

To: O&S Committee

Date: October 27, 2017

From: Bill Churchill, Assistant General Manager of Administration Reviewed by:

SUBJECT: Review of Service Expansion Policy

Summary of Issues:

At the September board meeting staff was directed to bring the current service expansion policy to the O&S committee for review. It was noted the policy has not been updated since August 2000 and the relevancy of the policy or components of the policy should be evaluated in the context of the current financial, operational and political environment.

Staff would like to begin discussions with the committee regarding potential modifications to the policy. Upon further direction staff will provide more targeted analysis of the policy and potential ramifications to the committee at a future date.

Recommendation:

None

Financial Implications:

None at this time

Attachments:

- 1) Attachment I, Service Expansion Policy

Attachment I

SUBJECT: Service Expansion

POLICY: In April of 1991, CCCTA adopted a Policy on Service Expansions/Demonstration Projects which was general in nature, and which contained four elements addressing maximization of the existing system, financial planning and contributions by member jurisdictions, performance measures for new services, and demonstration project definitions.

In FY 2000, the Operations and Scheduling (O&S) Committee requested that staff take another look at this area and develop a more comprehensive set of guidelines for service expansion that would set priorities and include definitions for service development.

Assumptions

1. The recommendations herein are consistent with CCCTA's Mission Statement.
2. All new service shall be subject to the productivity standards contained in CCCTA's Productivity Standards Policy for new service.
3. All new or improved service requested by private entities shall be fully subsidized by the private entity. This subsidy should include full subsidy of all operating cost, and any "lost opportunity cost" and capital cost (if possible). The costs shall be adjusted at least biannually to reflect the actual cost of providing the service.
4. All new service shall maximize opportunities for interlining and minimize deadhead and non-productive time and/or miles.
5. All new service assumes the availability of operating funds, whether public or private, and the availability of vehicles and human resources (drivers) to operate the service without negatively impacting existing service. No new service in any category shall be undertaken without adequate funds to continue the service for at least one full year, or, in the case of limited-time circulators, for the time period requested.
6. The priorities and assumptions herein apply only to general public services, and not to specialized service for ADA eligible riders as provided by LINK.
7. The priorities listed below recognize that improvements made in one priority area may also benefit users in another priority area (i.e., improvements for routes serving commuters may also benefit the transit dependent.)

8. The priorities below can include creative approaches to service provision, including the use of vans, flex routing, subscription services, substitution of one type of service for another, and other approaches meant to maximize opportunities for productivity and to reduce operating costs.
9. All service improvements are subject to a public hearing process and Board approval, except for minor adjustments as listed in Priority A. All service improvements must demonstrate that they do not have opposition from a majority of the community they are intended to serve, including neighborhoods in which vehicles are proposed to operate.
10. Special event services are not included in this list of priorities, as they are not considered a type of service that competes for or strains the capital, human and financial resources of CCCTA. These services are not operated regularly and are not operated during peak times. In all cases, they are also heavily subsidized by the venue for which the service is being provided.

Definitions

Circulator Service: Service which serves a single community, operates all day, and circulates between at least two major origins and destinations, one of which is a Central Business District or major shopping area. Circulators may also serve collector points, such as park and ride lots. Circulators may be short term (holiday periods, for example) or ongoing. The overall goal of circulator service is to encourage the use of alternative transportation to reduce congestion and the demand for parking in the downtown business district.

Commute Service: Service scheduled to connect with BART during the morning (6 am to 8:30 or 9:00 am) and afternoon (4:00 to 6:30 or 7:00 pm) commute peaks which serve major employment centers or transit hubs, and which operates with limited stops, and headways no greater than 20 minutes. The overall goal of commute service is to reduce congestion and offer transit alternatives to Single Occupant Vehicle (SOV) drivers.

Expanded Service: Changes to an existing route which involve the addition of more than one hour of new service, additional days of service, additional origins and/or destinations not covered by the existing route, and which may or may not require additional equipment and drivers to deliver. Those expansions, which do not require additional vehicles or drivers, would take precedence over those that do. Expanded service is often passenger driven, and a higher priority will be given to expanded service, which responds to the needs of transit dependent users. Priority will also be given to service expansions included in one or more adopted planning documents (SRTP, Contra Costa County Welfare to Work Transportation Plan, CCTA Transportation Plan, etc.)

Fully Subsidized: Service for which at least operating costs, based on the actual cost per hour and cost per mile from the prior year of the system as a whole, is

paid by a third party. Based upon availability of vehicles, the subsidy may also include a capital cost for vehicles.

High Demand: Average ridership of at least 28 passengers per hour or at least 2.5 passengers per revenue mile, or an average load factor which exceeds 70%. These averages exceed the system standard by at least 50%.

Minor Service Change: An adjustment to an existing route or routes which provides new or relocated stops, new or adjusted time points, small amounts of new service (less than one hour per day), reconfigurations which do not affect running time, and other small adjustments which do not require the addition of drivers or equipment to the route. Minor service changes are most often passenger and/or operator driven.

New Service: Service which does not take the place of a discontinued service and which does not duplicate existing service, or which serves a new area or new origins/destinations not currently served, or which is subsidized by the requesting sponsor and/or new funds available to CCCTA.

Private Entity: Any business, agency, government body, organization, company, or corporation which is not a member of the CCCTA Joint Powers Agency.

Productivity Standards Policy: The Productivity Standards Policy adopted by the CCCTA Board of Directors on December 21, 1995.

School Service: Added buses at school start and dismissal times which operates on school days only. Schedules are developed to coordinate with school bell times. Service is open to the general public, but tends to carry heavy loads of middle school and high school students for one or two AM and PM peak trips. The overall goal of school service is to offer student transportation for schools, which do not have “yellow school bus” service.

Transit Dependent: Adult riders paying cash fare to ride, or using a regular 20- or 40-ride punch pass, and seniors and disabled riders as defined on operator trip cards. Through periodic onboard surveys (every three years), transit dependency will be further defined by income, availability of a vehicle to make the trip, and availability of a valid driver’s license.

Priorities

A. Minor Service Changes to Existing Routes that do any of the following without adding more vehicles or drivers.

- Improves on time performance.
- Adjusts time points within the schedule.
- Adds time (not more than one hour) at the beginning or end of the day, or midday by extending a run, which would otherwise go out of service.

- Adds new stops along an existing route.
- Adjusts routing to better serve new or relocated trip generators without jeopardizing existing productive portions of the route or reducing headways.
- Splits a route into two pieces to make it more direct without increasing total revenue hours.
- Adjusts BART meet times to reduce wait times for BART/bus transfers.
- Adjusts running time by utilizing existing layover or recovery time.
- Improves safety (pedestrian access, vehicle access).

These service changes will be done at the discretion of staff, within existing budgeted resources, and consistent with bid change dates if the change affects a run cut.

B. Improvements to Existing Routes Which Show High Demand by (in priority order)

- Increasing frequency (reduced headways).
- Extending hours of operation (beyond one hour) earlier or later based on demand.
- “Layering” express service over high demand routes which have an end to end running time of more than 45 minutes.
- Adding Sunday service.
- Restructuring a route to make it more productive by (any one of the following)
 - Serving new trip generators/eliminate non-productive route segments
 - Using fewer vehicles to deliver same level of service
 - Improving on time performance.

These improvements generally require additional resources in the form of vehicles, drivers and funding. Those improvements, which can be accomplished without additional drivers or vehicles, will take priority over those that do.

Improvements listed in planning documents will receive priority.

Improvements, which use other than CCCTA funds, will receive priority (for example, welfare to work funds to add Sunday service or extended hours).

C. Improvements to Commute Service including but not limited to:

- Service requested by private entities, which pay the cost for providing such service. Priority will be given to fully paid costs including capital. Second priority to fully paid operating and lost opportunity cost, third priority to fully paid operating cost, and fourth priority to partially paid operating cost only if it is determined by the Board that the overall

community benefit justifies an investment of CCCTA funds. These services could include any of the following:

- Development of direct express service in cooperation with other regional providers to work sites, which are now poorly served, and for which at least partial funding is available. This includes commute service for persons transitioning from welfare to work.
- Shuttles to/from BART or other rail to key trip generators/collectors (employment sites, park and ride lots, etc) where demand is fully documented.
- Late evening shuttles from BART to neighborhoods or key collector points using smaller vehicles.

D. New Circulator Service

- As requested by member jurisdictions where operating costs are at least 80% subsidized by the member jurisdiction or other third party if fares are to be charged, and 100% subsidized if circulator is free.

E. New School Service

- Where service can be interlined with an existing route
- Where access/egress and boarding locations are not a safety issue
- Where no new drivers or vehicles are needed to do so OR
- Where the School District (or other third party) pays for additional drivers and/or vehicles needed to provide the service

DATE OF ADOPTION: August 17, 2000