the stop simultaneously. See Table 3 for the suggested bus stop capacity requirements based on a range of bus flow rates and passenger service times.
- 2) Bus bay width is desirably 12 feet. For traffic speeds under 30 mph, a 10-foot minimum bay width is acceptable. These dimensions do not include gutter width.
- 3) Suggested taper lengths are listed in table below. Desirable taper length is equal to the major road through speed multiplied by the width of the turnout bay. A taper of 5:1 is a desirable minimum for an entrance taper to an arterial street bus bay while the merging or re-entry taper should not be sharper than 3:1.
- 4) Minimum design for a busy bay does not include acceleration or deceleration lanes. Recommended acceleration and deceleration lengths are listed in the table below.

Through Speed (mph)	Entering Speed ^a (mph)	Length of Acceleration Lane (Feet)	Length of Deceleration Lane ^b (Feet)	Length of Taper (Feet)
35	25	250	184	170
40	30	400	265	190
45	35	700	360	210
50	40	975	470	230
55	45	1400	595	250
60	50	1900	735	270

^a Bus speed at end of taper, desirable for buses to be within 10 mph of travel lane vehicle speed at the end of the taper.

^b Based on 2.5 mph/sec deceleration rate.

Figure 5. Typical Bus Bay Dimensions.

CHAPTER 3 STREET-SIDE FACTOR

BUS STOP ZONE DESIGN TYPES—Partial Open Bus Bay

Another alternative to the bus bay design is a partial open bus bay (or a partial sidewalk extension). This alternative allows buses to use the intersection approach in entering the bay and provides a partial sidewalk extension to reduce pedestrian street-crossing distance. It also prevents right-turning vehicles from using the bus bay for acceleration movements. Figure 7 illustrates the design for a partial open bus bay.

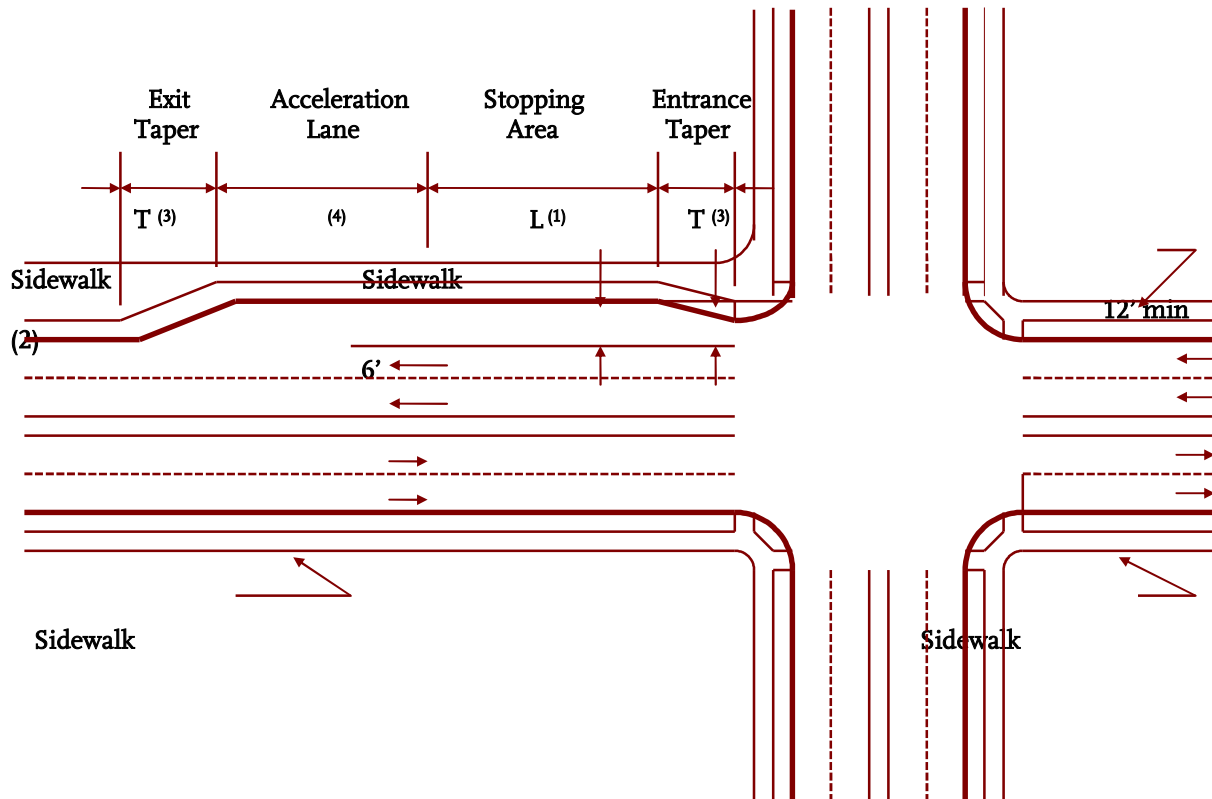


Figure 7. Partial Open Bus Bay

CHAPTER 3 STREET-SIDE FACTOR

BUS STOP ZONE DESIGN TYPES—Queue Jumper Bus Bay

According to the transit agencies that use the queue jumper bus bays, these bays should be considered at arterial street intersections when the following factors are present:

- High-frequency bus routes have an average headway of 15 minutes or less;
- Traffic volumes exceed 250 vehicles per hour in the curb lane during the peak-hour;
- The intersection operates at a level of service “D” or worse (see the Transportation Research Board’s *Highway Capacity Manual* for techniques on evaluating the operations at an intersection); and
- Land acquisitions are feasible and costs are affordable.

An exclusive bus lane, in addition to the right-turn lane, should be considered when right-turn volumes exceed 400 vehicles per hour during the peak-hour.

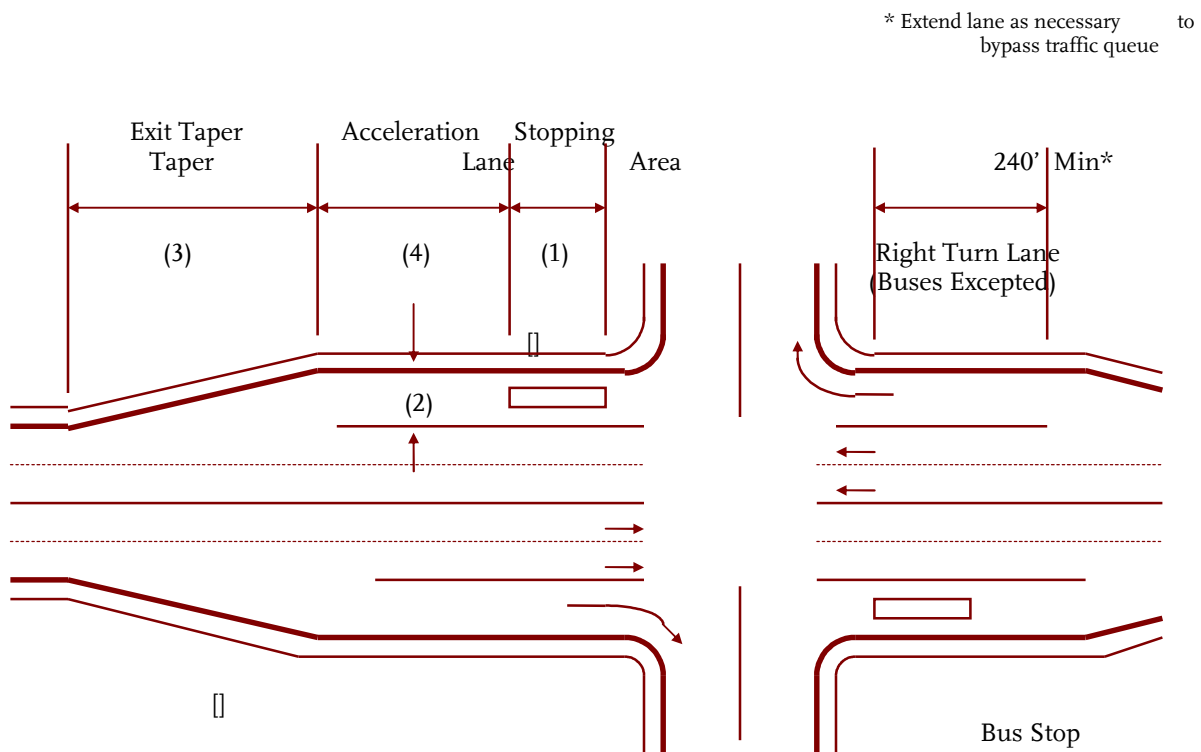


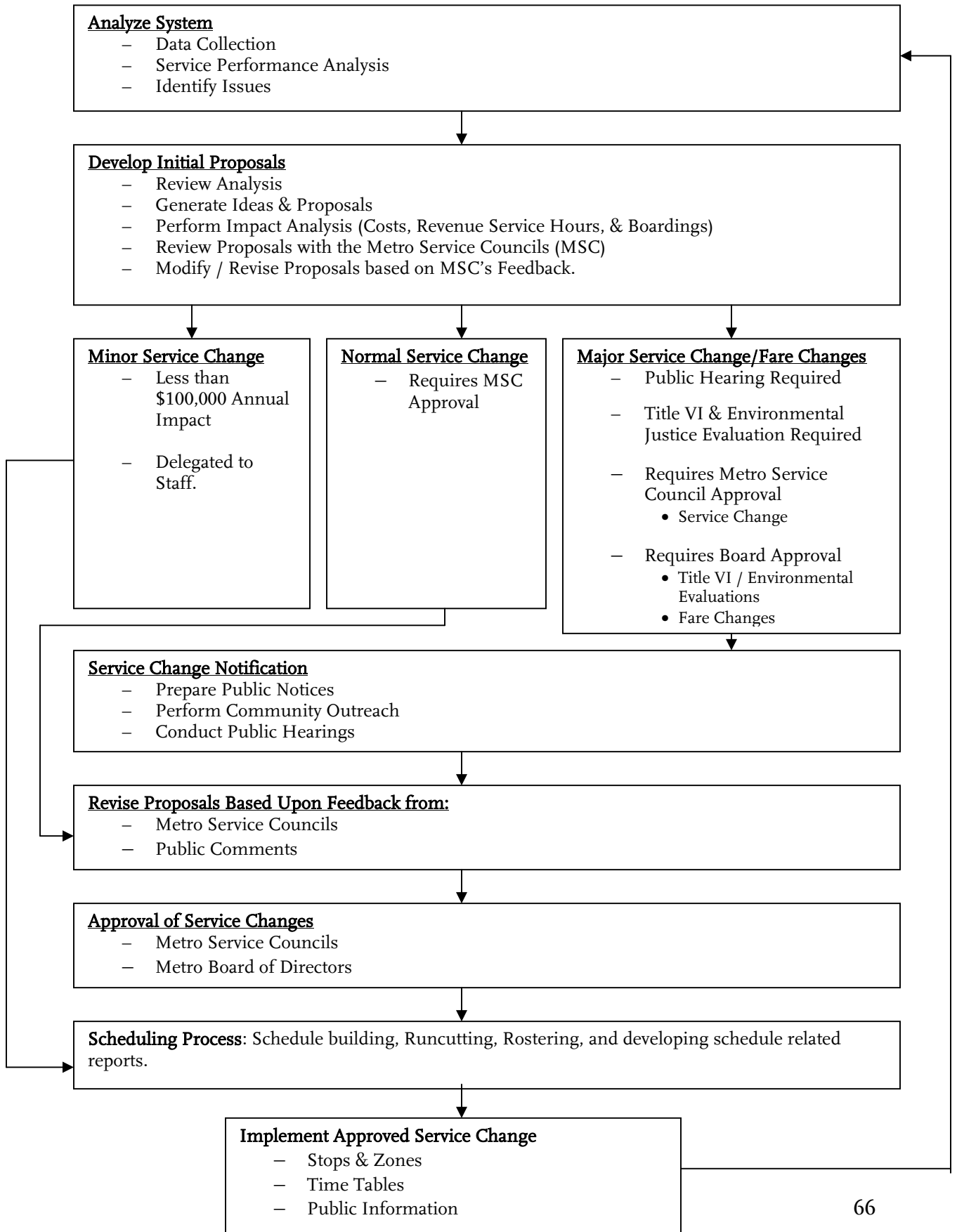
Figure 9. Queue Jumper Bus Bay Layout.

APPENDIX E

SCHOOL TRIPPER SERVICE CHANGE PROCEDURES

1. Service Development Managers (SDMs) are responsible for certifying that all school trippers in their service area fully comply with Metro's School Tripper Policy (Section 3.2 of the Transit Service Policy). Each SDM will submit a report prior to each major service change program that details all existing and proposed school tripper service to the Service Planning & Scheduling Department.
2. All regularly scheduled school trippers must be published on public timetables to ensure that both the general public, as well as the student population, are aware of the services.
3. School tripper "pink letters" require notification to the general public through the use of a service change notice or on www.metro.net.
4. Uniform standards for the documentation of school tripper pink letters must be employed by all sectors. This includes standardizing the pink letter form and oversight of the pink letter information being input into the SLS 2000 system to ensure accuracy. All requests for new school trippers and modifications to existing school trippers must be logged into the SLS2000 regardless if the requested new or modified school tripper is actually implemented.
5. Request for new school trippers or modifications to existing school trippers will be considered only if at least two weeks prior notice is provided to complete appropriate analysis of the request and to allow appropriate notification of changes to the general public.
6. SDMs are responsible for working with school districts in their service area which use school tripper service. For example, a specific protocol has been established with LAUSD in which their monthly Operations Coordinators' Meeting has a standing agenda item, "Metro Coordination," where special events and bell-time changes are disseminated to Metro through communication with staff and the meeting's minutes.

APPENDIX F
Service Change Process Work Flow



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