

21

21

April 7, 1997



TO: BOARD OF DIRECTORS

**FROM: LINDA BOHLINGER
INTERIM CHIEF EXECUTIVE OFFICER**

SUBJECT: NEW SERVICE IMPLEMENTATION PLAN

Los Angeles County
Metropolitan
Transportation
Authority

One Gateway Plaza
Los Angeles, CA
90012
213.922.6000

Mailing Address:
P.O. Box 194
Los Angeles, CA 90053

RECOMMENDATIONS

1. Approve the attached New Service Implementation Plan required under the Consent Decree and recommended for implementation on or before May 15, 1997 by Donald T. Bliss the Special Master designated by the Court to facilitate the resolution of the Consent Decree.
2. Authorize the Interim Chief Executive Officer to negotiate an implementation plan with MTA Operations, Ryder/ATE and Charterways/Laidlaw and the City of Los Angeles Department of Transportation to provide additional vehicles and implement the service for a six to twelve month model validation program at an amount not to exceed \$1.1 million in Fiscal Year 1996-97.
3. Authorize staff to use the Call for Projects process to seek additional proposals for service and operation to improve access by the transit dependent community to educational, employment and health care centers, as well as enhancing personal mobility throughout the region which would be evaluated for potential replacement for the proposed New Service Implementation Plan based on evaluation of service productivity, or the provision of service by other parties.

ORGANIZATIONAL IMPACT

The New Service Implementation Plan will accelerate service approved by the Board as part of the Consent Decree. The recommended service has been developed by an inter-departmental working group which has provided input based on their areas of expertise for new service. This working group will be maintained throughout the implementation and evaluation phase and will provide the staff recommendation for the five-year New Service Plan required by the Consent Decree.

BUDGET IMPACT

As indicated by staff at prior rail and bus workshops, sufficient funds have been programmed to provide implementation of all phases of the services required under the

Consent Decree. This accelerated New Service Implementation Plan will require \$1.1 million in the current 1996-97 fiscal year and an estimated annual cost of \$11 million.

ALTERNATIVES CONSIDERED

Following the receipt of the communication from Donald T. Bliss, the Special Master designated by the Court to facilitate resolution of disputes in the Consent Decree, staff met with County Counsel and outside counsel to discuss potential implementation options. Based on the guidance provided to meet the goal established by Mr. Bliss, it was determined that moving forward for immediate implementation by May 15, 1997 as recommended above was the only viable option for the MTA.

BACKGROUND/DISCUSSION

The Consent Decree requires that the "...MTA shall work with the Joint Working Group (JWG) to develop and implement a plan to provide additional bus service that is designed to improve access by the transit-dependent community to Los Angeles (sic) County-wide educational, employment and health care centers, as well as enhancing personal mobility throughout the region."

It further stipulates that, "After consultation with the JWG, MTA will initiate as expeditiously as possible a pilot project to provide a minimum of fifty additional buses..." Based on the variety of background issues consuming the time of the JWG, such as those contained in the Rail Recovery Plan workshop in January and the Bus Workshop last month, staff had deferred developing and presenting options for new services.

Although the concepts for new services were discussed briefly by the JWG in earlier meetings, the first staff discussion paper was presented on February 5, 1997 with a more detailed, yet still preliminary, presentation on February 24, 1997. In the responses to questions raised by the parties, Donald T. Bliss, the Special Master designated by Judge Terry J. Hatter, Jr. indicated in a transmittal received on March 12, 1997 that the MTA has not moved quickly enough to implement the new service and further indicated that the MTA should now move forward expeditiously to have the pilot project in place and operational no later than May 15, 1997. As indicated previously, staff met following the receipt of the information from Mr. Bliss and agreed to implement service in an expeditious manner. The attached plan describes the recommended service and the process for the selection of new service opportunities.

ATTACHMENT

1. New Service Implementation Plan

Prepared by: Jim McLaughlin
Deputy Executive Officer, Bus System Improvement Planning



JAMES L. de la LOZA

Executive Officer, Regional Transportation Planning and Development

NEW SERVICE IMPLEMENTATION PLAN

OVERVIEW

The New Service Implementation Plan responds to the requirement in the Consent Decree for the MTA to place 50 vehicles into service as a two-year pilot program before the development of a five-year new service plan by the Joint Working Group (JWG) prior to December 31, 1998.

The goals of the New Service Implementation Plan are to improve access by the transit dependent community to educational, employment and health care centers, as well as enhancing personal mobility throughout the region. To discuss development of a preliminary proposal, an internal working group was formed consisting of planning and operations staff, who developed candidate services for implementation. In addition, to the above criteria, the service must be responsive to sufficient rider demand and economically feasible. These criteria will be evaluated during a 6 to 12 month model validation program. The initial proposal recommends 50 vehicles for operation with a May 15, 1997 goal for implementation. In addition, we have also proposed a Call for New Services Projects process which would provide a competitive procurement process on the successful services and any additional services. These additional projects could be implemented as replacement for services that prove to be unproductive, for example.

NEW SERVICE DEVELOPMENT

The following are examples of new service opportunities that have been considered in the development of the current proposal or will be considered in the future.

Restructuring Studies

As indicated to the JWG, there are a number of potential sources for recommendations for new service from the six service restructuring studies in progress throughout the County, including Central/East/Northeast, Westside, Mid-Cities, San Gabriel Valley, South Bay and Southeast. In addition, the previous results in the San Fernando Valley Study have been recently reconsidered. The goals of these studies are to evaluate current service, seek public input on existing service and unmet needs, then develop an implementation plan to modify existing and begin new service. The initial new service recommendations include four lines identified in the Central/East/Northeast study which is nearing completion and one line from the San Fernando Valley restructuring study. At least two of these lines are scheduled for operation by LADOT. The New Services resources will be used to ensure immediate implementation. Additional services developed through the Call for New Services Projects process will identify substitute projects.

Alternative Services

There are also a number of alternative service demonstration projects that feature flexible routing that have either just started operation or are scheduled for operation in the near future. Probably the most publicized is the City of Los Angeles Smart Shuttle demonstration, where the staff report for contractor selection is scheduled for Council approval in April. In addition, the MTA has begun a flexible destination shuttle in the Crenshaw area and two demonstrations of the Mobility Allowance concept. It appears that a number of the services to access education, health care and employment opportunities could be best served using flexible destination services that typically operate with smaller vehicles and could also include technology improvements such as vehicle location, mobile data terminals for driver communication and trip scheduling and dispatch.

Public/Community Input

Also, the MTA has significantly increased public and community interaction programs which will provide more specific information on the delivery of current services and the unmet needs of potential users. These outreach efforts include the Market Research/Customer Satisfaction survey which will include an ongoing rider panel, focus groups including non-users of the system and a Customer Satisfaction Index that can be tracked over time.

Other avenues of public participation include the previously mentioned Restructuring Studies, and the Passenger Advisory Council which is being established in the San Fernando Valley. In addition, the Bus System Improvement Plan contained the concept to develop Transit Improvement Councils throughout the County. The combination of these various programs will provide the opportunity for enhanced input in the development of new services.

Health and Human Services Transportation

Restructuring of the welfare and health care systems throughout the County will result in new challenges for transportation services. Anticipating these challenges, two years ago the MTA joined with other public and private paratransit providers in forming the Coalition for ADA Paratransit Solutions, with the goals of efficient implementation of the ADA mandated paratransit service and increased communication with the Health and Human Services infrastructure to promote coordination of resources and services.

The Coalition efforts, at the federal level, combined with actions from the FTA, have resulted in several visible attempts to link with HHS programs, such as the proposed administration program for Access to Jobs that would provide \$100 million per year in ISTEA funding. The 50% match requirement was intended to provide the opportunity for HHS matching funds. Other programs like HUD's Bridges to Work are also geared at improving job access, which will be an important welfare reform priority.

Another area for new service potential will result through the restructuring of the County health care system, particularly the impacts to non-emergent medical trips. The MTA currently

expends a significant portion of the Immediate Needs program funds in providing flexible non-emergent medical trips. There would appear to be excellent potential to include increased access to health care facilities through improvements to fixed route service, but also through development of flexible service implementation.

We have begun discussions with County staff regarding health care and jobs access transportation opportunities and would anticipate development of more specific implementation proposals through the Call for Projects process discussed later in this report.

Fixed Route Reverse Commute Services

Many people are surprised to discover that bus ridership outbound from downtown Los Angeles in the morning exceeds inbound ridership on a number of corridors. For example outbound ridership in the morning peak period on Lines 424, 425, and 522 to the San Fernando Valley is 2,846, compared to 620 riders inbound.

Historically, the bus system has been structured to provide only express service into downtown. Again using the Ventura Blvd/Freeway corridor example both the MTA and LADOT provide one directional express service, on Lines 423 and 427. It is also clear that the outbound morning riders do not live in downtown and thus must take another bus before transferring to the 424/425 or 522 lines. Similarly, the riders do not all work on Ventura Blvd. Therefore they are most likely transferring again once they reach the San Fernando Valley.

Although express bus service is expensive to operate due to the low rider turnover and high deadhead mileage, there may be opportunities to work with LADOT which uses a number of single trip commuter vehicles to develop parallel service in the “reverse commute” direction and to test the viability of also providing services during the middle of the day.

Rail Extension, Connection and Evaluation Service

As the rail system has developed, each bus-rail interface plan has included new service recommendations to extend the rail service to connect with various activity points and centers. Since ridership demand for these options, such as connecting the Norwalk Green Line station with El Monte or Cerritos along the 605 freeway corridor, is difficult to anticipate, discretionary funds have not been available to demonstrate this concept. However there may be potential to expand the rail system through more direct service from high volume attractors.

In addition, there has been considerable discussion since the development of the Long Range Transportation Plan on the use of high volume vehicles in corridors with bus priority and preference treatments to emulate a rail line. Potential candidate corridors could include extensions of the rail system.

Quality of Life Improvements

Discussions in this category have included: providing better service linkages for workers on the second or third shift that must travel during off peak periods; or connecting directly with shopping centers and malls to eliminate long, multiple transfer trips for customers that must carry groceries or other bulky packages, particularly on weekends; and offering recreation trips to various activity centers, such as the beach, from community centers in transit dependent areas. Input from the community outreach efforts will assist in identifying candidate projects in this category.

NEW SERVICE WORKING GROUP

In order to develop a short list of immediate implementation and also an ongoing process for project evaluation and refinement, volunteers were sought from all areas within Regional Transportation Planning and Development plus MTA Operations. Additional interaction has also begun with Finance, Procurement and Legal. Each member of the group was encouraged to bring forward either general ideas or specific recommendations based on current or prior work assignments. The group was organized and directed by Jim McLaughlin, Deputy Executive Officer, Bus System Improvement Planning.

Potential project lists were screened and refined and the candidate implementation list and route maps which are attached was developed. It is recommended that this group be retained and expanded in order to develop new recommendations, evaluate existing services and provide input on performance measures to either maintain or cancel services after implementation. In addition, this group would be charged with the responsibility of preparing the MTA staff plan for new services to be submitted to the JWG, which would be scheduled for approval prior to December 31, 1998. The 50 vehicle implementation plan will be finalized prior to the April 23, 1997 Board meeting.

SERVICE PROVIDER SELECTION

In order to begin service on or before May 15, 1997, potential operators must have the ability to modify their current work programs and budgets, including making provisions for the addition of the necessary vehicles. Based upon the projects recommended by the New Services Working Group, it appeared that the potential providers for the model validation period would be limited to those with available resources, including vehicles. Since we had previously begun discussions with the two contractors providing service to the MTA, Ryder/ATE and Charterways/Laidlaw, regarding the potential addition of other vehicles to their operation, we knew that the vehicles were available and could be put into service in an expeditious manner. We had also had previous discussions with LADOT regarding modifications to its Line 423 as part of the San Fernando Valley Restructuring Study and had also discussed the feasibility of MTA Operations providing additional services.

Therefore, the staff recommendation is to utilize these sources for implementation of the model validation program for a period of six to twelve months. As indicated previously, if these

services are recommended for continuation, a competitive procurement process will be employed to select providers.

DEVELOPMENT OF ADDITIONAL SERVICE CANDIDATES

The New Service Working Group will develop both timeline and performance measurement thresholds for the new services during the six to twelve month period. In order to provide an opportunity for new projects to be developed for consideration and future implementation, we propose circulation of a two step Call for New Service Projects which would first solicit ideas for services from a variety of sources including public and private agencies, followed by proposals for operation of these services by public and private sector providers.

CONCLUSION

We will include an update on new services in the quarterly report to the Board regarding programs related to the Consent Decree.

Questions regarding this report should be forwarded to the following staff in Bus System Improvement Planning:

| | |
|----------------|----------------|
| Jim McLaughlin | (213) 922-2806 |
| Steve Brown | (213) 922-2801 |
| Scott Greene | (213) 922-2802 |

Attachment

A:\Jim#1:NewServiceImplementatinoPlanrptattachment.doc

NEW SERVICES PROPOSAL

| <u>OPTIONS</u> | <u>PEAK VEHICLES</u> | <u>ANNUAL REVENUE HOURS</u> | <u>SPAN OF SERVICE</u> | <u>TYPE OF VEHICLE</u> | <u>ACTIVITY CENTERS SERVED</u> |
|---|--------------------------|-------------------------------------|--|--------------------------------|---|
| Alameda Street (Union Station to Washington Metro Blue Line Station) | 5 | 19,215 | 10" Hdwy. DX 5:30a-7:00p 30" Hdwy. SA-SU 6:30a-7:00p | Full Sized Bus | VA Hospital Los Angeles Times Center Wholesale Produce District The Korean Market. |
| Main St.-Broadway Loop (Between Artesia Harbor Transitway Station and Rosecrans Avenue) | 6 | 16,830 | 10" Hdwy. 5a-9a/2p-6 20" Hdwy. 9a-2p DX Only | Small Vehicle | Employment areas along Main Street and Broadway south of Rosecrans Avenue Artesia Harbor Transitway Station |
| Line 104-128 Extension to Downtown L.A. and Fullerton Park-Ride Lot | 5 | 27,173 | 5:00a-8:00p Operate at 30" Headway DX only | Full Sized Bus | Garment District Cerritos College Employment areas in Orange County Extend into Downtown L.A. Improves Headways from 60" to 30" in peaks |
| Line 205 Reroute in the City of Carson | 4 | 30,802 | 5:00a-11:30p Operate at 20" Peak Hdwy. DX 30" Base/SA/SU Headway | Full Sized Bus | CSUDH Artesia Transit Center Employment area along Vermont Avenue between 190th Street and Torrance Bl. Harbor-UCLA Medical Center Improves peak headway from 40" to 20", base from 30" to 60". |
| Metro Green Line Study Line 1 (Express Service between El Monte Station and Norwalk Metro Green Line Station) | 4 | 11,730 | 6:00a-9:00a 20" Hdwy 3:00p-6:00p 20" Hdwy 9:00a-3:00p 30" Hdwy. DX Only | Full Sized Bus | Link to El Segundo employment centers MLK Hospital LAX Bi-Directional Service |
| Metro Green Line Study Line 4 (Express Service between Cerritos Towne Center and Norwalk Metro Green Line Station) | 3 | 5,610 | 6:00a-9:00a 20" Hdwy 3:00p-6:00p 20" Hdwy 9:00a-3:00p 30" Hdwy. DX Only | Full Sized Bus | Cerritos College Link to El Segundo employment centers MLK Hospital Cerritos employment centers LAX Bi-Directional Service |
| Union-Echo Park Shuttle | 8 | 40,855 | 5:00a-12:00a DX 6:00a-11:00p SA/SU 10" Hdwy. DX 15" Hdwy SA/SU | Small Vehicle | Belmont High School Good Samaritan Hospital Cigna Hospital Community library, other clinics, and pool |
| El Sereno-City Terrace Shuttle | 5 | 16,860 | 6:00a-10:00p DX 7:00a-9:00p SA/SU 20" Hdwy. DX/SA/SU | Small Vehicle | Wilson High School Clinics and Adult Schools in El Sereno Connects City Terrace, El Sereno, and Ramona Gardens |

NEW SERVICES PROPOSAL

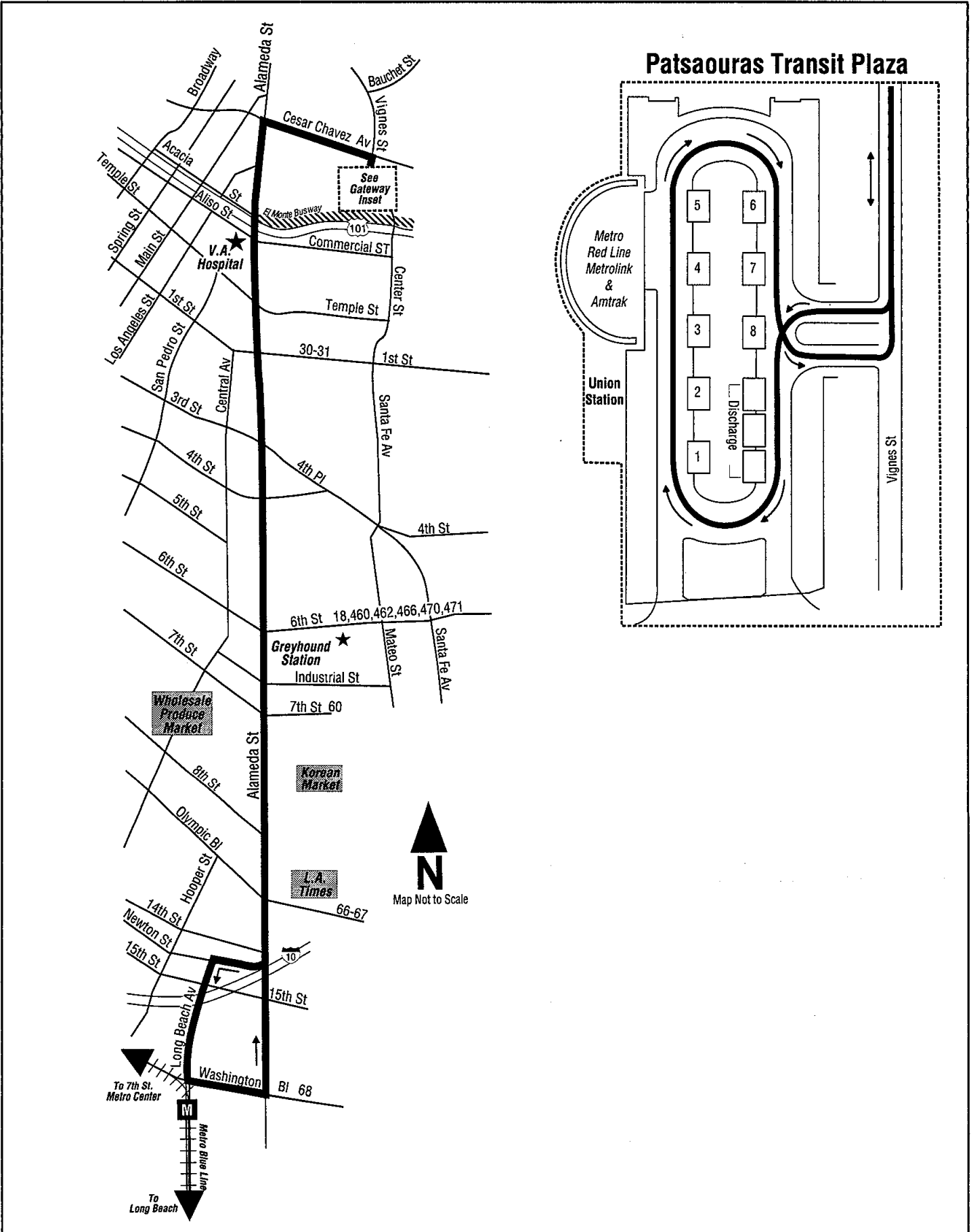
| <u>OPTIONS</u> | <u>PEAK VEHICLES</u> | <u>ANNUAL REVENUE HOURS</u> | <u>SPAN OF SERVICE</u> | <u>TYPE OF VEHICLE</u> | <u>ACTIVITY CENTERS SERVED</u> |
|---|--------------------------|-------------------------------------|--|--------------------------------|--|
| Rampart-Hoover Shuttle | 4 | 20,940 | 6:00a-10:00p DX 7:00a-9:00p SA/SU 20" Hdwy. DX 25" Hdwy SA/SU | Small Vehicle | Shriners Hospital Schools along 6th St. Major lower priced grocery stores High density housing in the area |
| City Connector Service Between Imperial/Wilmington Metro Station and West Hollywood via Baldwin Hills/Crenshaw Plaza | 10 | 43,930 | 6:00a-10:00p DX 6:00a-8:00p SA/SU 20" Peak Hdwy. DX 30" Hdwy. Base & SA/SU | Full Sized Bus | MLK Hospital Reduced transfers by direct connections to several routes serving employment and educational centers |
| Line 423 Reverse Commute/ Service Expansion | 3 | 17,715 | 5:00a-8:30p DX | Full Sized Bus | Improves Service by Operating Bi-Directional All-Day Service |
| Improved Employment Access Demonstration Project | 3 | 6,120 | Operates 8 Hrs. Daily | | |
| TOTALS | 60 | 257,780 | | | |

Apr. 7, 1997

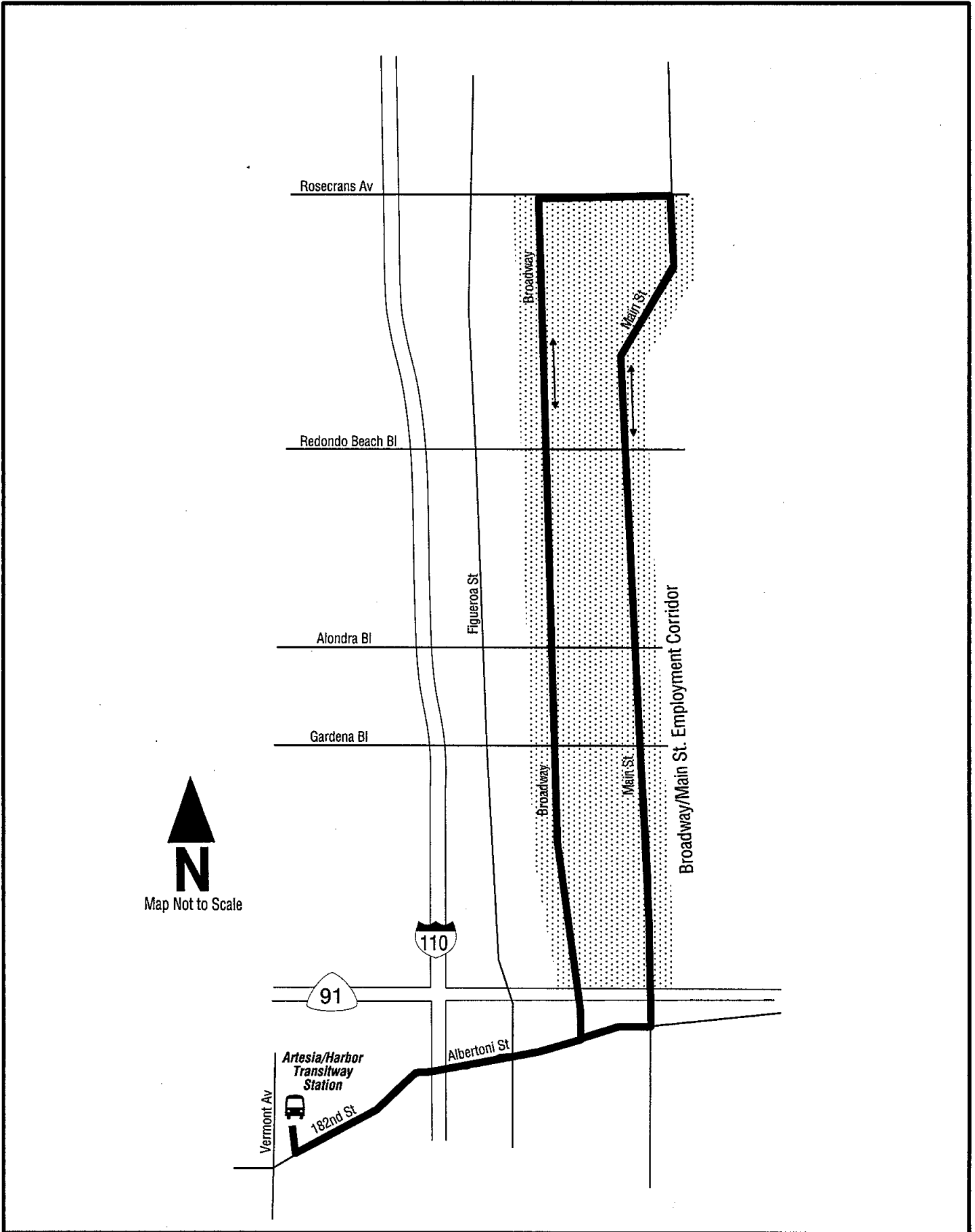


Line 58

Patsaouras Transit Plaza - Alameda St. - Washington Bl. Blue Line Station



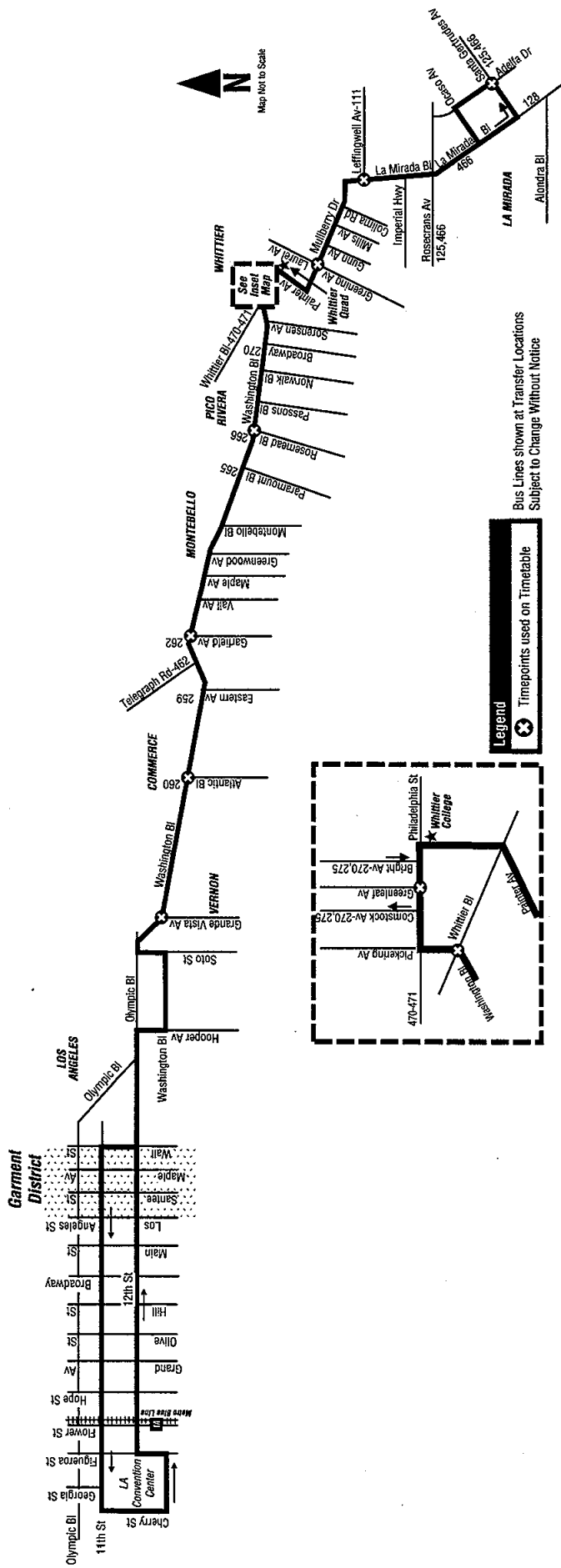
Broadway/Main St. Loop



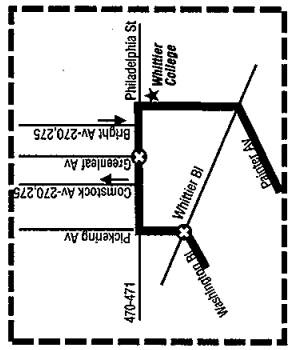


Operations Planning & Scheduling Department
 Regional Transportation Planning & Development
 April 1, 1997

Line 104 Extension



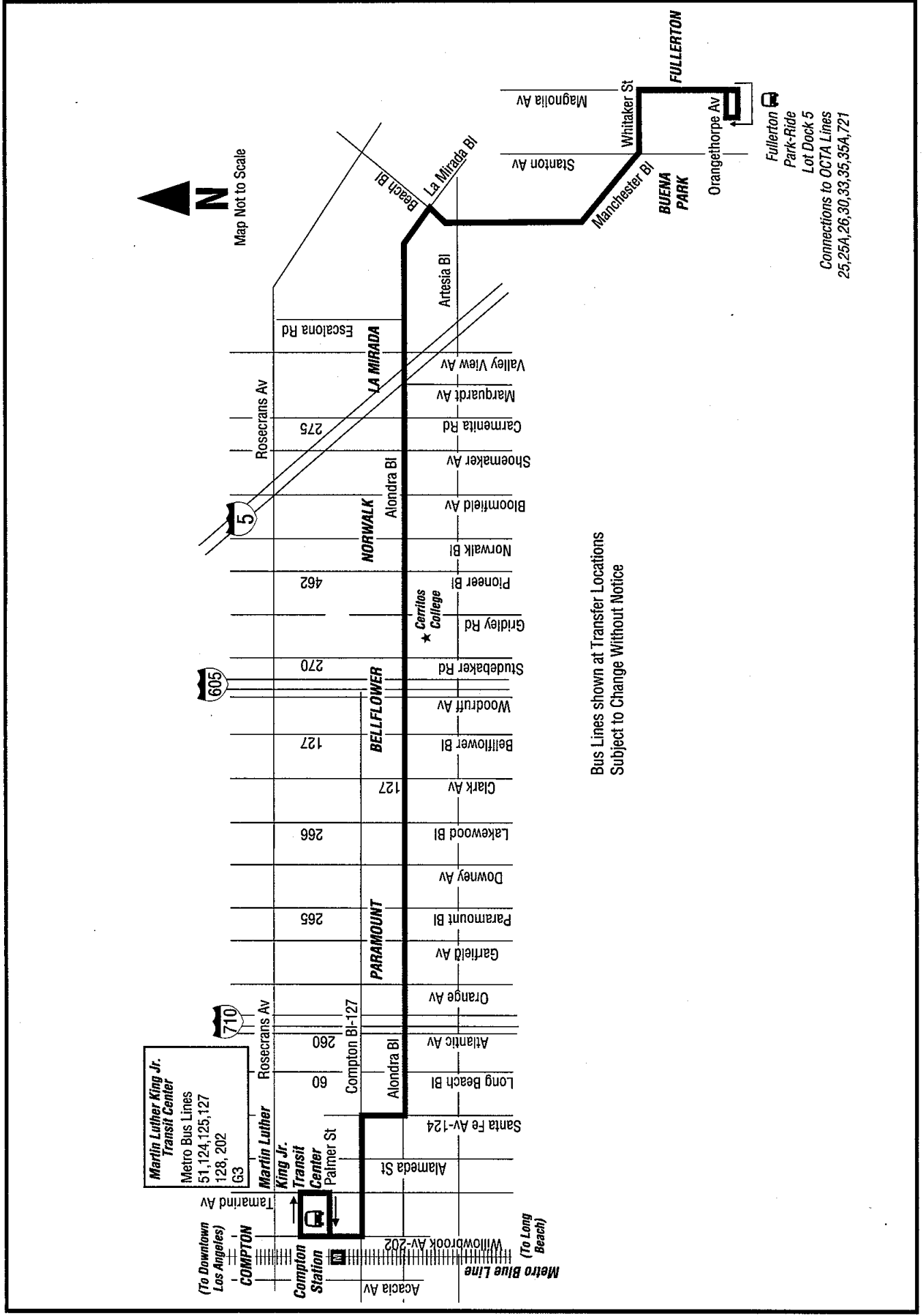
Legend
 ⚡ Timepoints used on Timetable
 ⚡ Bus Lines shown at Transfer Locations
 Subject to Change Without Notice





Operations Planning & Scheduling Department
 Regional Transportation Planning & Development
 April 1, 1997

Line 128 Extension

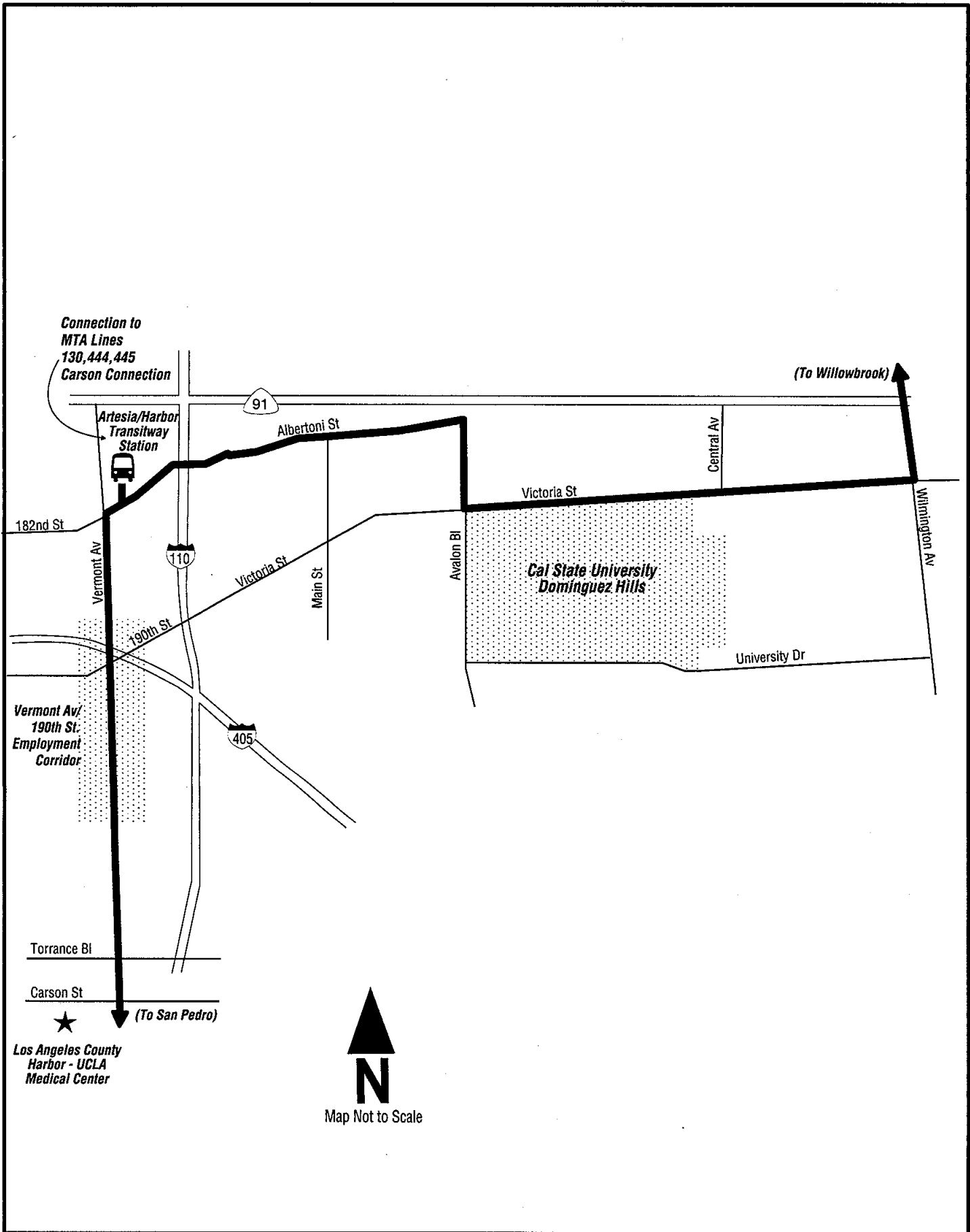


Bus Lines shown at Transfer Locations
 Subject to Change Without Notice

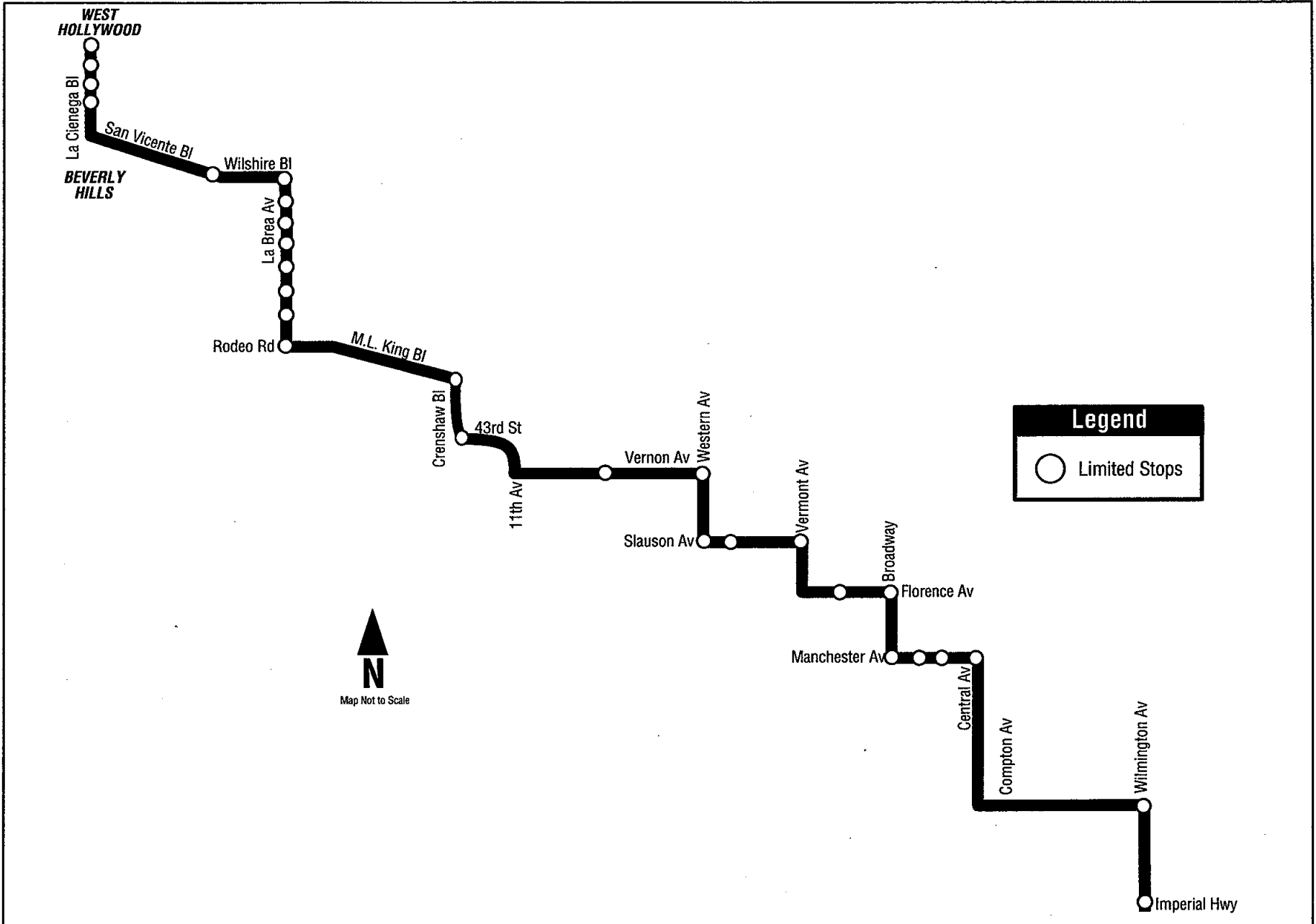
Connections to OCTA Lines
 25,25A,26,30,33,35,35A,721



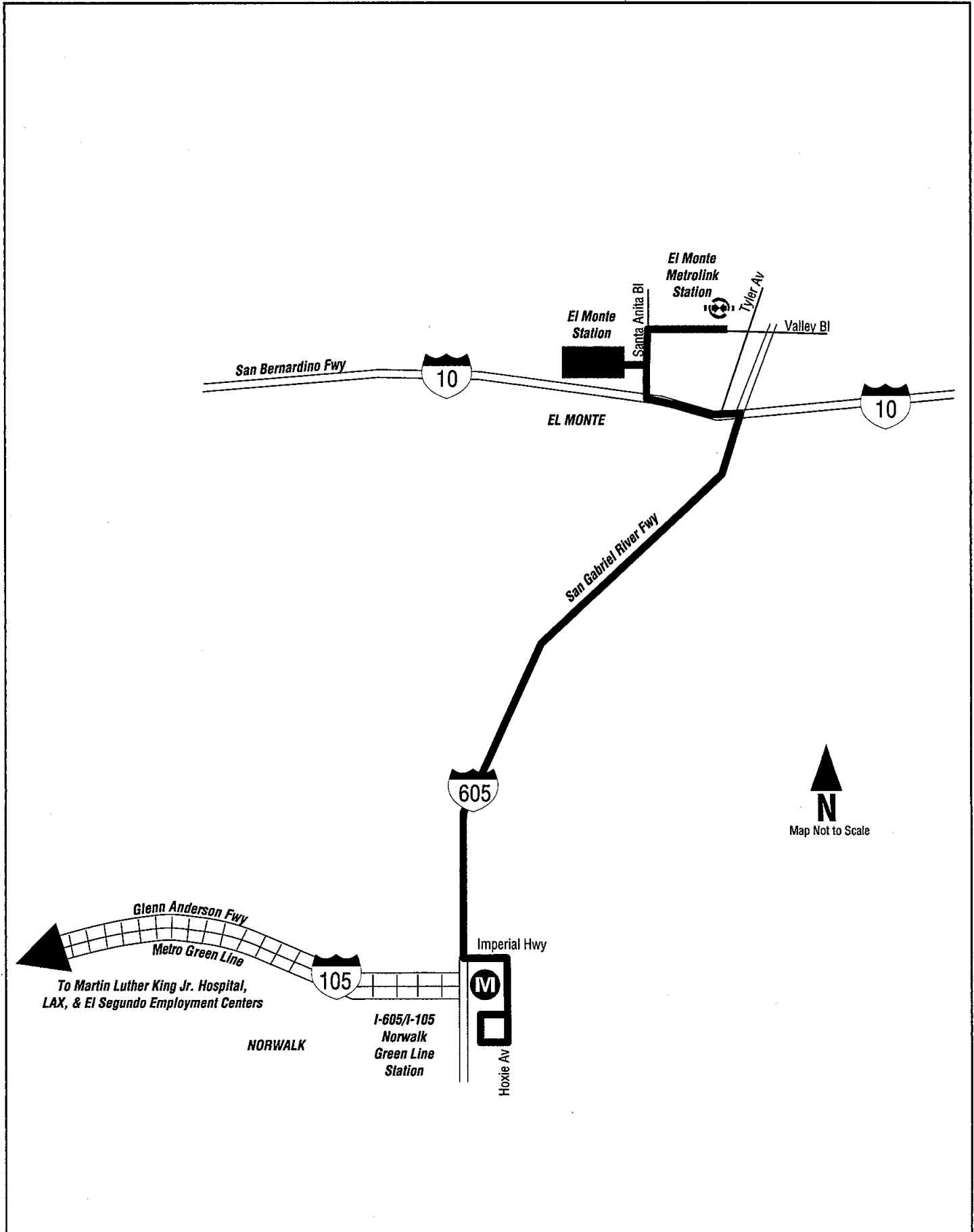
Line 205 Service to Artesia Harbor Transitway Station



Line 305 City Connector

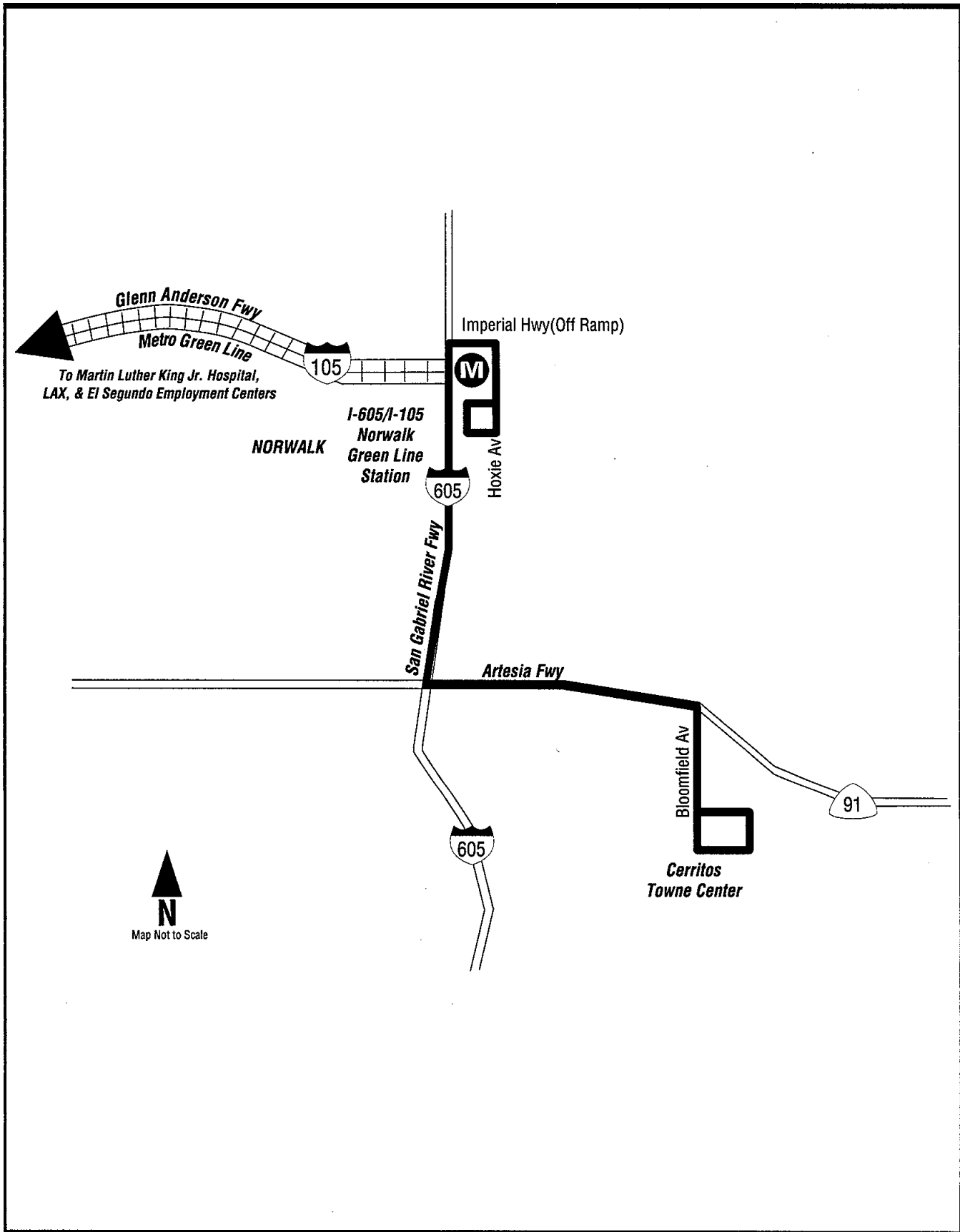


Proposed Green Line Feeder (S-1) El Monte Station Express

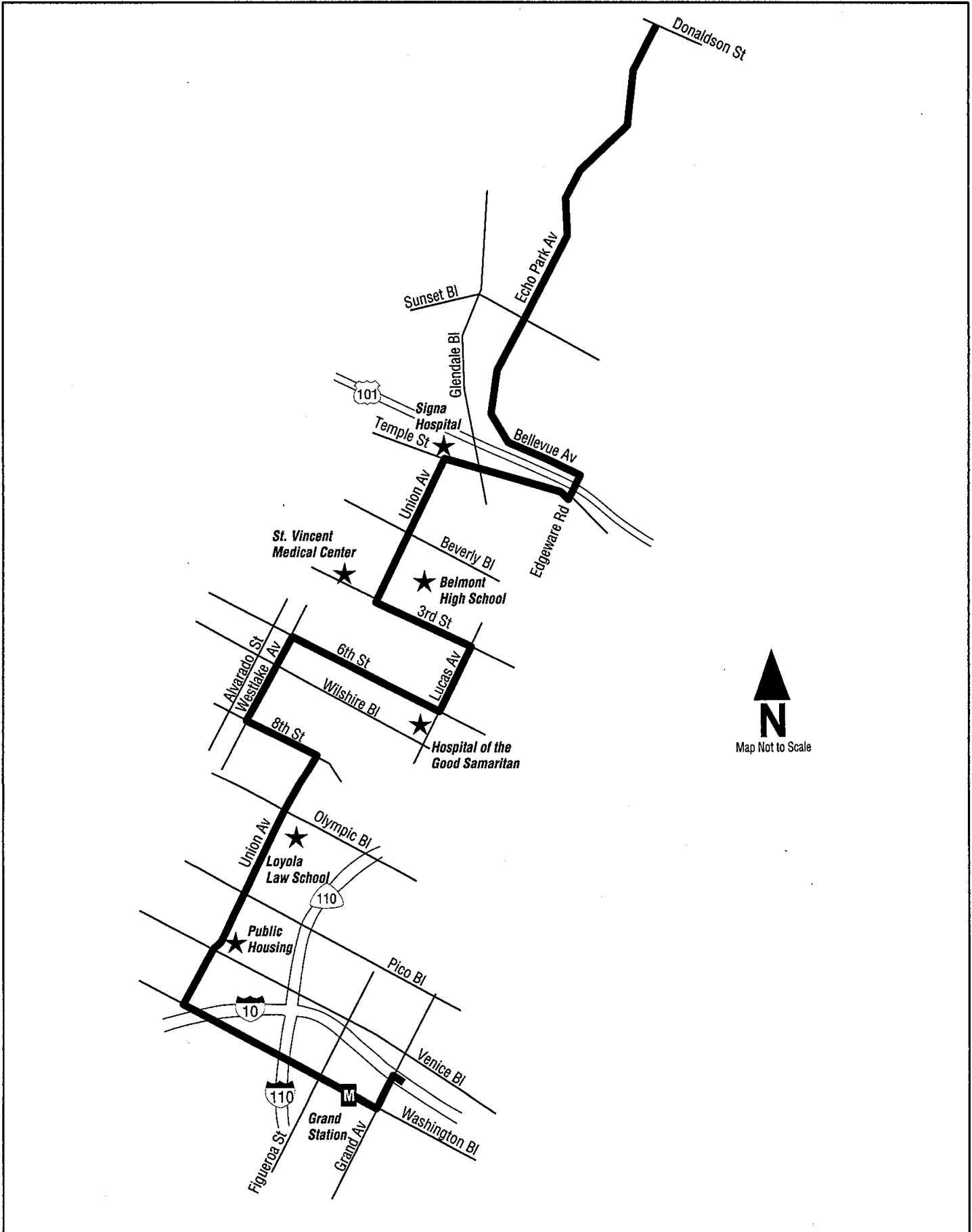


Proposed Green Line Feeder (S-4) Cerritos Towne Center Express

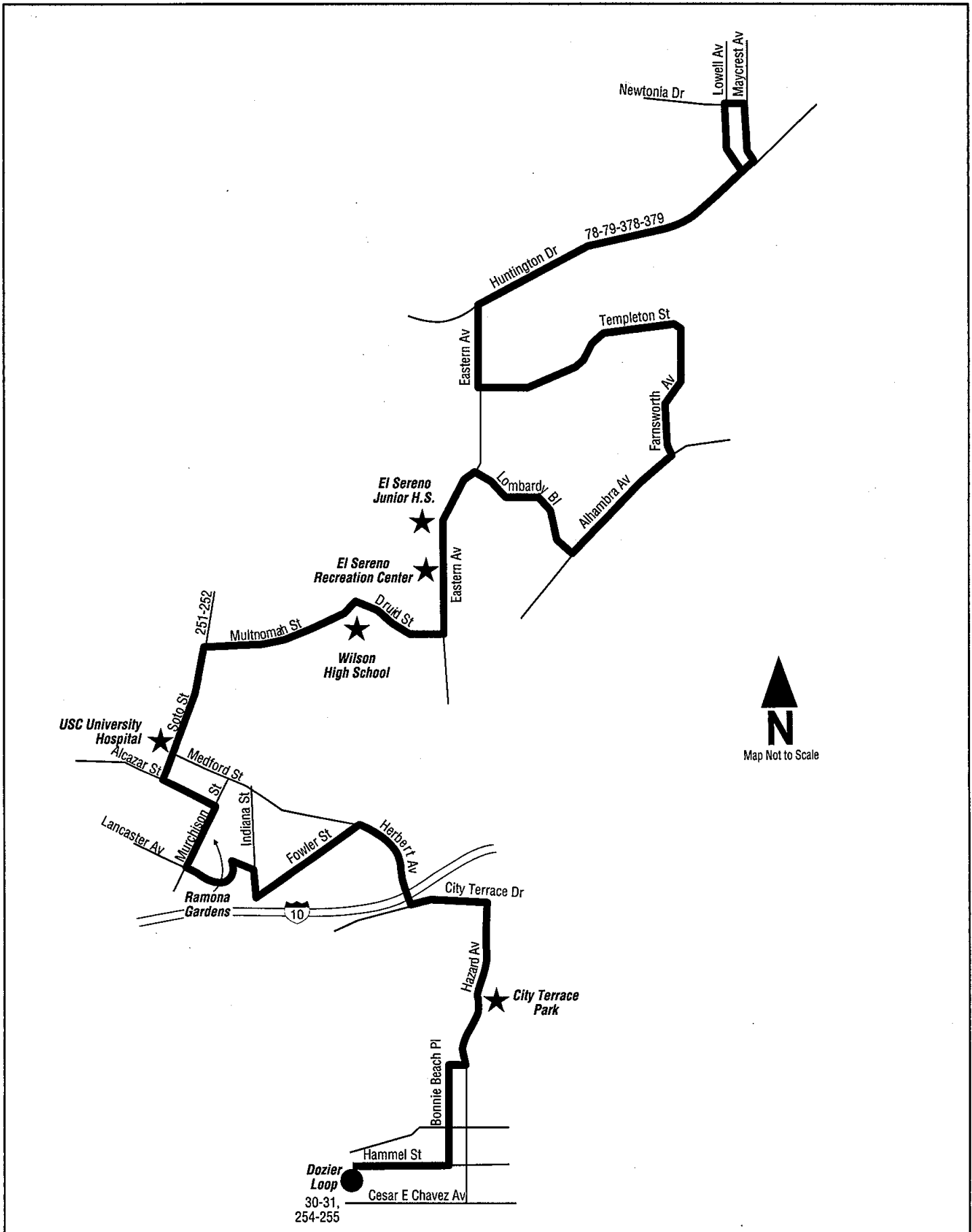
Operations Planning & Scheduling Department
Regional Transportation Planning & Development
March 28, 1997



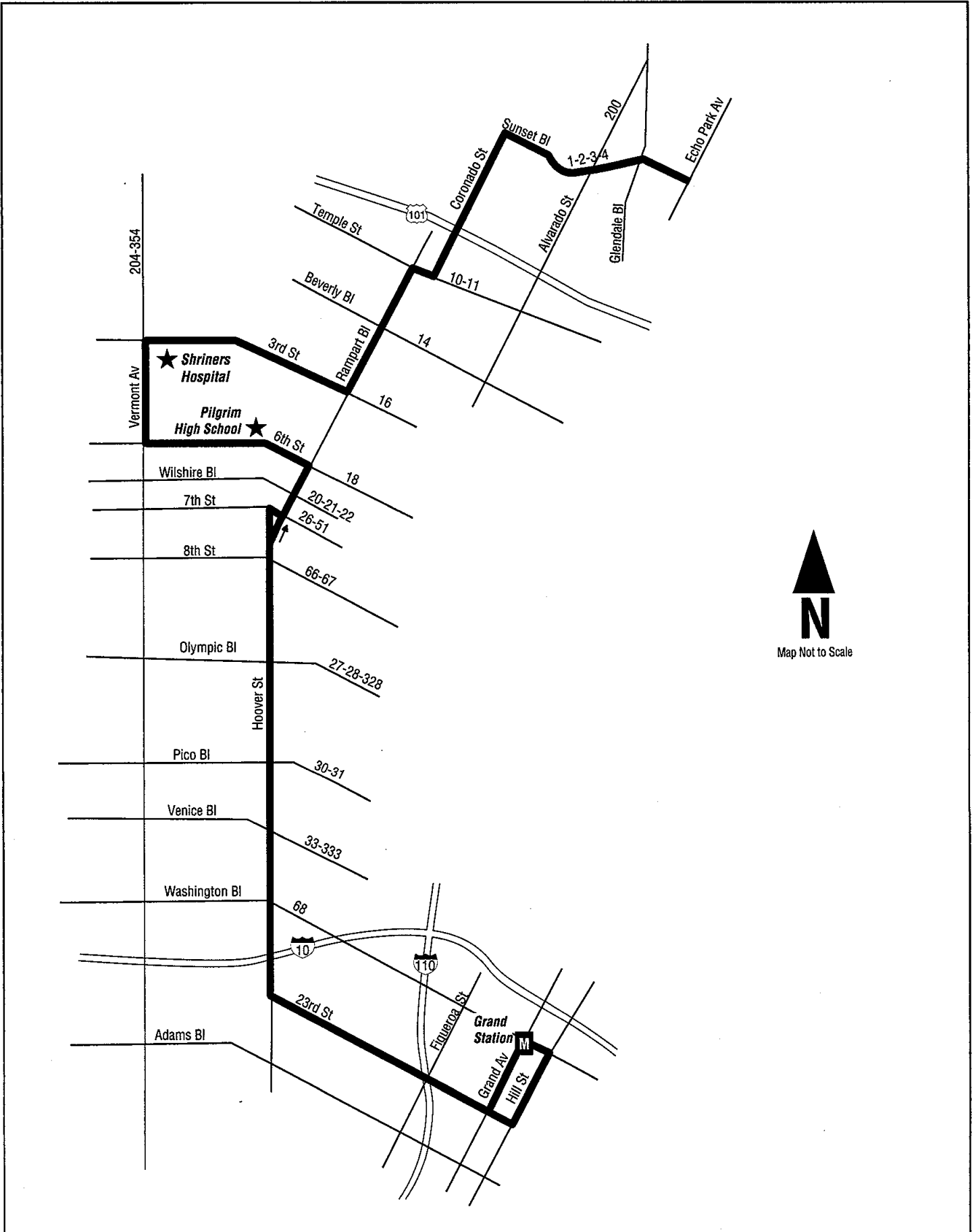
Union - Echo Park Shuttle



El Sereno - City Terrace Shuttle



Rampart - Hoover Shuttle



MOTION BY DIRECTOR MEL WILSON

2/
amendment
to motion

April 23, 1997

Demonstration Shuttle Service for Line 204/Vermont Avenue

Line 204/Vermont Avenue is the heaviest used bus line in the MTA system and is subject to severe overcrowding. As the MTA moves forward in improving bus service and meeting the requirements of the consent decree, innovative approaches must be implemented in a timely manner.

It is estimated that the average trip length for Line 204 is roughly 2.5 miles, followed by a transfer to another line. This suggests that many trips are local and relatively short in duration.

One alternative to deploying more 40-foot buses to meet the public's transportation needs is to provide targeted, shuttle and/or circulator service on and around Vermont Avenue. The MTA must continue to pursue cost-effective, innovative solutions that meet the needs of our transit customers. The MTA must also aggressively fund and test service alternatives consistent with the Board's commitment making bus system improvement our highest priority.

I THEREFORE MOVE that the MTA Board direct the CEO to return to both the Operations and Planning & Programming committees next month with a recommendation for a demonstration shuttle service that:

1. Provides more neighborhood oriented and customer-oriented transit service in the areas currently served by Line 204/Vermont; and
2. Provides overcrowding relief to Line 204/Vermont.

I FURTHER MOVE that the MTA Board direct the CEO to return to both the Operations and Planning & Programming committees next month with a recommendation for funding and evaluating the project.