# EVALUATION <br> OF <br> NEW SERVICE <br> IN <br> SAN GABRIEL VAILEY <br> <br> S.C.R.T.D. LIBRARY 

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SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT

Prepared by
Surface Planning
June, 1976

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JACK R. GILSTRAP
General Manager
June 17, 1976

To: Members of the Board of Directors
From: Jack R. Gilstrap
$\begin{array}{ll}\text { Subject: } & \text { Evaluation of New Services - } \\ & \text { San Gabriel Valley Transit Improvement Program }\end{array}$

The San Gabriel Valley Transit Improvement Program was the third major sector improvement implemented as a result of the agreement between the County of Los Angeles and the District for the Fiscal Year 1975-76. As with other sector improvements, evaluation of the improved services is required in the agreement.

In order to fulfill the evaluation requirements of ridership and productivity data by the end of the fiscal year, passenger checks were conducted only four weeks after the April llth implementation of service. However, substantial increases in ridership have been observed, in spite of this abbreviated period of development.

Passenger data collected prior to implementation showed 90,831 daily boarding passengers within the sector. After four weeks of improved service this number had grown 12.5\% to 101,667. This is a greater number of boarding passengers than experienced in any other sector improvement to date, with similar equipment allocations to the improved sectors.

The initial success of the San Gabriel Valley Transit Improvement Program can be attributed to the improved north-south services, the increased access to the Busway, and the provision of new and improved local circulation throughout the Valley. These factors have made public transportation a reasonable alternative to the private automobile within the sector.

It is recommended that the San Gabriel Valley Transit Improvement Program be continued in its present form until further evaluation is completed. Staff will conduct further passenger checks after six months of service and again report to your Board. Minor modifications generated by public concern will be individually evaluated and action taken as appropriate.


By Hóward C. Beardsley Assistant Manager of Surface \& Advance Planning


Surface Planner

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## BACKGROUND

The San Gabriel Valley Transit Improvement Program was implemented on April ll, 1976 in the area roughly bounded by the San Gabriel Mountains, the Los Angeles-San Bernardino County Line, the Puente Hills, and the Repetto and San Rafael Hills. The plan yielded a significant improvement over existing transit services by the addition of 50 buses, a $16 \%$ increase, and 29,011 daily miles traveled, a $62 \%$ increase.

The new lines of the San Gabriel Valley Improvement Project provide commuter and local service for Valley residents. An increase in frequency, hours of operation, and weekend service has facilitated convenient use of this system for many transportation needs. The 31 new lines now create a network of surface transit within the 30 municipalities in the San Gabriel Valley Sector. (Figure 1)

## PURPOSE OF REPORT

This report represents the initial findings of the San Gabriel Valley Transit Improvement Program Evaluation. After four weeks of service, data was gathered in order to judge the progress of the program and the effectiveness of the system in accommodating travel patterns. Lines were examined and evaluated utilizing the criteria developed by your Board.

Although changes in patronage patterns and general trends are beginning to emerge, it would be untimely to draw definite conclusions about this new system until after a reasonable period of time for growth. It is necessary to bear in mind that the San Gabriel Valley Evaluation cannot be compared to the Mid-Cities or East Los Angeles data due to differences in system maturity.

## CHARACTERISTICS OF THE AREA

To properly consider the development of the new system, topographic, socio-economic and demographic characteristics of the area must be placed in perspective. The San Gabriel Valley encompasses approximately 348 square miles and with a population of more than $1,260,000$ people, the average density is 3,600 per square mile.

The characteristically flat topography is interrupted by the San Gabriel Mountains, Repetto and San Rafael Hills and the Puente Hills. As the San Gabriel Valley has continued to

grow in the last 20 years, shopping, employment and other institutions have somewhat decentralized into Pasadena and other regional centers. SCAG's projections indicate that there will be a nearly balanced labor force and employment for an estimated 530,000 people by the year 2000. The major employment centers are Pasadena, Duarte, El Monte, La Puente and Pomona.

The characteristically dispersed travel patterns were fostered and are maintained by the many shopping centers, employment generators, and civic centers in the area. The new San Gabriel Transit Improvement Program was designed to serve the street arterials, and still conveniently link the major trip generators with residential and commercial centers. The intensified use of the El Monte Busway, including the Long Beach and Del Mar Ramps, has made expedited travel more convenient, providing better access to downtown Los Angeles for both the East and West San Gabriel Valley areas.

## Community Involvement

In order to consider and respond to public transit needs, the District's Planning and Community Relations staff has operated a field office in the El Monte Division. Since implementation on April ll, 1976, this office has become the regional District contact for the San Gabriel Valley Municipal Governments and civic associations and numerous community meetings have been attended. Resources of the District have been coordinated through the field office to respond to the needs of the 30 cities served.

This program has proved a valuable tool in assessing the transit needs of the public and adjusting service to meet the needs. The District's Customer Relations Department, public reaction expressed in newspapers, letters and petitions, combined with the efforts of our Community Relations and Planning Field representatives have already initiated modifications in the District's service.

## System Refinements

Anticipated in such a major realignment of services, staff prepared a procedure for handling initial public reaction of the sector improvements. Comments received thus far desiring modifications are of three (3) varieties:

- Requests for replacement of a former routing.
- Requests for removal of new service from a street previously without buses.
- Requests for relocation of bus stops.

Staff has received several positive comments about the system as well as complimenting the new transit network, the increased frequencies and greater ease of transfering. Remaining comments received generally deal with overcrowding conditions on the Busway; generally, the public has allowed the system to "settle"; each additional leg of operation has seen greater operator familiarity and better schedule performance which has alleviated the vast majority of routing problems.

When problem areas are identified either through letters, petitions, or personal contact with civic groups and governmental agencies, the staff in the San Gabriel Valley Regional Field Office begins the process of evaluating the comments. Numerous alternatives after on-site inspections include reroutings, schedule and cost analysis as well as positive and negative impact on the neighborhood ridership of the operation. Community participation is included before developing finite solutions so that the eventual decision is mutually acceptable to all concerned.

A list of comments to date which have required this process is included. Each item is presently under study and specific modifications are being developed with recommendations which are now in the process of being presented to various concerned parties. Specific recommendations, with the approval of the community, will be presented to your Board upon complete evaluation for implementation after the initial 90-day period.

## Alhambra Area

Line 17. Former Line 80 operated shuttle service within the western portion of Alhambra and the Emery Park section of the City of Los Angeles. Replaced by Line 17 with better frequencies and 7 -day operation, a void was created in the southern section causing some passengers to walk a distance of one-half mile to reach a bus stop. Although the new twoway operation was placed for the majority of the former Line 80 riders, concern has been expressed from those residents primarily along Alhambra Road. Initial community meetings have been held and a mutually agreeable decision will be made in the near future.

Line 17. The former route of this line served a portion of eastern Alhambra primarily along Chapel Avenue, Park Street, Almansor Street, Adams Avenue, and New Avenue. Although replaced by portions of Lines $420,424,428$, and 487, some former riders have been inconvenienced by walking new distances of up to one-half mile to the nearest bus stop. New routes are being evaluated carefully to justify retention or modification, whichever would have the greatest benefit to the residents and riders of the area.

Line l7. Staff has received a petition from a senior citizen's residence on Fremont Avenue requesting return to the former hourly operation which allowed them to travel to downtown Alhambra. Replaced by 20 -minute service on the new system, passengers to Alhambra Central Business District must transfer. Alternatives have been developed and will be presented in the near future.

Line 420. Complaints were received from the residents of Stoneman Avenue regarding the turning movements of this new route which was implemented as Line 30 on January 25 th as part of the East Los Angeles Transit Improvement Program. A new layover zone and turning movement was established in March to alleviate this problem.

South Pasadena Area
Line 430. Prior to implementation, staff received a petition from residents of Garfield Avenue between Mission Road and Huntington Drive, demonstrating concern over the use of the thoroughfare for bus service. It has been agreeable to the residents to wait for the evaluation of the new service and a meeting will be scheduled in the near future to receive the reactions since the implementation of this line.

San Marino Area
Line 434. Similar complaints have been voiced by residents on California Boulevard and Madre Street regarding the implementation of bus service in their neighborhood. On temporary detour at this time, the community review process has seen several meetings held thus far and specific recommendations as to retention or modification of service on California Boulevard are near at hand.

Line 487. At the request of the City, the operation of Line 487 was modified prior to implementation to exclude service on San Marino Avenue for the three-block area within the City limits. As a result of this modification, service was routed from Sierra Madre Boulevard along California Boulevard and San Gabriel Boulevard. Residents along California Boulevard have indicated their concern for this change and modifications will be included concurrently with those recommended for Line 434.

Sierra Madre Area
Line 435. Prior to implementation, meetings were held, where local residents of Grandview Avenue expressed opposition to the proposal to operate on their street. Modifications approved by your Board effectuated the changing of route with the support of the community prior to implementation on April 11, 1976.

## West Covina Area

Requests have been received by management of West Covina Fashion Park to provide service within the grounds of this facility. Alternatives are being developed to the possibility of operating Lines 443,445 , and/or 446 pending schedule capabilities within the framework of existing equipment requirements.

## La Verne Area

Requests have been received from residents of three (3) Trailer Parks located on Arrow Highway between White and Garey Avenue. Formerly served by Lines 64 and 402 , new Line 445 was routed directly on Bonita Avenue requiring these residents to walk an additional one-quarter mile to the nearest bus stop.

Claremont Area
Line 451-452. The City of Claremont has transmitted complaints by local residents of excessive use of 6th Street within the City. Formerly served by Line 60G, 6th Street is one of the few east-west thoroughfares that is suitable for bus use. The 60G operation included only two (2) buses per hour; under the implementation program initiated on April ll, there are now ten (10) buses serving this street. Staff has met with the Claremont City Council and presented six (6) alternatives for their consideration. A special Committee has been created by the City Council to determine the optimal modification for their residents.

## Pomona Area

The City of Pomona has met with the District to determine the feasibility of alternatives in the relocation of bus layover facilities for Lines 440, 452, 454, 480, 482 and 484. Although approved prior to implementation, actual observations by the Traffic Engineer have shown that the present locations are potentially hazardous to vehicular traffic. Subject to written approval by the City of modifications presented, these lines will be modified in the near future with the approval of your Board.

## El Monte Area

Line 426. Comments have been received by the El Monte Chamber of Commerce requesting service to the El Monte Mall on Line 426 which presently operates along Valley Boulevard. Former Line 53 used to operate this routing. However, only $3 \%$ of the total ridership availed themselves of this access to the Mall. Presently, numerous routes provide service to the Mall along Ramona Boulevard. The request for reinstatement of service is solely for residents near Valley Boulevard in the eastern section of the City.

While planning the San Gabriel Valley Transit Improvement Program, staff included arrangements to evaluate the sector by comparing pre-implementation conditions with those of the new system. Careful steps were taken to separate the data collection, reduction and analysis efforts for the San Gabriel Valley Plan from the East Los Angeles and Mid-Cities Transit Improvement Programs implemented in early 1976. Minor peripheral changes took place, with the implementation of the East Los Angeles Improvement Program, on lines which operate between sectors. Several longer trans-sector lines were improved on February 22, 1976 as a result of the Mid-Cities Transit Improvement Program. A complete revision, rerouting and renumbering of the San Gabriel Valley lines took place on April 11, 1976, acknowledging these aforementioned sectors. Every effort was made to integrate routes to render the highest possible level of service without unnecessary duplication between sectors.

## Objectives \& Criteria

A major element of staff efforts has been to determine the objectives of the evaluation process and to develop criteria for measuring their accomplishment. The objectives that have evolved and the criteria for measurement are presented in Table 1.

Table 1.
Evaluation of New Services in
East Los Angeles
Objectives and Criteria

OBJECTIVE
To determine if the new service has attracted more riders than the previous service.

To determine if new service is as productive as previous service.

To determine if productivity is adequate to continue service.

CRITERIA
Passenger totals, day and night, by line, by sector, pre-and-post.

Passengers in the Sector per vehicle hour assigned to lines or portions of lines in the project Sector, day and night, pre-and-post.

Productivity of the line at maturity should exceed 20 passengers per vehicle hour, day and night, by Sector and by line. Transit dependency and system integrity are considered on a subjective basis.

## Methodology

In designing the service evaluation program for projects implemented early in 1976, it was felt that all improvement projects should be evaluated the same way so that any one could be compared with another. Project evaluations for recently implemented service in East Los Angeles, Mid-Cities and the San Gabriel Valley should be comparable to the San Fernando Valley and South Central Grid evaluations performed in 1975.

## Sector Boundaries

To satisfy this requirement the improvement project sectors were clearly defined so that projects were mutually exclusive. Passengers would be counted only within one sector regardless of whether the line operated within the sector or partly outside it. The San Gabriel Valley Sector for the purpose of evaluation is bounded by:

- Along Eastern Avenue, Huntington Drive and Monterey Road from Valley Blvd. to Highland Park.
- Along the eastern city boundaries of Los Angeles and Glendale from Highland Park northward along Chevy Chase Drive and Commonwealth Avenue in Flintridge and La Canada to the foothills of the San Gabriel Mountains
- Along the foothills of the San Gabriel Mountains from Commonwealth Avenue to the San Bernardino County Line.
- The San Bernardino County Line from the foothills of the San Gabriel Mountains to the Orange County line.
- The northern boundary of Orange County and the northern city limits of Whittier, Pico Rivera and Montebello.
- North and west along the southern city limits of Monterey Park to Monterey Pass Road.
- Monterey Pass Road from Floral Drive to Garvey Avenue.

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- Garvey Avenue from Monterey Pass Road to the Long Beach Freeway .
- The Long Beach Freeway from Garvey Avenue to Valley Boulevard.
- Valley Boulevard from the Long Beach Freeway to Eastern Avenue.
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The portions of old lines included in the San Gabriel Valley sector are included in Table 2. New line information is in Table 3.

The evaluation considers a number of San Gabriel Valley lines that operate partly outside the sector. Some of these lines have been partially evaluated in the East Los Angeles or Mid-Cities Transit Improvement Programs. In these evaluations, passenger counts, vehicle hours and productivity figures were examined by sector and by line. The short time between completion of the San Gabriel Valley checks and the presentation requirement of this report did not allow evaluation of each line to be made on both a line and sector basis. Total line data was used in the following pre-implementation trans-sector lines: Lines $11 / 16,17,19,30,31,38,61,63$ and 143.

The same analysis was made on the corresponding post implementation lines: Lines $16,17,143,420,422,423,434$ and 436.

This approach is consistent when comparing the conditions before implementation with the post implementation conditions. It is not, however, consistent with the approach taken in evaluating the East Los Angeles and MidCities Transit Improvement Programs. A supplemental analysis of all San Gabriel Valley lines on a sector basis will be forthcoming in the near future, pending completion of specific line data.




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PRE IMPLEMENTATION LINE DESCRIPTION
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EVALUATION OF NEW SERVICE, SAN GABRIEL VALLEY TRANSIT
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PRE IMPLEMENTATION LINE DESCRIPTION

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& \text { Garey Ave. } \\
& \text { So. San Antonio-West Holt Ave. } \\
& \text { L.A. - El Monte-Pomona via La Puente } \\
& \text { L.A. - El Monte-South Arcadia } \\
& \text { L.A. - El Monte-Temple City }
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## Table 3 <br> EVALUATION OF NEW SERVICE, SAN GABRIEL VALLEY TRANSIT

 IMPROVEMENT PROGRAMPOST IMPLEMENTATION LINE DESCRIPTION

| Line No. | Line Name | One-Way <br> Route <br> Miles | Segment of Line From | daries <br> Gabriel Sector To |
| :---: | :---: | :---: | :---: | :---: |
| 488 | Los Angeles-El Monte-West Covina-Eastland | 28.2 | Terminal | Terminal |
| 490 | Los Angeles-El Monte-Covina Eastland | 25.8 | Terminal | Terminal |
| 491 | Los Angeles-Sierra Madre via Santa Anita Ave. | 22.0 | Terminal | Terminal |
| 492 | Los Angeles-El Monte-So. Arcadia-San Dimas | 32.6 | Terminal | Terminal |
| 493 | Los Angeles-El Monte-Monrovia | 22.8 | Terminal | Terminal |
| 494 | Los Angeles-El Monte-MonroviaGlendora | 31.4 | Terminal | Terminal |
| 496 | Los Angeles-Pomona-RiversideSan Bernardino | 76.3 | Terminal | Terminal |
| 770 | Pasadena Park/Ride | 16.1 | Terminal | Terminal |
| 820 | Los Angeles-Whittier-La HabraPuente Hills Mall via Whittier Blvd. | 28.4 | Colima \& Hacienda | North Terminal |
| 827 | El Monte-Cerritos | 25.6 | Workman Mill \& Peck Rd. | North Terminal |
| 829 | Lakewood Blvd.-Rosemead Blvd. | 32.8 | Rosemead \& Durfee | North Terminal |

Another essential element in meeting the evaluation objectives of comparability for mature lines was to decide on a consistent definition of ridership. A rider is a boarding passenger regardless of the type of fare paid.

Ridership Growth With Time

Previous evaluation of the South Central and San Fernando Valley Grid Systems by staff and the Joint Agency Transit Advisory Committee indicated that line ridership of new service increases for some time after implementation. The point at which this growth levels off cannot be specified because of the demographic variations of areas served by the lines under study and differences in the extent of changes made to different lines. Evaluation of this project and others to follow may allow staff to successfully predict line performance. At present it can be said that line growth may level off between six and twenty-four months after implementation.

## Results

Once riders were defined and passenger counts scheduled the checking process got underway.

100\% Ridership Checks

Passengers are counted by District checkers who ride each trip on a line from end to end. In what is known as a $100 \%$ check, the checker counts the passengers boarding and alighting at each stop and records the type of fare paid. The $100 \%$ check is widely accepted as representative of annual ridership on a line but has limitations because of daily ridership fluctuations of up to $5 \%$. Inclement weather can cause variations of up to $10 \%$. The $100 \%$ check is, in reality, a sample and is subject to normal sampling errors when it is used to draw conclusions about the total annual ridership of a line. It took 18 working days between May 3 and June 8, 1976 to complete the checks for the 47 lines involved in the study.

The total sector ridership, therefore, contains some inconsistencies introduced by possible variations between lines checked on different days. The same procedure was followed for pre-implementation checks, except checks were taken over an extended period from November 1975 through March 1976.

Passenger Totals
The passenger counts for the lines existing before implementation are shown in Table 4. During the day (beginning to 7:00 p.m.) there were 87,177 passengers boarding while 3,654 rode at night (7:01 p.m. to close) for a total of 90,831 .

The post implementation San Gabriel Valley sector riders are shown in Table 5. During the day there were 96,417 passengers (up 9,140) while night ridership increased by l,596. Total passengers increased to 101,667, up 10,736, a gain of $12.5 \%$.

Factors contributing to the Increase
The increase in ridership in the San Gabriel Valley can be attributed to the establishment of a number of transportation centers linked by numerous bus lines into a comprehensive transit system. The resulting system has improved service frequencies and affords riders better transfer opportunities.

It is reemphasized that several San Gabriel Valley lines which operate outside the sector include passenger counts taken from end to end. As a result, the passenger boarding totals include more riders than actually boarded in the sector. Since both preand post-implementation totals have been prepared in the same manner, the results remain comparable.

## Confirming Factors

Division revenues. Revenue data collection is accomplished at division level for the aggregate of bus lines operated from the division. Precise allocations of revenues to each line is not possible, but general trends can be deduced. Divisions $3-10$ and 9 which operate San Gabriel Valley lines, have recorded a modest rise in average daily fare box revenues between the periods of March 15 to April 10, 1976 and April 19 to May 29, 1976. The above Divisions' revenue gain of \$391 represents 2,150 daily riders at the District average of 5.5 boardings per fare box dollar, and partially substantiates the gain in ridership in the San Gabriel Valley.

Sector Pass Sales. Although pass sales are even more difficult to localize than farebox revenue, sales in the San Gabriel Valley help illustrate the general sector activity. An average of 4900 patrons per month








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EVALUATION OF NEW SERVICE IN THE SAN GABRIEL VALLEY
Pre-Implementation Ridership \& Productivity

| Line No. | Passengers Boarding |  |  | Vehicle Hours Day <br> Night |  | Total | Productivity <br> Passengers per vehicle hour |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 402 * | 4437 | 155 | 4592 | 164.43 | 13.57 | 178 | 27.0 | 11.4 | 25.8 |
| 403 * | 3396 | 182 | 3578 | 110.02 | 10.98 | 121 | 30.9 | 16.6 | 29.6 |
| 404 | 2740 | 36 | 2776 | 69.55 | 3.45 | 73 | 39.4 | 10.4 | 38.0 |
| 405 | 2096 | 44 | 2140 | 53.93 | 5.07 | 59 | 38.9 | 8.7 | 36.3 |
| 760 * | 800 | NNS | 800 | 25 | NNS | 25 | 32.0 | NNS | 32.0 |
| 764 | 198 | NNS | 198 | 14.4 | NNS | 14.4 | 13.8 | NNS | 13.8 |
| 770 * | 830 | NNS | 830 | 25 | NNS | 25 | 33.2 | NNS | 33.2 |
|  | 87177 | 3654 | 90831 | 2847.59 | 240.19 | 3087. 78 | 30.6 | 15.2 | 29.4 |

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NNS $=$ No Night Service

Total

purchased passes in the three months before implementation. Purchases have jumped to an average of 5900 for April and May, a rise of $17.8 \%$.

## Productivity

To determine whether the productivity of new service was as high as previous service, the passengers per line in the sector were divided by the vehicle hours per line in the sector.

The overall productivity of lines in the San Gabriel Valley Sector before implementation of the Transit Improvement Program was 29.4 passengers per vehicle hour. Individual line ratios ranged from a high of 54.5 passengers per vehicle hour to a low of 7.4. Table 4 displays the productivity of the San Gabriel Valley lines before implementation. Corresponding productivity for post implementation lines is presented in Table 5. Overall productivity dropped to 20.6 passengers per vehicle hour, down 8.2 because of the impact of adding 1843 vehicle hours to the sector. This 60\% increase in vehicle hours outweighs even the substantial increase in ridership to show an initial drop in productivity.

Night service showed a decline in productivity from 15.2 passengers per hour to 8.92. The $43.7 \%$ gain in night ridership was offset by a $145 \%$ increase in the vehicle hours assigned to night service in the sector.

## CONCIUSIONS

The San Gabriel Valley Transportation Improvement Program has effectively refined transportation in the sector into a cohesive transit system. Although extensive changes in travel patterns have occurred, only minor disruptions have been reported by our patrons. Travel opportunity has been extended to many areas previously with little or no service with a resultant increase in ridership.

Prior to implementation, the service in the San Gabriel Valley was centered around Pasadena, Pomona, El Monte Station and the Busway, and various routings to Los Angeles. Local circulation was minimal and north-south routings were scarce. With the implementation of the Transit Improvement Program, travel between most points within the Valley is possible, with one transfer, and local circulation is available within most communities. The extensive coverage and the improved service frequencies make bus transportation an efficient alternative for San Gabriel Valley residents.

Unlike other sectors, passenger counts were made after only four weeks of operation. The resulting increases reflected in these early counts indicate a great potential for developm ment as the system matures.

RECOMMENDATIONS

- Service in the San Gabriel Valley should be continued without major routing or frequency changes until evaluation of the first six months of operation is complete.
- Staff will monitor operations and effect minor adjustments as necessary.
- Rider checks shall be conducted at the end of six months of operations.
- Staff will investigate and act upon proposals to increase productivity as required.


[^0]:    * Figures are for complete line from Terminal to Terminal. Part of the line lies outside

    NNS $=$ No Night Service

