



LANE TRANSIT DISTRICT BOARD OF DIRECTORS WORK SESSION

Wednesday, February 02, 2022
5:00 – 6:30 p.m.

VIRTUAL MEETING

Zoom details for provided on the web calendar at www.LTD.org.

Watch live on channel 21 or via link: <https://metrotv.ompnetwork.org/>

REVISION: Audience participation will be accepted at this meeting.

AGENDA

	ITEM	Time	Page
I.	CALL TO ORDER	5:00 p.m.	
II.	ROLL CALL <input type="checkbox"/> Caitlin Vargas (President) <input type="checkbox"/> Pete Knox <input type="checkbox"/> Don Nordin (Vice President) <input type="checkbox"/> Emily Secord (Secretary) <input type="checkbox"/> Michelle Webber (Treasurer) <input type="checkbox"/> Gino Grimaldi <input type="checkbox"/> Susan Cox		
III.	COMMENTS FROM BOARD PRESIDENT <i>This agenda item provides an opportunity for the Board president to formally communicate with the Board on any current topics or items that may need consideration.</i>		
IV.	COMMENTS FROM THE GENERAL MANAGER <i>This agenda item provides an opportunity for the general manager to formally communicate with the Board on any current topics or items that may need consideration.</i>		
V.	ANNOUNCEMENTS AND ADDITIONS TO AGENDA <i>This agenda item provides a formal opportunity for the Board president to announce additions to the agenda, and also for Board members to make announcements.</i>		
VI.	AUDIENCE PARTICIPATION <i>Public Comment Note: This part of the agenda is reserved for members of the public to address the Board on any issue. Please note the following instructions:</i> <ol style="list-style-type: none">1. To indicate that you would like to provide testimony, please use the raise your hand button.2. For those attending via phone only, press *9 on your phone to raise your hand.3. When it is your time to speak, your name will be called.<ul style="list-style-type: none">o For those attending via phone only, the last four (4) digits of your phone number will be called.4. Please state your name, city of residence, and who you are representing for the audio record.5. Once you have provided testimony, your hand will be lowered. Please do not raise your hand again. Only one opportunity to speak is provided.6. For those unable or not wanting to speak publicly, testimony may be provided via e-mail at clerk@ltd.org. <p>Public testimony is limited to three (3) minutes per community member. A timer will be displayed on the screen and will beep when the three (3) minutes is up.</p>	5:05 p.m.	
VI.	GENERAL MANAGER RECRUITMENT PROCESS: <i>Materials Included</i> [Mark Johnson, TransPro] Action Needed: None. Information Only	5:15 p.m.	2

[Click here to enter a date.](#)

	<u>Time</u>	<u>Page</u>
VII.	2022 REDISTRICTING PROCESS UPDATE: <i>Materials Included</i> [Tiffany Edwards] Action Needed: None. Information Only	5:50 p.m. 4
VIII.	FIXED-ROUTE SERVICE POLICY UPDATE: <i>Materials Included</i> [Kim Le] Action Needed: None. Information Only	5:55 p.m. 17
IX.	FY2024-26 COMPREHENSIVE OPERATIONS ANALYSIS: <i>Materials Included</i> [Kim Le] Action Needed: None. Information Only	6:15 p.m. 79
X.	ITEMS FOR ACTION/INFORMATION AT A FUTURE MEETING - REQUESTED BY THE BOARD	6:25 p.m.
VII.	ADJOURNMENT	6:30 p.m.

To request a reasonable accommodation or interpreter, including alternative formats of printed materials, please contact LTD’s Administration office no later than 48 hours prior to the meeting at 541-682-5555 (voice) or 7-1-1 (TTY through Oregon Relay).



AGENDA ITEM SUMMARY

DATE OF MEETING:	February 2, 2022
ITEM TITLE:	GENERAL MANAGER RECRUITMENT PROCESS
PREPARED BY:	Mark Johnson, Interim General Manager
DIRECTOR:	N/A
ACTION REQUESTED:	Information and Discussion

PURPOSE: To update the Board on progress on the General Manager recruitment process, including public outreach plan and survey results.

ROLE OF THE BOARD: The Board's role in this instance is to perform their statutory requirement of hiring a general manager.

BOARD DIRECTIVE ALIGNMENT: Pursuant to ORS 267.135(1) the board shall appoint a general manager on the basis of the qualifications of the general manager with special reference to the actual experience in or knowledge of accepted practices in respect to the duties of the office of the general manager. A general manager shall hold office for an indefinite term and may be removed by the board only by an affirmative vote of a majority of the members.

COMMUNICATION:

- At its August 4, 2021, Board meeting, the Board adopted resolution no. 2021-08-04-040 appointing Mark Johnson, the current Assistant General Manager, as the Interim General Manager beginning on September 7, 2021, and until a new general manager is hired. At this meeting, the Board directed staff to bring the matter of the recruitment process for a new general manager back for discussion at the September 15, 2021, regular Board meeting.
- At the September 15, 2021, regular Board meeting the Board directed staff to schedule a presentation from the potential General Manager recruitment consultant. The presentation was scheduled for a special Board meeting on October 6, 2021.
- At the October 6, 2021, special Board meeting, the consultant provided the requested presented to the Board and the Board agreed to move forward with utilizing the consultant to do a nationwide search for a new General Manager.
- At the November 3, 2021, Board work session, the Board received an overview of the recruitment process and proposed timeline.
- At the December 1, 2021, Board retreat, the consultant took the Board through an exercise to determine the expectations, competencies and values for the new general manager to inform the development of the updated job description.
- At the January 5, 2022, Board work session, the Board received a presentation on core competencies, understanding base compensation, the current (interim) general manager compensation structure, and next steps.
- At the January 18, 2022, Comprehensive & Accessible Services Transportation Committee meeting, the consultant provided an update on the recruitment process and accepted feedback from committee members.

DATES PRESENTED TO THE PUBLIC:

- In December a survey was sent to nearly 400 community members and to employees.

- There have been nine zoom forums led by TransPro with community leaders and two meetings with employees (directors and staff).
- More than 80 community members were invited to participate in the forums and the forums were complete on January 18,

STRATEGIC BUSINESS PLAN: The District's FY22-24 Strategic Business Plan has five strategic areas of focus. These include 1) Customer Satisfaction 2) Employee Engagement 3) Community Value 4) Financial Health 5) Sustainability. Each of these priorities has tactics, milestones, and performance measures to ensure achievability and accountability. All District projects and matters brought before the Board align with one of these five strategic areas of focus.

This agenda item aligns with the strategic areas of: Customer Satisfaction, Employee Engagement, & Community Value.

DESCRIPTION: One of the primary roles of the Board of Directors is to hire and manager the Districts general manager. This agenda item summarizes the hiring process to date and will provide the committee with latest presentation that the Board of Directors received at its January 5 work session.

BACKGROUND: Since its formation in 1970 LTD has employed 6 general managers. Most recently, the last general manager served for just under 6 years with a resignation effective September 7, 2021. To support the transition between the previous general manager and the next general manager, Mark Johnson, assistant general manager, was appointed as the District's interim general manager. Mark Johnson served as the assistant general manager beginning in 2016. A former bus operator, Johnson has served in various leadership and management capacities during a career spanning nearly 40 years. He has been at LTD for 23 years, where he has served as the District's Assistant General Manager, Director of Operations and Customer Service, and Director of Transit Operations. Prior to LTD, Johnson was the Assistant Manager of Operations at Pierce Transit in Tacoma, Washington. He is a graduate of the University of Washington and Tacoma Community College.

The Board has engaged in discussion regarding the general manager recruitment process since August 2021.

CONSIDERATIONS: N/A

ALTERNATIVES: N/A

NEXT STEPS: The Board and its committees will continue to receive updates on the status of the recruitment process at their future meetings. The Board will make decisions on the final position description and salary range at this meeting.

Once a profile for the next GM and the job description is approved. TransPro will start their recruitment efforts. While the recruiting process is happening TransPro will work with the Board to develop a community vetting process for finalist.

SUPPORTING DOCUMENTATION: N/A

PROPOSED MOTION: N/A



AGENDA ITEM SUMMARY

DATE OF MEETING: February 2, 2022

ITEM TITLE: 2022 REDISTRICTING PROCESS UPDATE

PREPARED BY: Tiffany Edwards, Intergovernmental Relations Manager

DIRECTOR: Mark Johnson, Interim General Manager

ACTION REQUESTED: None. Information Only

PURPOSE: To provide the Board of Directors an update and summary of the redistricting process LTD will be completing prior the deadline of May 12, 2022, to provide recommendations to the Secretary of State's office.

ROLE OF THE BOARD: This update is for information only to keep the Board informed on the public process for redistricting the boundaries for the seven subdistricts.

BOARD COMMUNICATION: The Board was informed initially at the December 15, 2021, regular Board meeting and subsequently at the January 19 regular Board meeting that there would be a redistricting process directed by the Secretary of State's office to make recommendations for new subdistrict boundary maps, reflective of new census population data.

PUBLIC COMMUNICATION: This topic last came before the Board and the public during the last redistricting process in 2012. However, public communication was performed in alignment each time the service policy has been modified. The current public communication for this process, as directed by the Oregon Secretary of State's Rules will be outlined as part of the verbal presentation.

STRATEGIC BUSINESS PLAN: The District's FY22-24 Strategic Business Plan has five strategic areas of focus. These include 1) Customer Satisfaction 2) Employee Engagement 3) Community Value 4) Financial Health 5) Sustainability. Each of these priorities has tactics, milestones, and performance measures to ensure achievability and accountability. All District projects and matters brought before the Board align with one of these five strategic areas of focus.

This agenda item aligns with the strategic areas of: Community Value.

DESCRIPTION: This verbal presentation will:

- Summarize and provide a timeline for LTD's redistricting process to align with the Board's scheduled meetings and Secretary of State's deadline of May 16, 2022.
- Share existing populations for each subdistrict and provide a draft map of recommended changes.
- Describe the public communications plan and what will be provided to the Secretary of State's office
- Describe the Board's role in this process in providing a recommendation to the Secretary of State's office.

The Board will have opportunities to ask questions.

BACKGROUND: The Secretary of State's office is tasked with completing the redistricting process for Lane Transit District and other mass transit district subdistricts, every 10 years. The process aligns with census information that is captured every 10 years and each of the seven subdistricts for Lane Transit District must be reconfigured to consider the following criteria, as outlined in the final rules as established under ORS 167.010 to 267.394.

- Must comply with the US and Oregon Constitutions and Oregon statutory law to ensure each subdistrict is:
 - Contiguous

- of equal population
 - utilizes existing geographic or political boundaries
 - does not divide communities of interest
 - is connected by transportation links
 - is consistent with the diversity, equity and inclusion and accessibility values of the Secretary of State's agency as outlined in its mission, vision and values.
- Each mass transit district must engage the public in drafting a proposed map and develop a written description of the district's public engagement process to provide to the Secretary of State.
 - Proposed map and description must be submitted to the Secretary of State no later than May 16, 2022.

CONSIDERATIONS: N/A

ALTERNATIVES: N/A

NEXT STEPS: Proposed maps, descriptions of the proposed changes and a summary will be refined and published to the LTD website by March 1, 2022. An open public comment period will commence and a public hearing will be held at the March 16 regular Board meeting. Staff will summarize the public comments and provide a recommendation on new subdistrict boundary maps to the Board at the April 20 regular Board Meeting. The Board will adopt a recommendation to provide to the Secretary of State on April 20 and staff will prepare the required materials for submission to the Secretary of State's office by May 16, 2022.

SUPPORTING DOCUMENTATION:

- 1) Board PPT 2.22.22 Redistricting.pdf
- 2) Transit Redistricting Final Rule.pdf
- 3) LTD Board Subdistricts 2020 Census.pdf

PROPOSED MOTION: N/A

2022 REDISTRICTING PROCESS UPDATE

LTD Board of Directors | February 2, 2022

*Presented by: Tiffany Edwards
Intergovernmental Relations Manager*



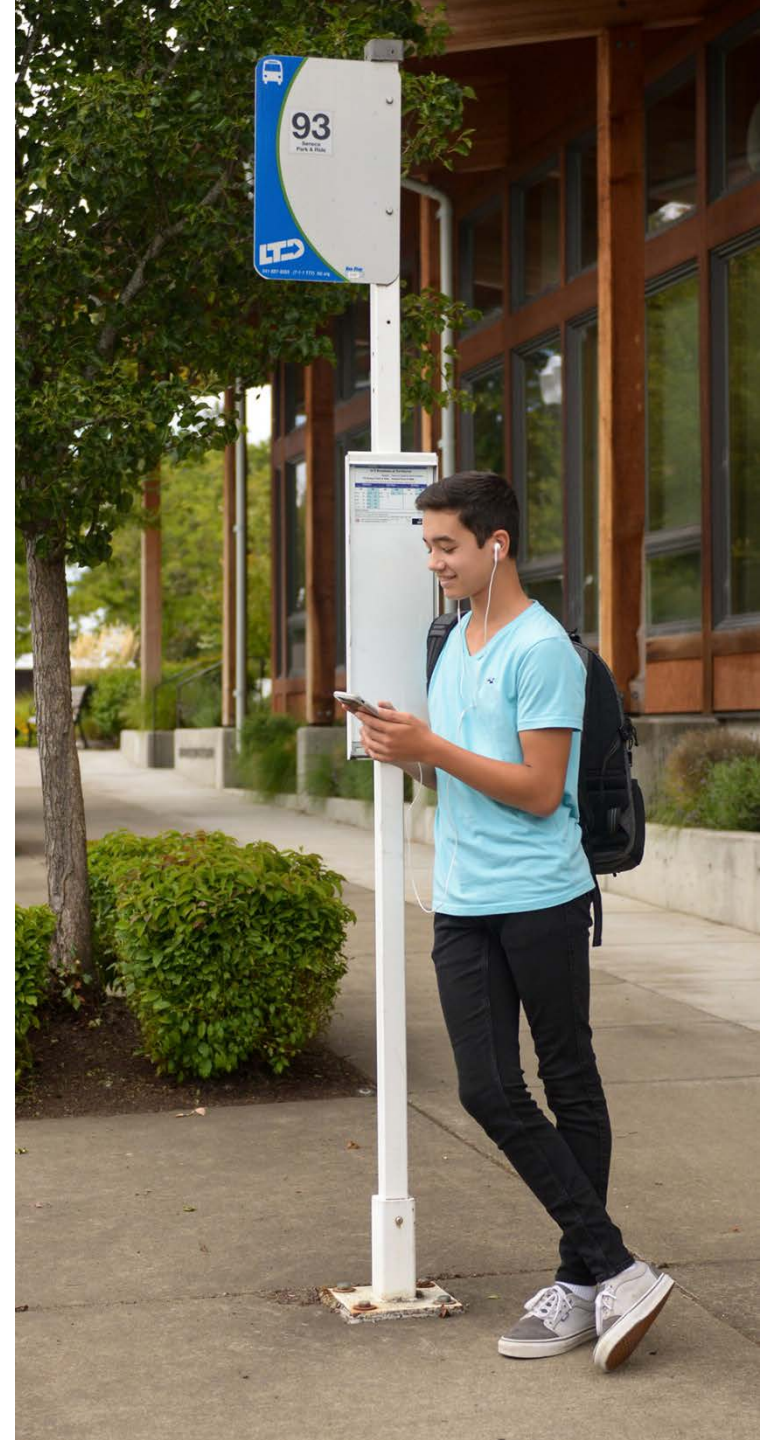
Lane Transit District

REDISTRICTING TIMELINE

LTD Board Subdistricts



February 1, 2022	Final Rules Effective
February 2, 2022	LTD Board Overview
March 1, 2022	Proposed Maps Published Online
	Open Public Comment Period
	Press Release & Outreach
March 16, 2022	Public Hearing, LTD Board Meeting
April 20, 2022	Vote by LTD Board on Recommended Maps
May 16, 2022	Recommended Maps, Outreach Summary due to SOS
June 30, 2022	Transit Redistricting Deadline



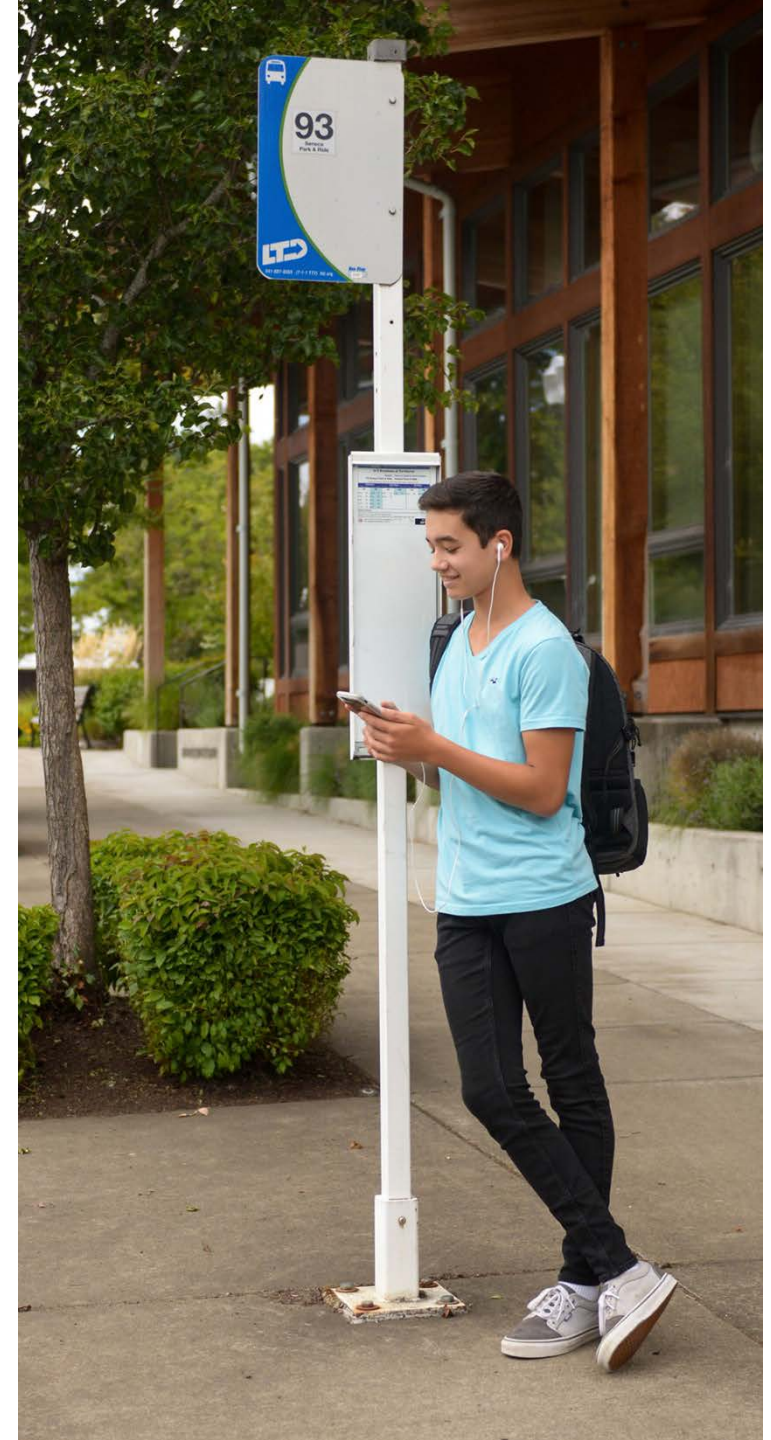
REDISTRICTING RULES

As Directed by Oregon Secretary of State



A mass transit district must submit to the Secretary of State's office a map, containing proposed subdistricts, that:

- (a) Complies with the Oregon and United States Constitutions;
- (b) Complies with Oregon statutory law, including ORS 267.090(2);
- (c) Ensures/that each subdistrict, as nearly as practicable:
 - (A) Is contiguous;
 - (B) Is of equal population;
 - (C) Utilizes existing geographic or political boundaries;
 - (D) Do not divide communities of interest; and
 - (E) Is connected by transportation links;
- (d) Is consistent with the diversity, equity and inclusion and accessibility values of the Secretary of State, as outlined in the agency's mission, vision, and values.
- (4) Each mass transit district must engage the public in drafting a proposed map. Each district must develop a written description of the district's public engagement process and provide the description to the Secretary of State.
- (5) The proposed map and description of the public engagement process must be submitted to the Secretary of State no later than May 16 of the even-numbered year following legislative reapportionment.
- (6) The Secretary of State will review proposed maps for compliance with/the requirements contained in this rule.



REDISTRICTING RULES

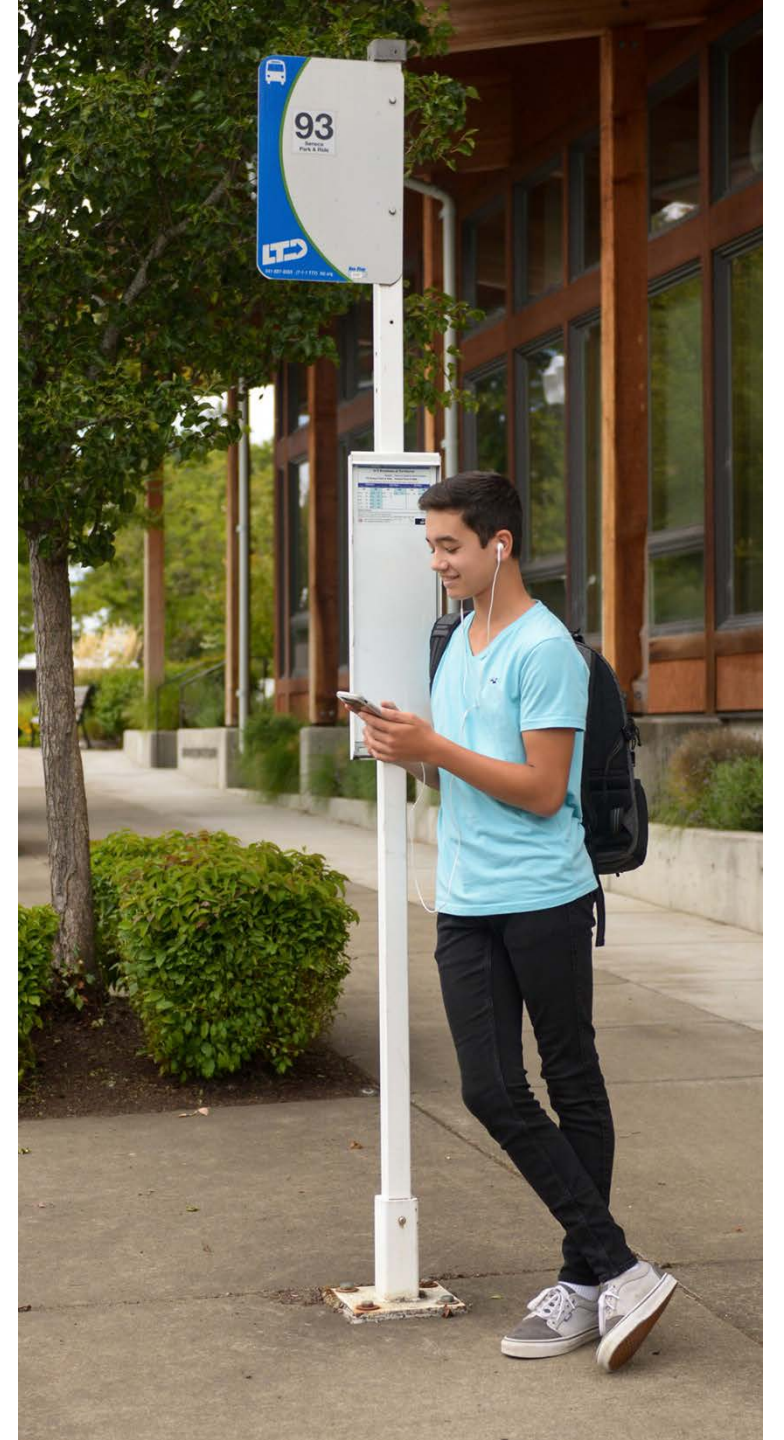
As Directed by Oregon Secretary of State



(a) If the Secretary of State determines that a proposed map complies with the requirements of this rule and that the mass transit district conducted an appropriate public engagement process, the Secretary of State will approve the map and divide the mass transit subdistricts accordingly.

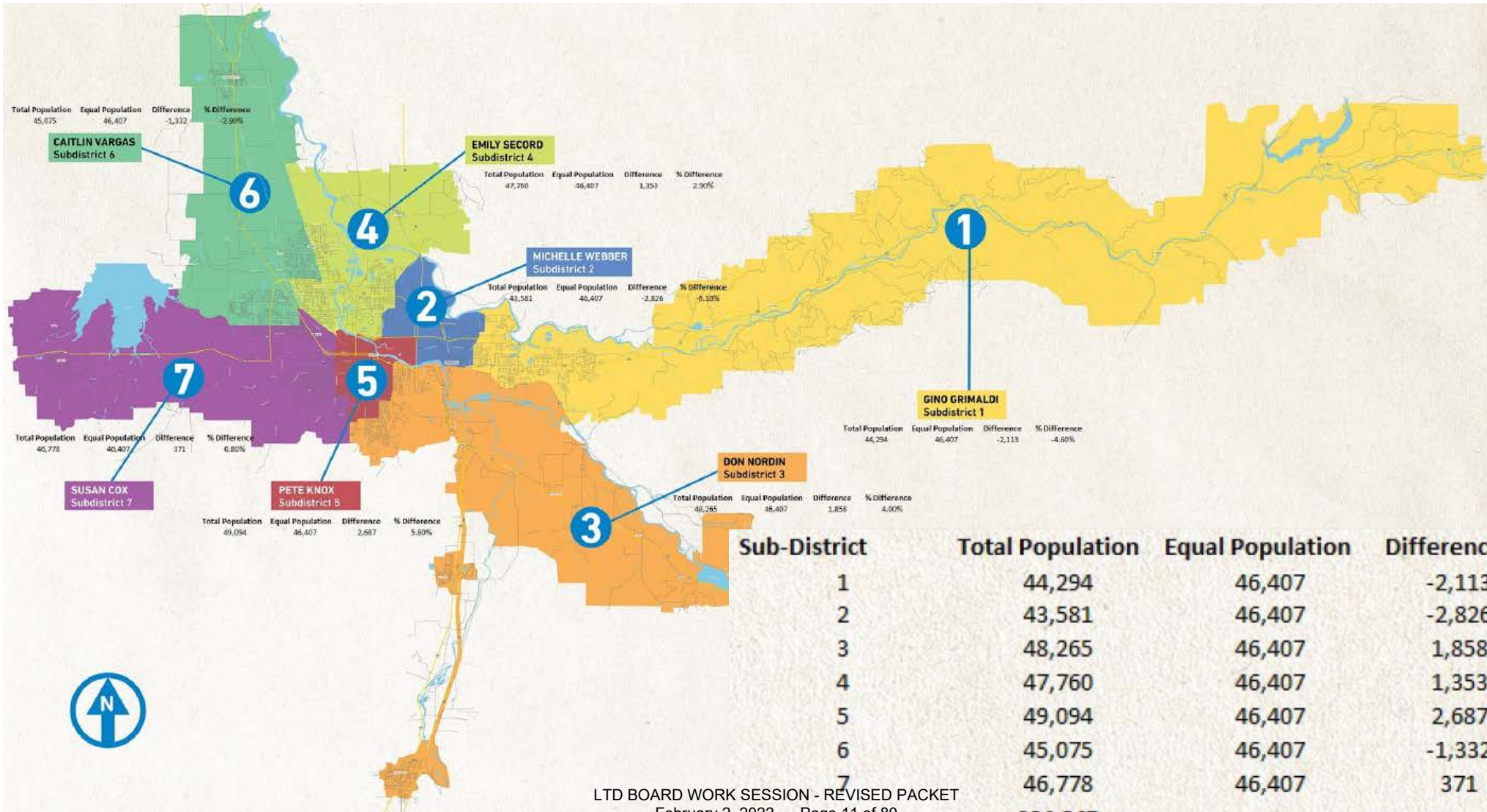
(b) If the Secretary of State does not make the determinations described in subsection (6)(a) of this rule, the Secretary of State may provide further instruction and guidance to the mass transit district and request that the district resubmit a map with changes identified by the Secretary.

(7) Notwithstanding any other provision of this rule, the Secretary of State reserves the right to decline to adopt a proposed map submitted by a mass transit district and to divide the districts into subdistricts in a manner consistent with subsection (3) of this rule.



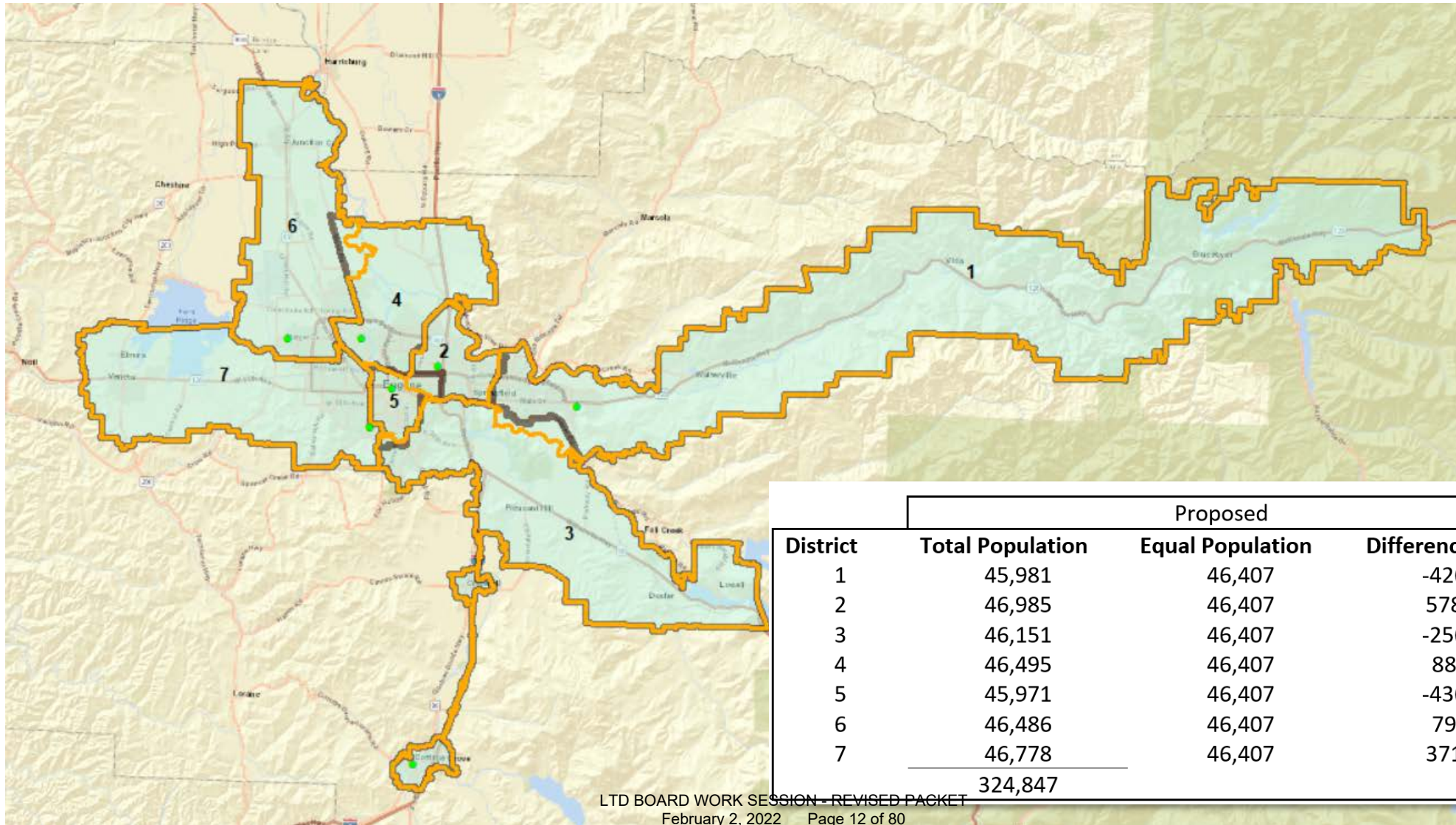


CURRENT LTD SUBDISTRICTS





PROPOSED LTD SUBDISTRICTS



District	Proposed			
	Total Population	Equal Population	Difference	% Difference
1	45,981	46,407	-426	-0.9%
2	46,985	46,407	578	1.2%
3	46,151	46,407	-256	-0.6%
4	46,495	46,407	88	0.2%
5	45,971	46,407	-436	-0.9%
6	46,486	46,407	79	0.2%
7	46,778	46,407	371	0.8%
	324,847			



QUESTIONS?

TIFFANY EDWARDS

Intergovernmental Relations Manager

Tiffany.Edwards@ltd.org

OFFICE OF THE SECRETARY OF STATE
SHEMIA FAGAN
SECRETARY OF STATE

CHERYL MYERS
DEPUTY SECRETARY OF STATE



ARCHIVES DIVISION
STEPHANIE CLARK
DIRECTOR

800 SUMMER STREET NE
SALEM, OR 97310
503-373-0701

NOTICE OF PROPOSED RULEMAKING
INCLUDING STATEMENT OF NEED & FISCAL IMPACT

CHAPTER 165
SECRETARY OF STATE
ELECTIONS DIVISION

FILED
11/22/2021 9:24 AM
ARCHIVES DIVISION
SECRETARY OF STATE

FILING CAPTION: Establishes process and guidance for mass transit redistricting.

LAST DAY AND TIME TO OFFER COMMENT TO AGENCY: 01/11/2022 3:00 PM

The Agency requests public comment on whether other options should be considered for achieving the rule's substantive goals while reducing negative economic impact of the rule on business.

CONTACT: Alma Whalen
503-986-1518
elections.sos@sos.oregon.gov

Public Service Building
255 Capitol Street NE, Suite 501
Salem, OR 97310

Filed By:
Alma Whalen
Rules Coordinator

HEARING(S)

Auxiliary aids for persons with disabilities are available upon advance request. Notify the contact listed above.

DATE: 01/10/2022

TIME: 2:00 PM - 3:00 PM

OFFICER: Bob Roberts

ADDRESS: Public Service Building
255 Capitol Street NE
Suite 501

Salem, OR 97310

SPECIAL INSTRUCTIONS:

The hearing will be held virtually via Microsoft Teams. Participants may join the hearing by clicking on the hearing link on the Agency's website.

NEED FOR THE RULE(S)

Current statute does not dictate the process or provide guidance for mass transit redistricting.

DOCUMENTS RELIED UPON, AND WHERE THEY ARE AVAILABLE

ORS267.090 (2) available online at oregonlegislature.gov or from the Elections Division.

FISCAL AND ECONOMIC IMPACT:

This rule may cause minimal fiscal or economic impact to state agencies, local governments or the public.

COST OF COMPLIANCE:

(1) Identify any state agencies, units of local government, and members of the public likely to be economically affected by the rule(s). (2) Effect on Small Businesses: (a) Estimate the number and type of small businesses subject to the rule(s); (b) Describe the expected reporting, recordkeeping and administrative activities and cost required to comply with the rule(s); (c) Estimate the cost of professional services, equipment supplies, labor and increased administration required to comply with the rule(s).

1) There may be minimal fiscal impact for the Secretary of State, county elections offices and mass transit districts as defined by ORS 267.010 to 267.394 to implement and answer questions regarding compliance with this rule, or for other unanticipated reasons. There may be a minimal fiscal impact for members of the public who are interested in participating in this process.

2) This rule is not expected to impact small businesses. However, there may be a minimal indirect fiscal impact for an unknown but likely small number of businesses interested in this rule.

DESCRIBE HOW SMALL BUSINESSES WERE INVOLVED IN THE DEVELOPMENT OF THESE RULE(S):

Small businesses were not involved in developing this rule as it does not directly affect small businesses.

WAS AN ADMINISTRATIVE RULE ADVISORY COMMITTEE CONSULTED? NO IF NOT, WHY NOT?

The fiscal impact of the proposed rule is expected to be minimal at most.

ADOPT: 165-008-0150

RULE SUMMARY: This rule outlines the process for redrawing district lines in Oregon's mass transit districts.

CHANGES TO RULE:

165-008-0150

Mass Transit District Reapportionment Process

(1)/The purpose of this rule is to establish/the/procedure/by which the Secretary of State will divide/mass transit districts/into subdistricts,/pursuant to ORS 267.090. The Secretary of State, as the chief elections officer for the State of Oregon, has the responsibility to adopt rules that the Secretary considers necessary to facilitate and assist in achieving a maximum degree of correctness,/impartiality/and efficiency in administration of the election laws. This rule is intended to carry out/the Secretary's/responsibilities/by/describing/the/process applicable to the/redistricting of mass transit districts. Under the Secretary of State's authority, this process requires significant engagement by the affected transit districts.// ¶

(2) As used in this rule, "mass/transit district" means a mass transit district established under ORS 267.010 to 267.394./ ¶

(3)/A/mass transit district/must/submit to the Secretary of State's office/a map,/containing proposed subdistricts,/that:/ ¶

(a) Complies/with the Oregon and United States/Constitutions;/ ¶

(b) Complies with Oregon statutory law, including ORS/267.090(2);/ ¶

(c) Ensures/that each subdistrict, as nearly as practicable:/ ¶

(A) Is/contiguous;/ ¶

(B) Is of equal/population;/ ¶

(C) Utilizes existing geographic or political/boundaries;/ ¶

(D) Do not divide communities of interest; and// ¶

(E) Is/connected by transportation links;/// ¶

(d)/Is/consistent with the diversity,/equity/and inclusion and/accessibility values/of the Secretary of State, as outlined in the agency's/mission,/vision, and/values. ¶

(4) Each/mass/transit district/must/engage the public in/drafting a/proposed map./Each district must develop a written description of the district's public engagement process and provide the description to the Secretary of State./ ¶

(5) The proposed map and/description of the public engagement process/must be submitted to the Secretary of State no later than/May 16/of the/even-numbered year following legislative reapportionment./// ¶

(6) The Secretary of State will review proposed maps for compliance with/the requirements contained in this rule.// ¶

(a)/If/the Secretary of State determines that a proposed map complies/with the/requirements of this rule and that the mass transit district conducted an appropriate/public engagement process,/the Secretary of State will approve/the map and divide the mass transit subdistricts accordingly.// ¶

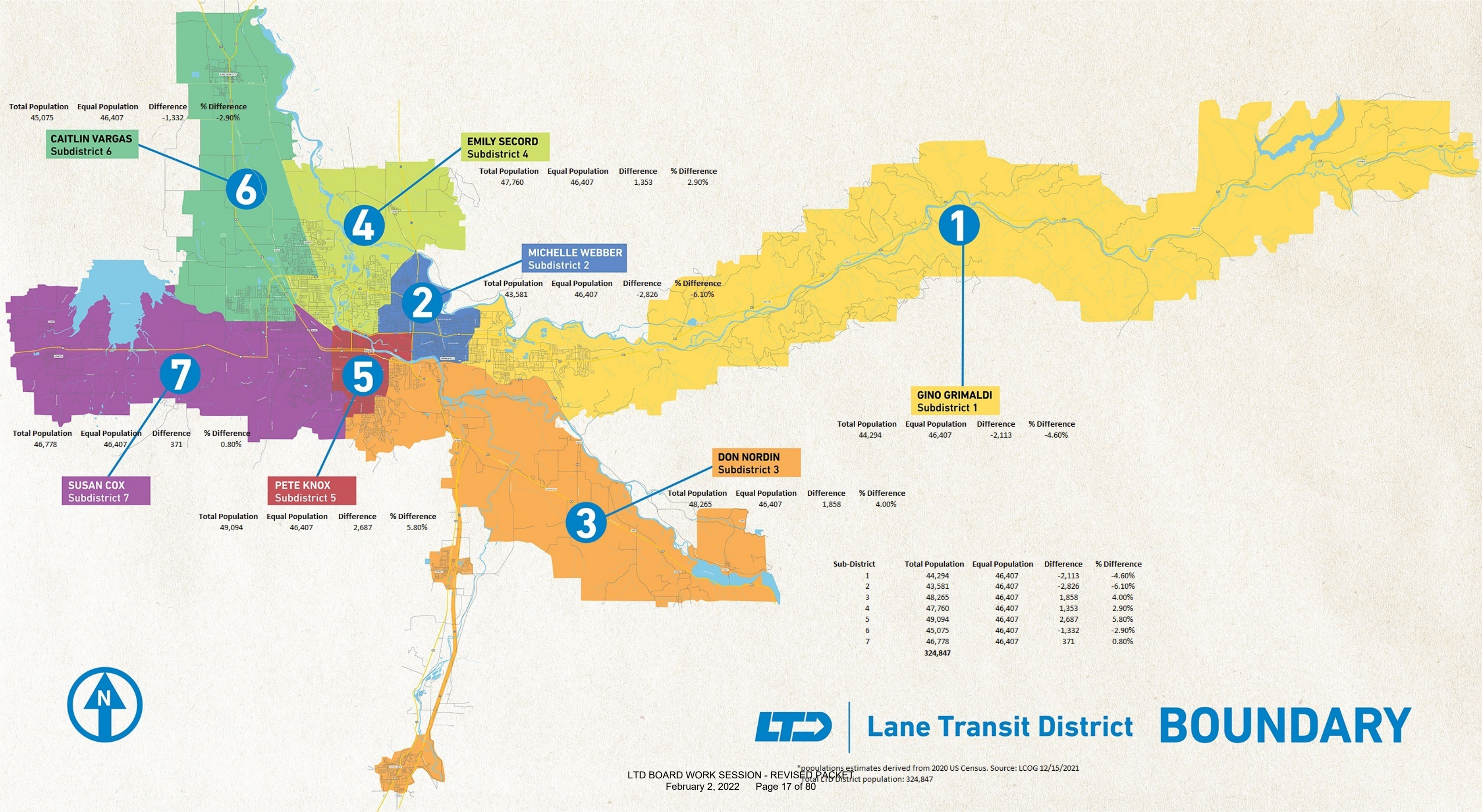
(b)/If/the Secretary of State does not make the determinations described in subsection (6)(a) of this rule,/the Secretary of State/may/provide further instruction and guidance to the/mass/transit/district and request that the

district resubmit a map with changes identified by the Secretary.//¶

(7) Notwithstanding any other provision of this rule, the Secretary of State reserves the right to decline to adopt a proposed map submitted by a mass transit district and to divide the districts into subdistricts in a manner consistent with subsection (3) of this rule.//

Statutory/Other Authority: ORS 246.150, ORS 267.090 (2)

Statutes/Other Implemented: ORS 267.090 (2)



CAITLIN VARGAS
Subdistrict 6

Total Population 45,075
Equal Population 46,407
Difference -1,332
% Difference -2.90%

EMILY SECORD
Subdistrict 4

Total Population 47,760
Equal Population 46,407
Difference 1,353
% Difference 2.90%

MICHELLE WEBBER
Subdistrict 2

Total Population 43,581
Equal Population 46,407
Difference -2,826
% Difference -6.10%

GINO GRIMALDI
Subdistrict 1

Total Population 44,294
Equal Population 46,407
Difference -2,113
% Difference -4.60%

DON NORDIN
Subdistrict 3

Total Population 48,265
Equal Population 46,407
Difference 1,858
% Difference 4.00%

PETE KNOX
Subdistrict 5

Total Population 49,094
Equal Population 46,407
Difference 2,687
% Difference 5.80%

SUSAN COX
Subdistrict 7

Total Population 46,778
Equal Population 46,407
Difference 371
% Difference 0.80%

Sub-District	Total Population	Equal Population	Difference	% Difference
1	44,294	46,407	-2,113	-4.60%
2	43,581	46,407	-2,826	-6.10%
3	48,265	46,407	1,858	4.00%
4	47,760	46,407	1,353	2.90%
5	49,094	46,407	2,687	5.80%
6	45,075	46,407	-1,332	-2.90%
7	46,778	46,407	371	0.80%
	324,847			



LTD | Lane Transit District **BOUNDARY**



AGENDA ITEM SUMMARY

DATE OF MEETING: February 2, 2022
ITEM TITLE: FIXED ROUTE SERVICE POLICY UPDATE
PREPARED BY: Kim Le, Development Planner
DIRECTOR: Tom Schwetz, Director of Planning and Development
ACTION REQUESTED: Information and Discussion

PURPOSE: To provide the Board with the proposed updates to the District's fixed-route service policy.

ROLE OF THE BOARD: The Board's role in this instance is to obtain information for a future decision.

BOARD COMMUNICATION: The fixed-route service policy was brought to the Board on the following dates:

- June 16, 1999: LTD first adopted a fixed-route service policy.
- March 16, 2011: Revisions were made to reflect the implementation of bus rapid transit (EmX), the District's budgetary challenges at the time, and minor housekeeping changes.
- June 09, 2014: A section was added called the 'Disparate Impact Policy' to reflect changes in federal requirements for evaluating the Title VI impacts of service changes.
- October 22, 2014: The Board adopted a revised Fixed Route Service Policy that serve as the guiding document for fare and service changes.

PUBLIC COMMUNICATION: N/A.

STRATEGIC BUSINESS PLAN: The District's FY22-24 Strategic Business Plan has five strategic areas of focus. These include 1) Customer Satisfaction 2) Employee Engagement 3) Community Value 4) Financial Health 5) Sustainability. Each of these priorities has tactics, milestones, and performance measures to ensure achievability and accountability. All District projects and matters brought before the Board align with one of these five strategic areas of focus.

This agenda item aligns with the strategic areas of: Customer Satisfaction and Community Value.

DESCRIPTION: LTD's fixed-route service policy provides standards for the implementation and evaluation of fixed-route bus service. LTD is federally required to develop system-wide service policy and standards to ensure that service design and operations practices do not result in discrimination on the basis of race, color, or national origin under Title VI of the Civil Rights Act of 1964 and FTA Circular 4702.1B. A service policy is not a system-wide network redesign, service plan, or analysis effort.

BACKGROUND: The last time this item was brought to the Board was in June and October 2014 when a section was added called the 'Disparate Impact Policy' to reflect changes in federal requirements for evaluating the Title VI impacts of service changes, as well as clarifying language that the Fixed Route Service Policy serve as the guiding document for fare and service changes. There have been no changes subsequently. Transit agencies routinely review their service policies to more accurately reflect the current service environment. Staff determined that a revision is necessary at this time to provide more information and clarification on elements of the service policy.

A presentation will be provided to explain this topic in further detail.

CONSIDERATIONS: Staff are proposing a number of minor changes to the service policy and would like the Board's feedback on the proposed changes.

ALTERNATIVES: N/A.

NEXT STEPS: Staff will refine the draft fixed-route service policy and then bring it to the Board's February 16, 2022 regular meeting for adoption consideration.

SUPPORTING DOCUMENTATION:

- 1) Current (2014) Fixed Route Service Policy
- 2) Updated Draft Fixed Route Service Policy
- 3) Summary of Changes
- 4) Fixed Route Service Policy PowerPoint Presentation

PROPOSED MOTION: N/A.

Fixed-Route Service Policy

Objective

To provide standards for the implementation and evaluation of bus service.

Application

This policy applies to all bus service offered by Lane Transit District, including regular, fixed-route service, tripper service, and special events service.

Policy

The policy segment is divided into the following sections:

- A. Definition of Terms
- B. Service Standards:
 - 1. Standards for Productivity
 - 2. Standards for Customer Convenience
 - 3. Standards for Customer Comfort and Safety
 - 4. Standards for Service Reliability
- C. Service Evaluation Procedures
- D. Substandard Service
- E. Implementation/Evaluation of New Service
- F. Service Decision-Making Process
- G. Disparate Impact Policy
- H. Standards for Tripper Service
- I. Maintenance of Policy

A. Definition of Terms

Bid: Bids are held at least three times per year, as defined in the labor agreement with ATU Local 757, and provide an opportunity to implement service changes. Contract employees select work shifts at this time.

Block: See "Schedule."

Boardings: A boarding, or unlinked trip, occurs every time a customer boards a bus. Thus, a trip requiring a transfer would count as two boardings.

Correct Schedule Operation (CSO): Correct schedule operation is when a bus leaves a time point no earlier than the scheduled time and not more than four minutes late.

Coverage: Coverage is defined as the percentage of households that are within one-quarter mile of a bus stop.

Deadhead: Deadhead refers to bus travel that is not in revenue service, such as travel time to the garage after the bus has completed scheduled service.

Directional Routes: Directional routes typically are offered during peak times and are oriented toward commuter travel. Productivity results for directional routes will include a factor for unproductive deadhead time necessary to position these routes for revenue service.

Duty: See “Run.”

Express Service: Express service significantly reduces travel time for customers compared to regular bus service. Express service typically is offered during peak times and is oriented toward commuter travel. Productivity results for express service will include a factor for unproductive deadhead time necessary to position these routes for revenue service.

Farebox-to-Operating-Cost Ratio: The farebox-to-operating-cost ratio measures the percentage of the operating cost paid by customers. It is computed as the total farebox revenue (including sales of passes) divided by the total operating cost.

Headway: Bus headway refers to the amount of time between consecutive buses on a given route. The lower the headway, the more frequent the service.

Layover Time: This term identifies time that a bus is not in operation between scheduled revenue service. The typical five-minute pause at the Eugene Station between trips is not considered layover time, but instead is considered part of revenue hours.

Limited-stop Service: Limited-stop service combines fixed-route service and express service to provide neighborhood coverage and reduced travel times. Limited-stop service typically is offered during peak times and is oriented toward commuter travel. Productivity results for limited-stop express service will include a factor for unproductive deadhead time necessary to position these routes for revenue service.

Line Route: A line route is defined as a bus route that travels outbound and inbound along the same streets. Line routes differ from loop routes, in that loop routes travel to and from their point of origin using different streets.

Passenger Trips: A passenger trip occurs when a customer travels from trip origin to trip destination, regardless of the number of transfers required to complete the trip. Thus, a trip requiring a transfer still only counts as one passenger trip.

Pay Hours: Pay hours refers to the number of hours actually paid to the bus operators to provide the service. Overtime is calculated at time and one-half (one hour of overtime is 1.5 hours at regular pay).

Peak Hour: The peak-hour period on the system is weekdays between 7 a.m. and 9 a.m., and between 2 p.m. and 6 p.m. This is the time when the greatest number of buses is in use and the greatest number of customers is carried.

Platform Hours: A platform hour is counted for every hour that a bus operator is with a bus, including deadhead and layover time. This does not include report time or turn-in time.

Preparatory Time: This term refers to the time allotted each bus operator to check a bus out from the garage.

Report Time: The time an employee is scheduled to report for work.

Revenue Hours: A revenue hour is each hour that a bus is in revenue service. This is equivalent to platform hours less deadhead time and layover time.

Ridership Productivity: Ridership productivity, as used in this document, is defined as the number of boardings per revenue hour of service. Ridership productivity is defined with different units, such as passenger trips per schedule hour, in other applications.

Road Call: A road call occurs when a bus is replaced or repaired during revenue service.

Run: A run is the work operated by a bus operator, either full-time or part-time, on a given day. Runs can be either straight (with no unpaid breaks in the workday) or splits, composed of two or more pieces of work that may include paid or unpaid breaks between them.

Run Cut: The run cut is the collection of runs developed from a set of schedules. Separate run cuts are developed for weekdays, Saturdays, and Sundays.

Run Cut Efficiency: Run cut efficiency measures how efficiently the schedules are divided into runs. It is computed as the percentage of pay hours that are used to provide platform hours. The formula is pay hours minus platform hours divided by platform hours.

Rural Route: A rural route is a route that operates, at least in part, outside the Eugene-Springfield urban growth boundary.

Schedule Efficiency: Schedule efficiency measures how efficiently the service is written into schedules. It is computed as the percentage of platform hours that actually are in revenue service. The formula is platform hours minus revenue hours divided by platform hours.

Schedule Hours: Schedule hours are simply the amount of time on the schedules.

Timed-meet: A timed-meet occurs when separate bus routes converge at one point, generally a transit station, and customers make transfers.

Time point: A designated location on a route used to control the spacing of vehicles along the route.

Transfer: To transfer means to change from one bus to another.

Transit Amenities: "Transit Amenities" refers to items of comfort, convenience, and safety that are available to the general riding public. These items may include: seating (benches, seats at stops/stations), bus shelters, and platforms; provision of information including signs, maps, schedules, and digital signs; and waste receptacles (trash and recycling).

Trippler: A tripper is a short-term bus trip that is designed to meet a particular demand.

Turn-in Time: This term applies to the time provided to every bus operator when the bus is returned to the garage.

Route Deviation: A route deviation involves deviating from the standard bus route to serve a housing, school, or commercial node.

B. Service Standards

Productivity Standards

With the exception of the college commuter category, a route will be considered substandard if ridership productivity is less than 67 percent of the average of other routes within its specific route category, computed separately for weekdays, Saturdays, and Sundays.

In the college commuter category, a route will be considered substandard if ridership productivity is less than 50 percent of the average of other routes in the category.

The following route categories are evaluated:

- ◆ **Urban.** Urban routes are arterial routes that operate from major transit stations.
- ◆ **Express.** Express routes are limited-stop routes that operate in peak direction.
- ◆ **Neighborhood/Connector.** Neighborhood/connector routes operate within neighborhoods or along designated shuttle routes in the urban core.
- ◆ **College Commuter.** College commuter routes are routes serving specific school locations.
- ◆ **Rural.** Rural routes operate outside the urban growth boundary and provide lifeline service to rural communities within the District.
- ◆ **EmX.** EmX routes are routes operating along designed EmX corridors.
- ◆ **Contracted.** Contracted routes are those paid for by other agencies or schools. (Routes may have portions of the route that are contracted service, but they still will be designated under their primary mode of operation; e.g., in 2011 route 79x UO/Kinsrow and route 82 LCC/Pearl.)

A rural route will be considered substandard if it carries less than an average of 30 boardings per round trip. A specific trip on a rural route will be considered substandard if it carries fewer than 20 boardings.

Route Deviations

Route deviations should occur only in order to satisfy one of the following conditions:

1. To serve a major trip generator.
2. To serve an area with a high population of older adults, people with disabilities, or low income.
3. To remedy a significant coverage deficiency.

Decisions on route deviations will be based on weighing the benefits of the deviation against the amount of impact to through riders, using the following formula**:

$$\frac{(\# \text{ of through riders multiplied by } \# \text{ of minutes of deviation})}{(\text{Estimated boardings and deboardings along deviation})}$$

****In the event no ridership data is available to perform the aforementioned calculation, route deviations will be considered based on the following rule: The deviation will not interfere with the provision of regular service frequencies and/or the provision of coordinated service with other routes operating in the same corridor.**

Customer Convenience Standards

Route Characteristics

Based on budgetary considerations, LTD will seek to operate urban routes at a 60-minute minimum headway with the exception of express routes. This is considered the minimum headway.

Headways more frequent than the minimum headway will be considered based upon demand for the service. The frequency of a route may be increased if the change is necessary to address capacity problems.

A timed-meet (pulse) system may be used as much as practicable at the Eugene Station and at other significant regional transit stations.

Route scheduling will take into consideration the following factors:

1. Staggering of routes on major arterials
2. Minimizing the necessity to transfer
3. Minimizing transfer time when transfers are necessary
4. Maintaining consistency and clarity of timetables for customers
5. Arriving and departing at major destinations in a timely manner (e.g., meeting class schedules at LCC and UO)

Whenever possible, routing will be direct, using major arterials and neighborhood collector streets to provide the shortest practical travel time between points on a line. When possible, terminal points at both ends of a route should be located at major activity centers to ensure ridership in both directions of operation.

When possible, routes will be structured as two-way line routes or two-way loop routes. Line routes reduce travel time and are easier for the public to understand. Loops at the end of routes will be used as a turnaround and to provide neighborhood coverage.

Stops and Stations

With the exception of EmX service, the spacing between bus stops in developed areas generally will be approximately 1,000 – 1,500 feet. Closer spacing may be implemented in the downtown, high-density areas or in locations that are heavily used by older adults or people with disabilities. Wider spacing will be considered in less developed areas.

Transit stations will be located in areas with very high numbers of transferring customers or major trip generators. The size of the transit station will be consistent with expected use, operational needs, and the financial capacity of the District.

The District will strive to make all service and associated facilities wheelchair accessible.

Comfort and Safety Standards

Service Capacity

The scheduled running time for routes will adequately meet average customer loads and typical traffic congestion, and will include an ample amount of recovery time for each route to compensate for variations in running time and to provide for bus operator restroom breaks.

Additional service may be added if:

- ◆ Customer loads consistently exceed 1.75 times the seated capacity of the vehicle.
- ◆ Customers are consistently not accommodated on a trip due to full customer loads and the next scheduled trip is more than 30 minutes away.
- ◆ Customers must stand longer than 20 minutes on an individual trip.

Transit Amenities

LTD will evaluate the distribution of Transit Amenities according to Title VI and Environmental Justice requirements. If both funding and staff resources are available and the necessary adjoining infrastructure is adequate, bus shelters will be located at bus stops with at least 30 boardings per day, with the priority of installation based on heaviest usage. Bus benches will be located at stops with at least 15 boardings per day. Shelters and benches also may be located at stops that are heavily used by older adults or people with disabilities or if there is a significant amount of transfer activity at the stop. Shelters and benches that do not meet the productivity criteria may be installed if the adjacent development subsidizes the cost of the shelter and its installation.

Every bus stop is to have a paved boarding area. This will not be a requirement where curbs and sidewalks do not exist. Streets will not be considered for bus routes unless the street and the associated intersections and traffic controls allow for the safe operation of the bus. LTD's Safety Committee will be consulted whenever a new street is considered for service.

All buses will be cleaned daily, inside and out.

Service Reliability Standards

In order to reliably make transfers, 90 percent of the buses will arrive no later than two minutes off their scheduled (end-of-trip) arrival time at the Eugene and Springfield stations. In order to reliably measure system performance, 90 percent of the buses on all routes will depart within four minutes of their scheduled significant time points.

Road calls on the system should not occur more frequently than every 5,000 vehicle miles.

The number of missed trips will be less than one-half of one percent of total trips operated.

The average age of the bus fleet will be eight years or less, and no buses older than twenty years will be used in regular route service unless they have been rehabilitated to acceptable standards.

C. Service Evaluation Procedures

Timing of Changes

There are at least three bids per year when service changes typically are made. The fall bid typically starts one week before the start of classes at the University of Oregon (UO) and Lane Community College (LCC). The start of summer bid coincides with the end of the UO and LCC school year. The winter bid is scheduled at approximately halfway between the fall and summer bids.

Major Service Changes generally will be confined to the fall bid. Minor service changes can be made during the winter and summer bids, and the deletion of school service can occur during the summer bid and during holiday breaks.

An Annual Route Review (ARR) will be conducted every year. Requests for changes or additions to service and other improvements to the system will be considered during the ARR. Approved recommendations from the ARR typically will be implemented with the next fall bid.

A major bus rider survey will be conducted at least every four years. The survey will determine travel behavior, fare payment trends, and customer opinions on service options and customer information.

D. Substandard Service

Substandard service, as defined in Section B - Productivity Standards, will be evaluated as part of the Annual Route Review. The substandard service will be subject to possible elimination or modification. The District may choose to continue to offer service that does not meet productivity standards if the service meets other District objectives.

E. Implementation/Evaluation Guidelines for New Service

New service, as defined in this context, includes the establishment of new routes or the addition of service on existing routes, either through increased frequency or increased span of service. Service hours will be allocated according to the following percentages:

1. 75 percent productivity
2. 20 percent coverage
3. 5 percent discretionary

The addition of new service generally will be considered only during the Annual Route Review. Factors to consider in evaluating potential service additions include the following:

1. Financial situation of the District
2. Expected ridership and ridership productivity, both immediate and long term
3. Availability of fleet and maintenance capacity
4. Integration of the service in the District's overall route system

New service will be operated for a probationary period of at least 12 months without major modification, except in extenuating circumstances. Productivity standards for the performance of new service will be different than the standards for mature service. Following the probationary period, new service will be subject to the same standards as the remainder of the system. Adequate marketing resources to promote the new service are to be available during the probationary period.

In addition, the urban community service coverage standard is at least 70 percent of the metro area as defined by the city limit boundaries.

F. Service Decision-making Process

Service Changes will occur as part of the Annual Route Review (ARR) process. Recommendations for service changes or the addition of new service will be made by the Customer Services and Planning Department (CUSP). CUSP staff will consult with the Service Advisory Committee, the Board Service Committee and other employees. As part of the ARR process, input will be collected from current customers and potential customers through public outreach processes before developing recommendations on Major Service Changes. The Service Planning Committee will then review and finalize all

recommendations for Major Service Changes that will later be presented to the Board of Directors for a final decision.

A service presentation will be made to the Board of Directors each December or January, followed by public hearings in February and March. The Board of Directors will approve the ARR service package at either the March or April Board of Directors meeting.

G. Disparate Impact Policy

The Disparate Impact Policy establishes a threshold for determining whether a Major Service Change or fare change has a potential disparate impact on minority populations.
Per FTA Circular 4702.1B.

A Major Service Change is defined as:

1. A change in service of 25 percent or more of the number of Transit Route Miles of the system;
2. A change in service of 25 percent or more of a route's Revenue Hours of service on a daily basis for the day of the week for which a change is made;
3. A new Transit Route is established or terminated;
4. Any change in the days of the week a route is in service.

Except as provided elsewhere in this Service Policy, an Equity Analysis must be completed before implementing a Major Service Change. If the number of changes on a route in a fiscal year, together, meet the definition of a Major Service Change, an Equity Analysis must be completed prior to the last change.

The following Service Changes are exempted from the definition of Major Service Changes:

1. Standard seasonal variations in service are not considered Major Service Changes.
2. In an emergency situation, a Service Change may be implemented immediately and will not be considered a Major Service Change. However, an Equity Analysis must be completed if the emergency Service Change is to be in effect for more than 180 days and if the change(s) meet the definition of a Major Service Change. Examples of emergency Service Changes include, but are not limited to, those made because of a snow or ice condition, the collapse of a bridge over which bus will pass, major road or rail construction, or inadequate supplies of fuel.
3. Experimental Service Changes may be instituted for 365 days or less without an Equity Analysis being completed. An Equity Analysis must be completed prior to continuation of service beyond the experimental period if the change(s) meets the definition of a Major Service Change.
4. Restoration of service previously eliminated due to budget constraints, provided the service runs on the same route as it had prior to its elimination, subject to minor deviations that do not meet the definition of a Major Service Change.
5. Headway adjustments of up to 5 minutes during peak hour service, and up to 15 minutes during non-peak hour service.

Four-fifths Rule*

There could be evidence of disparate impact if:

- Benefits are being provided to minority or low-income populations at a rate less than 80 percent (four-fifths) than the benefits being provided to non-minority or non-low-income populations.
- Adverse effects are being borne by non-minority or non-low-income populations at a rate less than 80 percent (four-fifths) than the adverse effects being borne by minority or low-income populations.

**Based on Equal Employment Opportunity Commission's Uniform Guidelines on Employee Selection*

Example: Proposed Service Changes

A bus route restructuring project results in an increase in the overall amount of service available. We have determined the average increase in service levels for an area. Is there a disparate impact in where service improvements are being made?

Avg. % increase in service levels for various populations affected by service change:

Example 1:

Low-Income Population 6.8 percent - *Four-Fifths Threshold is 5.7 percent*
Non-Low- Income Population 7.1 percent (*7.1% x .8*)

Example 2:

Minority Population 8.1 percent - *Four-Fifths Threshold is 8.8 percent*
Non-Minority Population 11 percent (*11% x .8*)

In the first example, the benefit of the service addition to the low-income population within the area of benefit is above the 4/5 threshold (6.8 percent is greater than 80 percent of the 7.1 percent estimated for non-low-income populations). No disparate impact is found in this example.

In the second example, the benefit of the service addition to the minority population within the area of benefit is below the 4/5 threshold (8.1 percent is less than 80 percent of the 11 percent estimated for non-minority populations). This would indicate a disparate impact.

If a disparate impact is found:

- The District may modify the proposed changes in order to avoid, minimize, or mitigate potential disparate impacts. If the proposed changes are modified, the District will analyze the modified proposed changes to determine whether the modifications actually removed the potential disparate impacts.

- If the District elects not to alter the proposed service changes despite the potential disparate impacts on minority populations; or if the District finds, even after revisions, that there continue to be disparate impacts on minority populations, the District will implement the service change only if:

1. The District has a substantial legitimate justification for the proposed service change; and

2. The District can show that there are no alternatives that would have a lesser Disparate Impact on minority riders but would still accomplish the District's legitimate program goals.

For the purposes of this policy, the maximum acceptable difference (positive or negative) in level of benefit between protected and unprotected populations is 20 percent. For changes in transit service level or transit fares, this standard applies as follows for minority and low-income populations:

Fare Changes

- For fare changes, a potential disparate impact is noted when the percentage of trips by minority riders using a fare option, in combination with the percentage price change for that option, has an impact that exceeds the comparable impact on non-minority riders.
- Differences in the use of fare options between minority populations and other populations include all such differences that are documented as statistically significant at the 95 percent confidence level.

Exceptions to the fare analysis include:

1. Days when the District has declared that all passengers ride free; or
2. Reduced or free promotional fares, which are instituted on a daily basis or periodically within a period of 180 days.

(Note that additional information on the process for fare changes is outlined in LTD's Fare Policy)

Service Reduction

If financial constraints or other problems require that reductions must be implemented to a service that is not substandard, the elimination of service will be based upon the following factors:

- ◆ The productivity of the service (boardings per revenue hour, cost per boarding)
- ◆ The availability of alternate bus service in the area
- ◆ Ridership by older adults and people with disabilities or others with limited transportation alternatives
- ◆ The cost effectiveness of the service reduction

H. Standards for Tripper Service

The following criteria are to be used in determining whether to offer tripper service:

- ◆ Trips cannot be adequately provided by existing service, or there is not enough capacity within the existing service.
- ◆ There are no budgetary or fleet constraints that would preclude the addition of the tripper.

Trippers will be evaluated weekly and discontinued when no longer needed. If the demand continues, the tripper will be added as regular service and included in the next available run cut.

I. Maintenance of the Fixed-Route Service Policy

The Director of the Customer Services and Planning Department is responsible for maintaining this policy and recommending changes to the policy as necessary.

Board Approval of Revisions: 6/16/99
Revised: 11/23/04
Board Approval of Revisions: 3/16/11
Revised: 06/09/14
Board Approval of Revisions: 6/18/14
Revised: 09/17/14
Board Approval of Revisions: 10/22/14

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Fixed Route Service Policy

Adopted [date]

Contents

Figures.....	1
Tables	1
Executive Summary.....	3
About LTD.....	4
Why Have a Service Policy.....	4
Network Design Principles.....	4
Service Allocation.....	4
Route Types.....	5
Service Design	7
Customer Comfort and Safety.....	9
Service Capacity and Reliability.....	11
Service Evaluation Procedures.....	12
Implementation/Evaluation Guidelines for New Fixed Route Service.....	13
Service Increases	14
Service Reductions.....	14
Standards for Tripper Service	15
Disparate Impact Policy	15
Maintenance of the Fixed Route Service Policy.....	17
Glossary.....	18
Appendix A – Other LTD Services	19
Appendix B – Calculating Productivity and Coverage Percentages	20
Appendix C – Calculating Route Deviations	21

Figures

Figure 2: Route Type Map.....	5
Figure 1: Bus Stop Locations.....	9

Tables

Table 1: LTD Time Period Definitions.....	7
Table 2: Span of Service.....	7

Table 3: Desired Minimum and Maximum Frequencies in Minutes by Service Type.....8
Table 4: Advantages and Disadvantages of Bus Stop Locations.....9

DRAFT

Executive Summary

The purpose of a service policy is to define performance standards for the implementation and evaluation of Lane Transit District's fixed route transit service. To the extent possible, these standards are designed to be quantifiable and replicable. The service policy also provides guidance to resolve performance issues.

The Federal Transit Administration requires agencies such as LTD that receive federal funding to develop a service policy which describes, at a minimum, vehicle load, headway, service availability, and on-time performance standards for each mode of service (i.e. BRT, bus, rail). Additionally, it requires the evaluation of service to prevent disparate impact discrimination on the basis of race, color, or national origin. LTD's first service policy was adopted in 1999 and last updated in 2014 to include Title VI federal guidelines to ensure the equitable distribution of public transit service.

Since its adoption over 20 years ago, there has been significant changes to the community, the transit network, and how LTD provides service, most notably with the addition of the West Eugene EmX. This updated service policy will help decision-makers, the public, and partner agencies understand why and how LTD makes changes to its fixed route service in order to adapt to an ever changing mobility environment and better reflect the needs of the communities LTD serves. It applies industry standard techniques and methodologies.

There are five key components of the service policy:

- A description of LTD fixed route service, including the allocation of service focusing on productivity or coverage goals, network design principles, and route classifications with goals and characteristics.
- Service design which covers peak periods, spans, and frequency of service. This also includes stop types, location, spacing, and transit amenities at stops and stations.
- Service evaluation procedures which represents the most significant changes to the policy. This updated section includes information on:
 - The timing of changes and a summary of possible changes;
 - The definition of substandard service and the means by which staff evaluates service;
 - Implementation guidelines for new service; and
 - Standards which guide the decisions regarding service increases and reductions.
- Lane Transit District's Title VI policy governing the equitable distribution of service and evaluation of impacts of service changes on minority populations. For more information on Title VI regulations see FTA Circular 4702.1B¹.
- The additional of several Appendices which provide broader policy statements and methodology information for calculating certain aspects of the policy.

¹ https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/FTA_Title_VI_FINAL.pdf

About LTD

Lane Transit District (LTD) was established in 1970 under the laws of the State of Oregon that allowed the formation of transit districts as special taxing entities. The District began operating in the Eugene-Springfield area on November 23, 1970. LTD serves a population base of approximately 316,600 with a fleet of 100 buses in revenue service on 31 routes that traveled more than 3.9 million miles annually in 2019 (pre-pandemic) and 2.4 million miles in 2021. Passenger boardings were approximately 10 million in fiscal year 2019 and 4 million for fiscal year 2021. In fiscal year 2019, LTD provided almost 280,000 revenue hours of service. In fiscal year 2021, LTD provided almost 195,000 revenue hours of fixed route service.

LTD also provides other non-fixed route services for persons unable to use the fixed route system. More information about these non-fixed route services are available in Appendix A.

All of LTD's services are tied to our mission of connecting our community. In all that we do, we are committed to creating a more connected, sustainable, and equitable community.

Why Have a Service Policy

The purpose of a service policy is to define performance standards for the implementation and evaluation of LTD's fixed route transit service. To the greatest extent possible, these standards are designed to be quantifiable and replicable. The service policy also provides guidance to resolve performance issues. This service policy does not apply to non-fixed route services such as RideSource or mobility-on-demand options.

Network Design Principles

LTD's fixed route network is designed on the basis of balancing goals of high productivity and geographic coverage.

Service designed for high productivity is closely associated with:

- Frequency - Routes that run frequently are more likely to be useful for many trips.
- Density - More people coming from and going to destinations located near bus stops.
- Walkability - More sidewalks, safer street crossings, and a connected street grid.
- Linearity - Routes designed in straight, direct lines with few deviations.
- Continuity - Routes designed to avoid long gaps of low-density development.

In contrast, service designed to maximize geographic coverage seeks to:

- Provide a social service to people who lack transportation options, when they are located in or wish to reach areas that do not support high productivity service.
- Reach as many neighborhoods as possible, even if relatively few people need or are likely to use service to or from that area.

Service Allocation

Within the Eugene-Springfield urban growth boundary, LTD will strive to allocate service hours according to the following ratios:

- 75 percent to maximize productivity.

- 25 percent to geographic coverage beyond areas that support higher productivity.

These allocations may temporarily fluctuate in response to budgetary, staffing capacity, or other major conditions. A significant change in service conditions is defined in the [Service Changes](#) and [Service Reduction](#) sections. Appendix B provides the methodology for calculating productivity and coverage percentages.

Route Types

The LTD fixed route transit network includes the six route types described below and represented in Figure 1. These route types and characteristics are desired outcomes for the network based on available resources. For spans and frequencies, refer to tables 2 and 3.

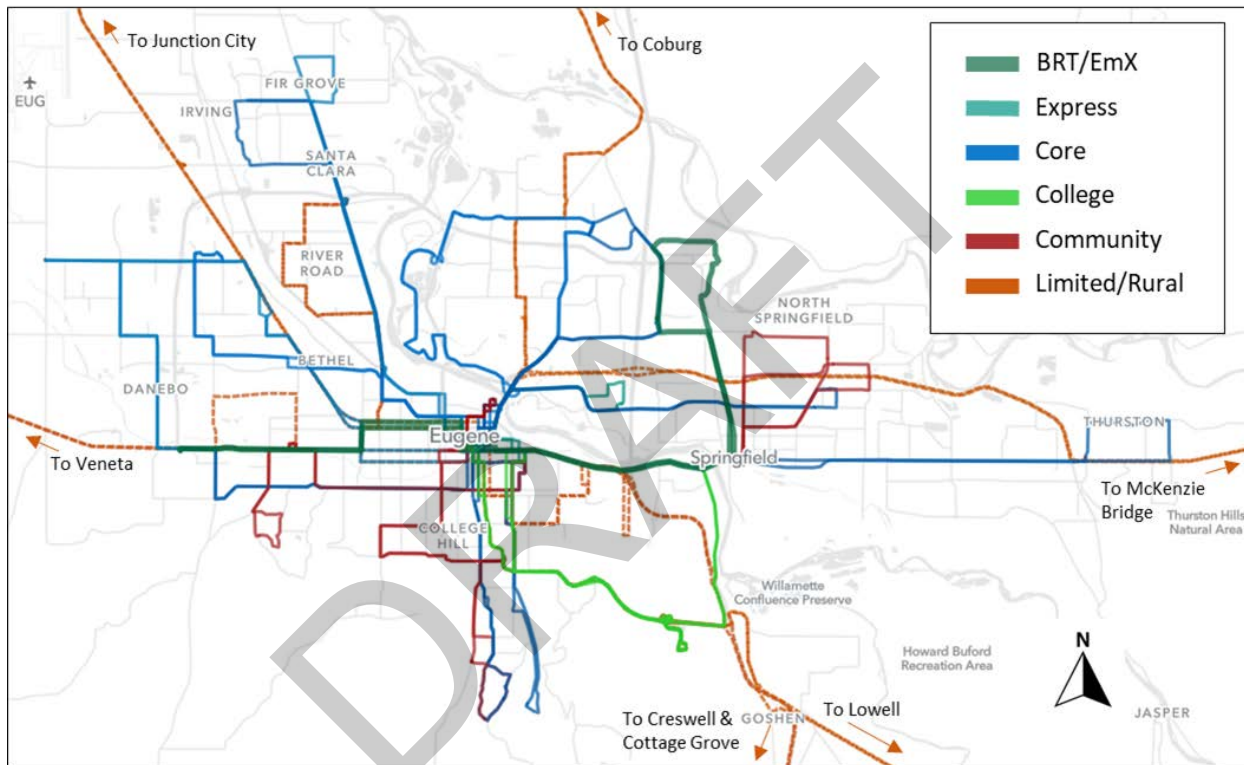


Figure 1 - Route Type Map

Bus Rapid Transit (BRT)/Emerald Express (EmX)

BRT/EmX lines run primarily in dedicated bus-only lanes with some segments of mixed traffic.

- Features: Very frequent all-day service; widely spaced stations; longer hours of service.
- Service targets: Higher travel speeds; very reliable service; more amenities at stations; higher passenger loads.
- Expectations: Highest productivity; highest ridership.

Express Routes

Express routes have limited stops and serve the parts of the network with the highest peak demand ridership.

- Features: Very frequent all-day or peak service; widely-spaced stops; service hours based on demand.
- Service targets: Higher travel speeds; higher passenger loads.
- Expectations: High productivity; high ridership.
- This category includes any college-oriented express routes that may have shorter hours of service, matching class schedules or demand.

Core Routes

Core routes operate primarily on arterial streets, major collectors, and corridors identified on the Frequent Transit Network (FTN) developed in the 2014 Long Range Transit Plan.

- Features: Frequent all-day service; moderate distance between stops; longer hours of service.
- Service targets: Moderate travel speeds; reliable service; amenities at major stops; high passenger loads.
- Expectations: High productivity; high ridership.

College Routes

College routes are designed to provide transit primarily to university students traveling to the University of Oregon (UO) or Lane Community College (LCC). These routes are characterized by fluctuating frequency to meet demand and line up with class schedules and one way service to meet demand.

- Features: Fluctuating all-day or peak service; variable distance between stops; shorter hours of service.
- Service targets: Moderate travel speeds; reliable service; fewer stops with amenities; high passenger loads.
- Expectations: High productivity; high ridership.

Community Routes

Community routes are designed to provide transit in areas where land use, density, development patterns, or demographic characteristics are not conducive to high ridership transit.

- Features: Lower frequency; infrequent all-day or peak service; variable distance between stops depending on the area served; shorter hours of service.
- Service targets: Low to moderate travel speeds; reliable service; fewer stops with amenities; moderate passenger loads.
- Expectations: Moderate productivity; moderate ridership.

Limited or Rural Routes

Limited routes operate very infrequently within the metro area and rural routes operate mostly (but not exclusively) outside the Eugene-Springfield urban growth boundary. They provide basic “insurance against isolation” for communities within the LTD service boundary that might otherwise not receive service.

- Features: Infrequent service at limited hours; variable distance between stops depending on the area served; few hours of service.
- Service targets: Moderate to higher travel speeds; reliable service; fewer stops with amenities; lower passenger loads.
- Expectations: Low productivity; low ridership.

Service Design

Time Periods

LTD operates different levels of service depending on the time of day and day(s) of the week. These time periods are described in Table 1.

Table 1. LTD Time Period Definitions

Time Period		Definition
Weekday	AM	5:00 AM - 6:00 AM
	AM Peak	6:00 AM - 9:00 AM
	Midday	9:00 AM - 3:00 PM
	PM Peak	3:00 PM - 6:00 PM
	Evening	6:00 PM - 12:00 AM
Saturday		7:00 AM - 12:00 AM
Sunday		8:00 AM - 9:00 PM

Span of Service

Span of service refers to the hours during which service is available. LTD has established span of service standards that define the expected hours that any given service will operate. Table 2 displays the current spans of service at the time of this service policy update based on the route type and day. Changes in span will be based on available resources and need.

Table 2. Span of Service

Route Type	Day of Week	Span of Service
EmX (BRT)	Weekday	5:00 AM - 1:00 AM
	Saturday	7:00 AM - 11:30 PM
	Sunday	7:30 AM - 9:30 PM
Express	Weekday	7:00 AM - 10:00 PM
Core	Weekday	5:00 AM - 12:00 AM
	Saturday	7:00 AM - 11:30 PM
	Sunday	7:30 AM - 9:30 PM
College	Weekday	7:00 AM - 7:00 PM
	Saturday	Limited
Community	Weekday	6:30 AM - 8:30 PM
	Saturday	7:30 AM - 8:30 PM
	Sunday	Limited
Limited	Weekday	Variable*
Rural	All Day Types	Variable*

*Variable means that there is no minimum span, up to and including no service on certain day types.

Frequency

Frequency, also referred to as headways, is the time between trips. Table 3 below shows the desired minimum and maximum frequencies in minutes by peak demand period. Operation at these frequencies assumes the availability of sufficient resources.

Table 3. Desired Minimum and Maximum Frequencies in Minutes by Service Type

Route Type	AM Peak	Midday	PM Peak	Evening	Saturday	Sunday
BRT/EmX	10/15	10/15	10/15	15/30	15/30	15/30
Express	5/25	30	20/30	60		
Core	15/30	15/30	15/30	30/60	30/60	30/60
Community	30	30/60	30/60	60	60	60
College	10/30	30/60	30/60	60	60	
Limited	≥60	≥60	≥60			
Rural	<i>Variable; determined by commute demand</i>					

Route Scheduling

Route scheduling will take into consideration the following factors:

1. Striving for the spans and frequencies expressed above.
2. Maintaining consistency and clarity of timetables for customers through the use of clock face headways whenever possible (e.g. frequency intervals of 15, 30, or 60 minutes).
3. In scheduling transfers, the efficient operation of the more frequent route shall be a higher priority than ensuring timed transfers.
4. The scheduled running time for routes will adequately meet average customer loads and typical traffic congestion, and will include sufficient recovery time on each route to compensate for variations in running time and to provide for bus operator restroom breaks.

Route Design and Deviations

Route Design

Whenever possible, routes will be structured as two-way line routes between terminal points. Line routes reduce travel time and are easier for the public to understand. Terminal points at both ends of a route will be located at major activity centers where possible to ensure ridership in both directions of operation. Routes will remain on the most direct path possible, using arterials and collector streets to provide the shortest practical travel time between the terminal points.

Loops at the end of routes may be used in limited cases where there is no practical layover or turnaround point at the end of a line or when it is the most practical way to provide neighborhood coverage.

New streets will not be considered for bus routes unless the street and the associated intersections and traffic controls allow for the safe operation of the bus. LTD's Safety Committee is consulted whenever a new street is considered for service.

Deviations

Deviations from a route's shortest path may be considered to serve a major trip generator or serve an area with a high population of older adults, people with disabilities, or people experiencing poverty. Decisions on route deviations will be based on weighing the benefits of the deviation against the amount of impact to through riders using a specific formula. Appendix C provides the methodology for calculating deviations.

Customer Comfort and Safety

Stops and Stations

Stop Location

The location of bus stops depends on a variety of factors, including transit operational needs, safety, traffic flow, the type of land use, parking, physical roadside constraints (trees, poles, driveways, utilities, etc.) and the extent of available public right-of-way and adjacent property owner concerns.

There are three basic types of bus stop locations along a street as shown in Figure 2: far-side, near-side, and mid-block bus stops. Generally, far side stop placement is preferred for safety and operational reasons. Additionally, placement of a bus stop at a crosswalk location should be a minimum of 100' far side of the crosswalk to minimize blind spots for traffic and pedestrians.

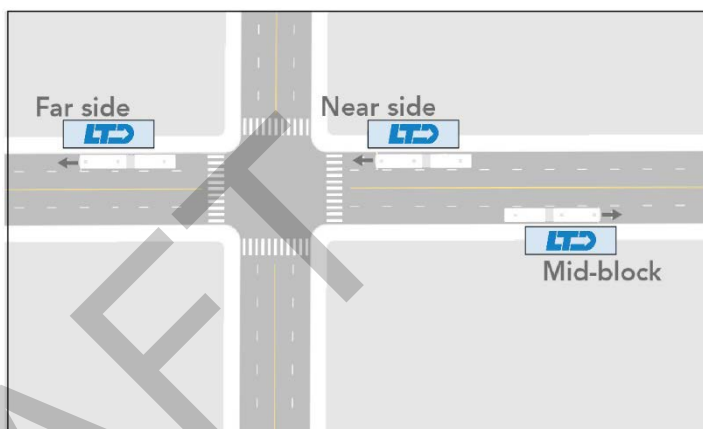


Figure 2 - Bus Stop Locations
(Adapted from Metro Transit's Regular-Route Bus Stop Design Guide, July 2021, Minneapolis, MN)

Table 4 below further outlines the advantages and disadvantages of bus stop locations along a street.

Table 4 – Advantages and Disadvantages of Bus Stop Locations

Stop Type	Advantages	Disadvantages
Near Side	<ul style="list-style-type: none"> Minimizes interference when traffic is heavy on the far side of the intersection Passengers access buses closest to crosswalk Intersection available to assist in pulling away from curb No double stopping Buses can service passengers while stopped at a red light Provides driver with opportunity to look for oncoming traffic including other buses with potential passengers 	<ul style="list-style-type: none"> Conflicts with right turning vehicles are increased Stopped buses may obscure curbside traffic control devices and crossing pedestrians Sight distance is obscured for crossing vehicles stopped to the right of the bus. The through lane may be blocked during peak periods by queuing buses Increases sight distance problems for crossing pedestrians
Far Side	<ul style="list-style-type: none"> Minimizes conflicts between right turning vehicles and buses Provides additional right turn capacity by making curb lane available for traffic 	<ul style="list-style-type: none"> Intersections may be blocked during peak periods by queuing buses Sight distance may be obscured for crossing vehicles

	<ul style="list-style-type: none"> Minimizes sight distance problems on approaches to intersection Encourages pedestrians to cross behind the bus Requires shorter deceleration distances for buses Gaps in traffic flow are created for buses re-entering the flow of traffic at signalized intersections 	<ul style="list-style-type: none"> Increases sight distance problems for crossing pedestrians Stopping far side after stopping for a red light interferes with bus operations and all traffic in general May increase number of rear-end accidents since drivers do not expect buses to stop again after stopping at a red light
Mid-block	<ul style="list-style-type: none"> Minimizes sight distance problems for vehicles and pedestrians Passenger waiting areas experience less pedestrian congestion 	<ul style="list-style-type: none"> Requires additional distance for no-parking restrictions Encourages patrons to cross street at mid-block (jaywalking) Increases walking distance for patrons crossing at intersections

Source: Table A-4, Appendix A, TCRP, original source: K. Fitzpatrick et al., *Guidelines for Planning, Designing, and Operating Bus-Related Street Improvements*. FHWA/TX-90/1225-2F, Texas Transportation Institute, College Station, TX. August 1990.

Stop Spacing

Bus stop spacing impacts route performance and correlates with demand for transit. In general, the trade-offs are:

1. Closely spaced stops (every block or 1/8 to 1/4 mile) provide short walk distances, but more frequent stops and a longer bus trip.
2. Stops farther apart require longer walk distances, but less frequent stops that lead to higher speeds and shorter bus trips.

The determination of bus stop spacing is primarily based on the land use type, such as residential area, commercial, and/or a central business district. Another generally accepted procedure is placing stops at major trip generators. The following are typical bus stop spacings used.

- BRT/EmX routes: Stations are generally spaced 1/3 to 1/2 mile apart in order to maintain high frequency and service reliability.
- Express routes: Stops are typically spaced every 2,000 to 3,000 feet (about 1/2 mile).
- Core, College, and Community routes: The spacing between bus stops in developed areas are generally 1,000 to 1,500 feet (about 1/4 mile) based upon the immediate street environment and safe operation of transit vehicles.
- Limited, rural routes or less developed areas: Wider spacing may be considered and/or stops may be established at places where riders are known to congregate, regardless of spacing.

On all routes, closer spacing may be implemented in areas with high levels of boardings or in locations that are heavily used by older adults or people with disabilities.

Transit stations will be located in areas with very high numbers of transferring customers or major trip generators.

Transit Amenities

LTD will regularly evaluate the availability and distribution of transit amenities as required by the Title VI and Environmental Justice requirements, and will meet the requirements of the Americans with Disabilities Act (ADA) that are within LTD's jurisdiction.

Bus Stops

BRT/EmX: Amenities at EmX facilities are based on need or projected demand and usually include shelter coverage, lighting, seating, trash cans, level boarding platforms, real time and route signage, and a fare machine.

Enhanced Corridor Stops: Enhanced Corridor stops or stations are being considered for development as part of high frequency corridor development in conjunction with City of Eugene and/or Springfield projects. Features of Enhanced Corridor stops could include near-level boarding platforms, off board fare collection, bulb outs, bike channels, or other features that would reduce dwell times or increase passenger comfort and safety.

Fixed Route (non-BRT/EmX): Within the Eugene-Springfield metro area and the city limits on rural routes, standard bus stops will have, at a minimum, a stop pole and placard. The pole will be in close proximity to the boarding area based on immediate road/sidewalk conditions. Stop placards will adhere to LTD's branding guidelines and include, at a minimum, the routes serving the stop and stop number. Bus Stop Information (BSI) cards and holders will be placed at route timepoints and other locations as determined by staff.

If both funding and staff resources are available and the necessary adjoining infrastructure is adequate, then:

- Bus shelters may be located at bus stops with at least 30 boardings per day, with the priority of installation based on heaviest usage. Shelters may be removed based on non-conforming stop activities such as graffiti and loitering.
- Bus benches may be located at shelters but are not required at every shelter location. Benches may be removed based on non-conforming stop activity.
- Stop seating may be located at stops with 15 or more boardings per day.

Shelters or seating may also be located at any other stop if:

- It is heavily used by older adults or people with disabilities.
- There is a significant amount of transfer activity.
- A municipality or developer requests an amenity for an adjacent development and funds or subsidizes the cost of the requested amenities, including installation and maintenance.

In partnership with respective road authorities, the District would work toward the goal that every bus stop has a paved boarding area. This will not be a requirement where curbs and sidewalks do not exist.

Service Capacity and Reliability

The assignment of a larger vehicle or tripper service may be considered if it meets the following criteria during a bid period:

- Customer loads consistently exceed 1.75 times the seated capacity of the vehicle; or
- Customers are consistently not accommodated on a trip due to full customer loads and the next scheduled trip is more than 30 minutes away; or

- Customers must consistently stand longer than 20 minutes on an individual trip.

Any proposal to add service to meet observed passenger loads must be balanced against total available fleet and operational resources, and evaluated against the goal of maintaining the balance between frequency and coverage resources established in the [Service Allocation section](#).

Service Reliability

On-time Performance

On-time performance is defined as departing a timepoint between 0 and 4 minutes after the scheduled time. The service reliability standard is that 90% of the buses at significant timepoints on all routes will be on time. Timepoints will be determined based on ridership, transfer activity, or layover locations. The ideal spacing for timepoints on routes over 60 minutes in length or on rural routes is ten minutes apart or as infrastructure allows. LTD currently has a goal of maintaining 90% on-time performance.

Missed Trips

LTD has a goal that the number of missed trips will be less than half a percent of total trips operated.

Vehicle Reliability

LTD has a goal that road calls on the system should not occur more frequently than every 10,000 vehicle miles.

Vehicle Age

LTD adheres to state and federal standards for Transit Asset Management (TAM), which stipulates that the percentage of bus revenue vehicles that have met or exceeded their Useful Life Benchmark shall not exceed 25% in the year 2020.

Service Evaluation Procedures

Service changes are typically made three times per year in accordance with the bargaining unit contract and are known as bids. The fall bid typically starts one week before the start of classes at the University of Oregon and Lane Community College. The start of summer bid coincides with the end of the UO, LCC, and K-12 school year. The winter bid is scheduled at approximately halfway between the fall and summer bids.

Fall Bid

[Major Service Changes](#) and other significant changes will generally occur during, but are not limited to, the fall bid period. Significant changes in other bid periods may occur based on available operational and resource availability. When determining changes:

- LTD will evaluate the performance of each route to maintain on time performance and ridership capacity and levels.
- LTD may choose to evaluate and respond to specific requests for changes to routing, frequency, and span on individual routes based on input received from bus operators and current and potential customers.
- Staff may recommend service changes based on this review. Such recommendations:
 - May include changes to routing, span or frequency on individual routes, the addition or removal of trips including changes to a route's category (i.e. from Community to Core).
 - May include reductions in service on any route beyond the minimum spans and frequencies stated in the Spans and Frequencies and Service Reductions sections and changes to a route's category (i.e. from Core to Community).

- May include the deletion of any routes, or deletion of a full day's service (weekday, Saturday or Sunday) on any route.
- Shall include an evaluation of the degree to which such changes would change the productivity/coverage service allocations in service offered within the urban growth boundary.

A change in a route's days of service, the deletion of a route, or other change in service that meets the definition of a Major Service Change would require an equity analysis as defined by the Disparate Impact Policy. For more information on reductions in service, see Service Reductions.

Winter and Summer Bids

Minor service adjustments will generally be made during the winter and summer bids. These may include, but not limited to, any of the following, on any route:

- Route detours in response to long-term construction.
- The addition or removal of trippers.
- The addition or removal of trips (weekday, Saturday and Sunday), so long as the route continues to meet span and desired frequencies within its service category as defined in the [Spans and Frequencies](#) section.
- Span changes, so long as the route continues to meet desired frequencies within its service category.
- The deletion of school service generally occurs during the summer bid and holiday breaks, to be scheduled in alignment with UO, LCC, and K-12 district calendars.

Substandard Service

Substandard service will be evaluated during regular service change evaluations. The substandard service will be subject to modification, within the limits established in the [Service Evaluation Procedures](#) section above.

Ridership productivity is measured in terms of riders per revenue hour of service. A route will be considered substandard if ridership productivity is less than 67 percent of the average of other routes within its specific route category. Productivity will be computed separately for weekdays, Saturdays, and Sundays. The "substandard" designation will be specific to both the route and day type. The identification of substandard service may result in adjustments to routing, frequency, span, or elimination.

Community, limited, and rural routes may operate below 67% of other routes within its category, recognizing that these routes provide coverage service where productivity is not the goal. For route categories which contain only a single route, productivity will be measured based on historical performance. The District may choose to continue to offer service that does not meet productivity standards if the service meets other clearly defined District objectives, including but not limited to maintaining the productivity/coverage resource split (see [Service Allocation](#)), or providing operational stability to the system.

Implementation/Evaluation Guidelines for New Fixed Route Service

New service, as defined in this context, includes the establishment of new routes or the addition of service on existing routes in excess of the spans and frequencies set out in [Service Design](#) standards. Factors to consider in evaluating potential service additions include the following:

1. Financial situation of the District.
2. Expected ridership and productivity, both immediate and long term.

3. Availability of operators and staff necessary to plan and operate the service.
4. Availability of fleet and maintenance capacity.
5. Integration of the service in the District's network.

New service may be operated for a probationary period of at least 12 months without major modification, except in extenuating circumstances. Over the first 12 months, the productivity standard for continuation of new service will be at least 50 percent of the average productivity of all routes within its service type. Following the probationary period, new service will be subject to the same standards as the remainder of the system. Adequate marketing resources to promote the new service are to be available during the probationary period.

Service Increases

New or increased service may be considered if additional long-term financial and operational resources are available. Depending on circumstances, these decisions may take place in the context of a comprehensive operations analysis. Service increase will be based on the following factors:

1. Maintenance of service under Service Evaluations Procedures and Implementation/Evaluation Guidelines for New Fixed Route Service.
2. Meet desired service levels as described in the Service Allocation section.
3. Increase service on:
 - a) Weekday span & frequency
 - b) Saturday span & frequency
 - c) Sunday span & frequency

Service Reductions

In the event of changed financial resources or other circumstances, difficult decisions on service reductions may be required. Depending on circumstances, these decisions may take place in the context of a comprehensive operations analysis or in response to an emergency situation.

If service reductions are required, the following steps will be considered for each route, in the order provided:

1. Examine schedules for on-time performance issues that may be depressing ridership, and adjust running times as needed.
2. Examine ridership patterns on early morning, evening, and weekend trips and reduce span and frequencies as appropriate, within the limits set in [Spans and Frequencies](#). This may involve a shift in the route type, from core to community or from community to limited/rural.
3. Consider eliminating service or combining routes on substandard segments, if the following conditions are met:
 - a. Alternate service is available within 1 mile of eliminated segments.
 - b. Available data for adjacent census block groups does not suggest a disproportionate number of older adults or households with zero vehicles live within ½-mile of eliminated segments.
 - c. Available data does not suggest a disproportionate number of people with disabilities board transit on the eliminated segments.
4. Consider weekday-only service on the route.
5. Consider discontinuing the route.

This approach will focus on routes in the following order:

1. Routes that are substandard on weekdays.
2. Routes that are substandard on both Saturdays and Sundays.
3. Routes that are substandard on either Saturdays or Sundays.

4. All other routes based on their productivity.

In the case of temporary extreme weather or man-made emergencies (such as major collisions affecting traffic), LTD's Director of Operations is authorized to make determinations on levels of service, up to and including suspension of fixed route operations, in order to maintain safe operations.

Standards for Tripper Service

A tripper is generally a short piece of work, usually no more than one round trip, designed to meet unusually high demand at a particular location or in response to an emerging need, and is not expected to last longer than two bids. The following criteria are to be used in determining whether to offer tripper service:

- Trips cannot be adequately provided by regularly scheduled service, or there is not enough capacity within regularly scheduled service.
- There are no budgetary, operational, or fleet constraints that would preclude the addition of the tripper.

Trippers will be evaluated and discontinued when the combined load of the tripper and the next regular trip can be accommodated within existing load standards. If the demand continues, the tripper may be added as regular service and included in the next available bid.

Disparate Impact Policy

The Disparate Impact Policy establishes a threshold for determining whether a Major Service Change or fare change has a potential disparate impact on minority populations².

The equitable distribution of fixed route transit service is a major factor when determining service changes. LTD's fiscal year 2022-24 Strategic Business Plan includes a tactic to analyze and establish equity metrics. In addition, the Comprehensive Operations Analysis (COA) process will develop service changes with an equity lens.

Major Service Changes

Major services changes are defined below.

1. A change in service of 25 percent or more of the number of transit route miles of the system;
2. A change in service of 25 percent or more of a route's revenue hours of service on a daily basis for the day of the week for which a change is made;
3. A new transit route is established or terminated;
4. Any change in the days of the week a route is in service.

Except as provided elsewhere in this Service Policy, an Equity Analysis must be completed before implementing a Major Service Change. If the number of changes on a route in a fiscal year, together, meet the definition of a Major Service Change, an Equity Analysis must be completed prior to the last change.

The following Service Changes are exempted from the definition of Major Service Changes:

1. Standard seasonal variations in service are not considered Major Service Changes.
2. In an emergency situation, a service change may be implemented immediately and will not be considered a Major Service Change. However, an Equity Analysis must be completed if the emergency service change is to be in effect for more than 180 days, as required by the FTA, and if

² FTA Circular 4702.1B, <https://www.transit.dot.gov/regulations-and-guidance/fta-circulars/title-vi-requirements-and-guidelines-federal-transit> .

the change(s) meet the definition of a Major Service Change. Examples of emergency service changes include, but are not limited to:

- Extreme weather events
 - Natural or man-made disasters
 - Public health emergencies (such as pandemics)
 - Changes in service due to federal guidelines
 - Major impacts to infrastructure resulting in operation changes
3. Experimental Service Changes may be instituted for 365 days or less without an Equity Analysis being completed. An Equity Analysis must be completed prior to continuation of service beyond the experimental period if the change(s) meets the definition of a Major Service Change.
 4. Restoration of service previously eliminated due to budget constraints or emergency service changes, provided the service runs on the same route as it had prior to its elimination, subject to minor deviations that do not meet the definition of a Major Service Change.
 5. Headway adjustments of up to 5 minutes during peak hour service, and up to 15 minutes during non-peak hour service.

80 Percent Rule

There could be evidence of disparate impact if:

- Benefits provided to minority or low-income populations are at a rate less than 80 percent than benefits being provided to non-minority or non-low-income populations.
- Adverse effects borne by non-minority or non-low-income populations are at a rate less than 80 percent the adverse effects borne by minority or low-income populations.

Example: Proposed Service Changes

A bus route restructuring project results in an increase in the overall amount of service available. We have determined the average increase in service levels for an area. Is there a disparate impact in where service improvements are being made?

Avg. % increase in service levels for various populations affected by service change:

Example 1:

Low-Income Population 6.8 percent – *80% Threshold is 5.7 percent*
Non-Low-Income Population 7.1 percent (*7.1% x .8*)

Example 2:

Minority Population 8.1 percent – *80% Threshold is 8.8 percent*
Non-Minority Population 11 percent (*11% x .8*)

In the first example, the benefit of the service addition to the low-income population within the area of benefit is above the 80% threshold (6.8 percent is greater than 80 percent of the 7.1 percent estimated for non-low-income populations). No disparate impact is found in this example.

In the second example, the benefit of the service addition to the minority population within the area of benefit is below the 80% threshold (8.1 percent is less than 80 percent of the 11 percent estimated for non-minority populations). This would indicate a disparate impact.

If a disparate impact is found:

- The District may modify the proposed changes in order to avoid, minimize, or mitigate potential disparate impacts. If the proposed changes are modified, the District will analyze the modified proposed changes to determine whether the modifications actually removed the potential disparate impacts.
- If the District elects not to alter the proposed service changes despite the potential disparate impacts on minority populations; or if the District finds, even after revisions, that there continue to be disparate impacts on minority populations, the District will implement the service change only if:
 1. The District has a substantial legitimate justification for the proposed service change; and
 2. The District can show that there are no alternatives that would have a lesser Disparate Impact on minority riders but would still accomplish the District's legitimate program goals.

For the purposes of this service policy, the maximum acceptable difference (positive or negative) in level of benefit between protected and unprotected populations is 20 percent. For changes in transit service level or transit fares, this standard applies as follows for minority and low-income populations:

Fare Changes

For fare changes, a potential disparate impact is noted when the percentage of trips by minority riders using a fare option, in combination with the percentage price change for that option, has an impact that exceeds the comparable impact on non-minority riders.

Differences in the use of fare options between minority populations and other populations include all such differences that are documented as statistically significant at the 95 percent confidence level.

Exceptions to the fare analysis include:

1. Days when the District has declared that all passengers ride free; or
2. Reduced or free promotional fares, which are instituted on a daily basis or periodically within a period of 180 days.

Additional information on the process for fare changes is outlined in LTD's Fare Policy, [Ordinance 53](#).

Maintenance of the Fixed Route Service Policy

The Director of Planning and Development is responsible for maintaining the service policy. A review of the policy is conducted whenever major network changes occur. A review of the service policy is not required for a major service change except as recommended by the Director of Planning and Development, the General Manager, or the Board of Directors.

Board Approval of Revisions: 6/16/99
 Board Approval of Revisions: 3/16/11
 Board Approval of Revisions: 6/18/14
 Board Approval of Revisions: 10/22/14
 Board Approval of Revisions: 02/16/22 (tentative)

Glossary

Bid: Time of year when operators select work shifts. Bids are held as required in the labor agreement with ATU Local 757, and provide an opportunity to implement service changes.

Boardings: A boarding occurs every time a customer boards a bus.

Comprehensive Operations Analysis (COA): The process to examine and evaluate a transit system to determine where improvements can be made to make transit operations more effective and efficient across the network in alignment with agency goals.

Deadhead: Deadhead refers to bus travel that is not in revenue service, such as travel time to the garage after the bus has completed scheduled service.

Headway: Bus headway refers to the amount of time between consecutive buses on a given route. The lower the headway, the more frequent the service.

Layover: This term identifies time that a bus is not in operation between scheduled revenue service. Layover time is included in revenue hours. Also referred to as recovery.

Line Route: A bus route that travels on the same streets in both directions. Line routes differ from loop routes, which travel to and from their point of origin using different streets.

Platform Hours: A platform hour is counted for every hour that a bus operator is with a bus, including deadhead and layover time.

Revenue Hours: A revenue hour is each hour that a bus is in service. This is equivalent to platform hours less deadhead time. Layover time is included in revenue hours.

Ridership Productivity (or Productivity): Ridership productivity, as used in this document, is defined as the number of boardings per revenue hour of service.

Road Call: A road call occurs when a bus is replaced or repaired during revenue service.

Route Deviation: A route deviation involves deviating from the most direct path to serve a housing, school, commercial development, or other potential source of ridership.

Significant Timepoint: A location that acts as a primary transfer point or trip generator that is used for the calculation of on-time performance.

Timed Transfer: A timed transfer occurs when separate bus routes converge at one point at the same time, and customers make transfers while the buses wait.

Timepoint: A designated location on a route used to control schedule adherence.

Transfer: To transfer means to change from one bus to another.

Transit Amenities: Refers to items of comfort, convenience, and safety available to the general riding public. These items may include: seating, lighting, bus shelters, platforms, passenger information, and waste receptacles.

Tripper: A short piece of work, usually no more than one round trip, designed to meet unusually high demand at a particular location. This piece of work may be assigned at any time in response to an emerging need, and is not expected to last longer than two bids.

Urban Growth Boundary: The area within which all urban development must take place over the next 20 years, as defined in Oregon land use law.

Appendix A – Other LTD Services

In addition to fixed route transit service, LTD provides demand-response/paratransit service for persons unable to use the fixed route system. LTD serves as the county's Medicaid non-emergency medical transportation brokerage. Recognizing that the future of transit is multi-modal, in 2019, LTD began piloting mobility-on-demand services in the cities of Cottage Grove and Eugene.

Contracted Service

LTD may provide service under contract to other entities only if the provision of these services does not interfere with LTD's ability to meet regularly scheduled and budgeted service obligations and fits within the scope of the agency's regular operation in terms of route structure, fares, and span of service. Contracted service will be provided in the form of additional trips on existing routes. Requests for deviations on existing routes for contracted service will not be considered unless the request meets the standards for [Route Deviations](#) and does not require the use of additional resources. Contracted services will be provided on a full cost recovery basis, or at the discretion of the General Manager.

Charter Service

Federal regulations prohibit public transit agencies from providing charter services unless certain exceptions are met (49 CFR Part 604, Charter Service; 73 FR 2326 Final Rule 4/30/08). The Federal Transit Administration (FTA) requires LTD to provide a quarterly report for all transit service exceptions.

Special Event Service

Special event services are bus routes designed to take customers to a specific venue. LTD will provide service under contract to other entities only if the provision of these services does not interfere with LTD's ability to meet regularly scheduled service obligations and fits within the scope of the agency's regular operation in terms of route structure, span of service, is available to the public, and has a published timetable. Special event services will be provided on a full cost recovery basis at the discretion of the General Manager.

Alternative Service Delivery Options

Alternative service delivery options generally refer to services not directly operated by LTD, such as contract services, taxis, and other flexible destination operations. These alternatives can complement traditional transit service. In addition, RideSource provides mandatory ADA complimentary paratransit service for people unable to access fixed route transit service due to a disability within the Eugene-Springfield metropolitan area. RideSource services are available for eligible individuals within the service area. For ADA paratransit service, this is generally within a 3/4 mile boundary of non-commuter fixed route transit service operated by LTD within the Eugene-Springfield metropolitan area. For non-emergency medical transportation (NEMT) service, this is generally within Lane County.

Appendix B – Calculating Productivity and Coverage Percentages

When evaluating the percentage of service dedicated to productivity and coverage, LTD will make the following analysis:

Step 1: Estimate the number of route miles in each of the following categories, based on intended service frequency on weekdays in the middle of the day.

- Line service, two-way every 15 minutes or better: 100% Frequency, 0% Coverage.
- Loop service, one-way every 15 minutes or better, or two-way every 20 minutes or better:
 - Where the loop exists due to an operational constraint (e.g. lack of a good turnaround or layover point): 50% Frequency, 50% Coverage.
 - Otherwise: 0% Frequency, 100% Coverage.
- Line service operating every 20 to 30 minutes two-way:
 - Where adjoining population density is below 1,000 people per square mile and job density below 500 jobs per square mile: 0% Frequency, 100% Coverage.
 - Otherwise: 50% Frequency, 50% Coverage.
- Line service operating every 60 minutes or worse two-way, or one-way loop service every 20 minutes, or any loop service operating worse than every 20 minutes: 0% Frequency, 100% Coverage.

Step 2: Determine the frequency and coverage percentage of each route. For example:

EmX has a total two-way length of 24.6 miles. 20.4 miles are in category 1 (line service, every 15 minutes or better). 4.2 miles are in category 2a (two-way loop service, every 20 minutes, due to an operational constraint).

The Frequency percentage is therefore: $((20.4 * 100\%) + (4.2 * 50\%)) / 24.6 = 91\%$. The Coverage percentage is therefore: $100\% - 91\% = 9\%$.

Step 3: Multiply these percentages by each route's annual revenue hours. For example:

EmX accounts for approximately 65,000 annual revenue hours. So:

Annual Frequency revenue hours on EmX are: $65,000 * 91\% = 59,150$.

Annual Coverage revenue hours on EmX are: $65,000 * 9\% = 5,850$.

Step 4: Add the Frequency and Coverage revenue hours for each route, then dividing those hours by the total revenue hours in the network. For example:

If LTD operates 300,000 annual revenue hours:

Using the formulas above, we have determined that LTD operates 240,000 annual Ridership revenue hours and 60,000 annual Coverage revenue hours.

Then the total Ridership percentage would be: $240,000 / 300,000 = 80\%$, and the total Coverage percentage would be: $60,000 / 300,000 = 20\%$.

Appendix C – Calculating Route Deviations

Decisions on route deviations will be based on weighing the benefits of the deviation against the amount of impact to through riders, using the following formula:

$$\frac{\#_{average\ through-riders} \times \#_{minutes\ of\ deviation\ time}}{\#_{boardings\ \&\ alightings\ along\ deviation}}$$

For a new development, boardings and alightings can be estimated by experience at similar developments in the service area. If the result of this calculation (i.e., additional passenger minutes per boarding/alighting along the deviation) is less than 10 AND if the deviation will not require additional resources on the route, then the route deviation can occur. Two examples can show how the formula is applied:

- A. Example: Through ridership on average 200 riders per weekday. The deviation adds five minutes to travel time and will result in an additional 50 boardings and deboardings at the trip generator

$$(200 \times 5) \div 50 = 1,000 \div 50 = 20$$

The deviation would be rejected


- B. Example: Through ridership on average is 300 riders per weekday. The deviation adds three minutes to travel time and will result in an additional 100 boardings and deboardings at the trip generator

$$(300 \times 3) \div 100 = 900 \div 100 = 9$$

The deviation would be approved, if it will not require additional resources on the route.

2021 Service Policy Update
Summary of Changes

Section Heading/Sub-Section

 Addition to Policy

 Section Heading

Section	2021	2014	Reason for Change
	Page		
Contents	1	1	Expanded for easier navigation
Executive Summary	3		Provides a brief synopsis of the policy and key components.
About LTD	4	1	Provides the reader with context about LTD, the reason for the service policy, why it's important, and provides a foundation for
Why Have a Service Policy	4	1	decision making.
Network Design Principles	4		This section provides a summary explanation of the productivity and coverage designations that are laid out in Service Allocations and referred to throughout the policy.
Service Allocation	4-5	7	Provides the stated productivity/coverage goals of the District.
Route Types	5-6	4	Changed Route types to more accurately reflect current route types and associated characteristics. These changes will help staff in evaluating route performance measures as stated in productivity standards, and to better make adjustments based on Service Evaluation Procedures.
Service Design			
Time Periods	6-7		Structural changes were made to fall in line with industry standards for service policy descriptions and also to more clearly define LTD's current network, peak periods, spans, and frequencies.
Span of Service	7	4	
Frequency	7-8		
Route Scheduling	8	5	Modified to clarify scheduling concepts for greater understanding.
Route Design	8	5	Modified to clarify route design concepts and to provide customers and partner agencies with more clarification on safety concerns regarding street design.
Deviations	8	4	Modified to clarify and simplify language and removed technical details and methodology to the appendix.
Customer Comfort and Safety			
Stop Location	9-10	5	This section was added to provide an explanation of the siting of bus stops in the system. It provides customers and partner agencies with a greater understanding of the decision-making process regarding stop locations. This includes the addition of a table and graphic.
Stop Spacing	10	5	This section was expanded to provide more detailed stop spacing considerations. It was also updated to specify spacing based on route types.
Transit Amenities	10-11	5-6	This section was expanded to provide more detailed stop amenity considerations. Language was updated to specify what types of transit amenities could be considered based on route types.
Service Capacity and Reliability			
Service Capacity	11	5	This section was moved out of Service Design to a stand-alone Customer Safety and Standards Section
Service Reliability	11-12	6	Language modified to mirror LTD Strategic Plan tactics regarding on time performance and adherence to ODOT Transit Asset Management Standards (TAMS) and removes reference to FTA mandated Origin and Destination Study.
Service Evaluation Procedures			
Fall Bid	12-13	6	This section was added and expanded to provide more detail to describe what factors are taken into consideration and limits to service changes made on a bid by bid timeline.

2021 Service Policy Update
Summary of Changes

Winter and Summer Bids	13		This section was added to provide more detail to describe what factors are taken into consideration and possible service changes made on a bid by bid timeline.
Substandard Service	13	3, 6-7	Consolidated and expanded to more clearly define productivity, how it is being measured, and how it is calculated.
Implementation/Evaluation			
Guidelines for New Fixed Route Service	13	7	Minor language changes
Service Increases	13-14	7	This section was expanded to provide a greater context for how the District approaches changes to service and the basis on which the District make service changes. The refined language should give customers, the Board, and current and future staff the ability to make service changes in a more structured manner.
Service Reductions	14	9	This section was expanded to provide a greater context for how the District approaches service reductions. It was updated to include the process by which staff would analyze route performance and possible reductions.
Standards for Tripper Service	14	10	Minor language changes to provide a definition of trippers and their purpose.
Disparate Impact Policy			
Major Service Change	15	7-8	Minor language adjustments to help clarify the policy
80 Percent Rule	15-16	8-9	Minor language adjustments and change of "four-fifths" rule to "80 Percent" rule.
Fare Changes	16	9	Updated to include reference to Ordinance 53, LTD's Fare Policy.
Maintenance of the Fixed Route Service Policy	17	10	Minor language changes
Definition of Terms	18	1-3	Updated to add/remove terms as needed and moved to the rear of the document.
Appendix A			
Contracted Service	19	4	"Contracted" routes were removed from the route types, expanded, and moved to the Appendix.
Charter Service	19		Provides FTA references for prohibition of charter service.
Special Event Service	19		Provides an explanation of the special event service policy (Autzen Express, Butte to Butte, etc.)
Alternative Service Delivery Options	19		Provides a brief summary of the District's ADA (RideSource) service.
Appendix B – Calculating Productivity and Coverage Percentages	20		This appendix provides the methodology for determining the productivity and coverage service allocations in the network.
Appendix C – Calculating Route Deviations	21		This appendix provides the calculations made for determining whether a route deviation is allowable.

Service Policy Update

Board Work Session | February 2, 2022



Lane Transit District



MISSION

CONNECTING OUR COMMUNITY.

VISION

IN ALL THAT WE DO, WE ARE COMMITTED TO
CREATING A MORE CONNECTED, SUSTAINABLE, AND
EQUITABLE COMMUNITY.

VALUES

RESPECT, INTEGRITY, INNOVATION, EQUITY, SAFETY,
AND COLLABORATION.



AGENDA



Context – Why Have a Service Policy?



What is a Service Policy?



Summary of Changes



Discussion and Questions

Context

- History
- Federal Requirement
 - FTA Title VI (Circular 4702.1B)

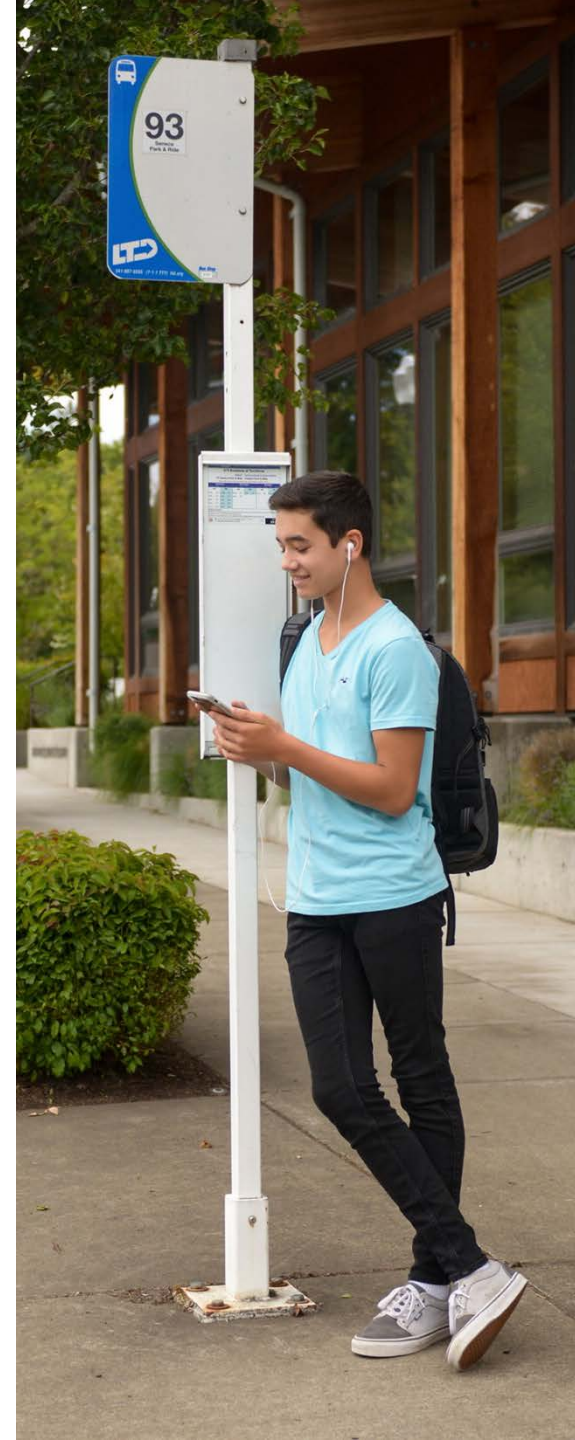
Why Have a Service Policy

Serves as foundation for:

- Decision-making
 - Planning processes
 - Service changes
 - Operational analysis
-
- Clearly defines processes for partners and the public

What is a Service Policy?

- Provides a framework for policy-making & transit service planning
- Clearly defines service expectations
- Identifies evaluation standards and remedial actions



Network Design Principles

Allocating scarce resources

- Productivity
 - Frequency
 - Density
 - Walkability
 - Linearity
 - Continuity
- Coverage
 - Social service
 - Wide reach

Types of Routes

Frequent and linear routes on arterial streets/major collectors

- Bus Rapid Transit/EmX
- Express Routes
- Core Routes

Infrequent and circulate within neighborhoods; “Insurance against isolation”

- Community Routes
- Community or Rural Routes

Categories of Service Standards

- Productivity
 - x% of average of all routes within a route type
 - Measured separately for weekday/Saturday/Sunday

- Span of Service
 - Hours of service for each day type

Route Type	Day of Week	Span of Service
EmX (BRT)	Weekday	5:00 AM - 1:00 AM
	Saturday	7:00 AM - 11:30 PM
	Sunday	7:30 AM - 9:30 PM
Express	Weekday	7:00 AM - 10:00 PM
Core	Weekday	5:00 AM - 12:00 AM
	Saturday	7:00 AM - 11:30 PM
	Sunday	7:30 AM - 9:30 PM
College	Weekday	7:00 AM - 7:00 PM
	Saturday	Limited
Community	Weekday	6:30 AM - 8:30 PM
	Saturday	7:30 AM - 8:30 PM
	Sunday	Limited
Limited	Weekday	Variable*
Rural	All Day Types	Variable*

*Variable means that there is no minimum span, up to and including no service on certain day types.

Categories of Service Standards

- Frequency

- How often the bus runs

- Route Scheduling

- Strive for spans & frequencies
 - Clock-face headways
 - Transfers between routes
 - Recovery time

Route Type	AM Peak	Midday	PM Peak	Evening	Saturday	Sunday
BRT/EmX	10/15	10/15	10/15	15/30	15/30	15/30
Express	5/25	30	20/30	60		
Core	15/30	15/30	15/30	30/60	30/60	30/60
Community	30	30/60	30/60	60	60	60
College	10/30	30/60	30/60	60	60	
Limited	≥60	≥60	≥60			
Rural	<i>Variable; determined by commute demand</i>					

Desired minimum & maximum frequencies in minutes by service type



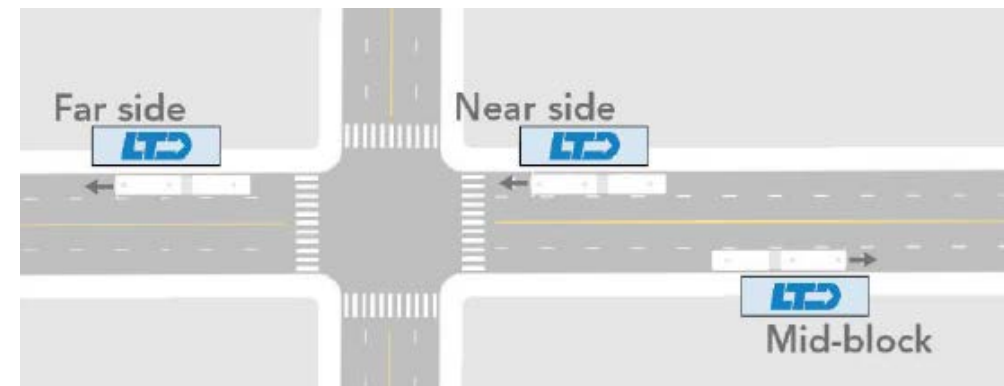
Categories of Service Standards

- Route Design

- 2-way line routes with terminal at major destinations
- Loops are used in limited cases
- Avoid route deviations

- Customer Comfort & Safety

- Bus stop spacing
- Bus stop amenities
- Bus stop locations



Categories of Service Standards

- Vehicle assignments
- Service reliability
 - On-time performance
 - Missed trips
 - Road calls
 - Vehicle age



Service Changes & Evaluation

- 3 service changes per year during bid
- Major service changes usually during Fall bid
- Evaluate the performance of each route
- Recommendation for changes may include:
 - Routing, span, frequency on individual routes
 - Addition or removal of trips
 - Reductions in service
 - Removal of routes or segments of routes

New Service

- New routes or the addition of service in excess of the spans and frequencies set in Service Design Standards.
- Based on:
 - Financial resources
 - Expected ridership & productivity
 - Availability of operations staff and fleet
 - Integration of the service in the District's network

Service Reductions (If Required)

- Steps will be taken for each route based on
 - On-time performance issues
 - Ridership patterns
 - Eliminate service or combine routes if alternate service is available within 1 mile of eliminated segments and no disparate impact policy violations
 - Consider weekday-only service on the route

Summary of Changes - 2021 Service Policy Update

■ Five Key Components

- Network Design (Principles, Service Allocation, and Route Types)
- Service Design (Frequency, Stops & Stations, Amenities)
- Service Evaluation Procedures (Service Changes & Evaluation)
- Disparate Impact Policy (Title VI)
- Appendices

Network Design

Proposed (2022)

- Network Design Principles
 - Provides definitions and context for the Productivity and Coverage

- Service Allocation
 - 75% Productivity
 - 25% Coverage
 - Methodology added to Appendix B

- Route Types
 - BRT/EmX
 - Express
 - Core
 - College
 - Community
 - Limited/Rural

Adopted

- Not included in adopted policy

- Service Allocation
 - 75% Productivity
 - 20% Coverage
 - 5% Discretionary
 - Not included in adopted policy

- Route Types
 - EmX
 - Express
 - Neighborhood Connector
 - College Commuter
 - Rural
 - Contracted

Service Design

Proposed (2022)

- Peak Periods of Service
- Span of Service
 - Hours of Operation
 - Listed by Mode
- Frequency or Headways
 - By Mode
 - Peak/Off-Peak
- Route Scheduling
 - Modified slightly to clarify scheduling concepts

Adopted

- Not included in adopted policy
- Not included in adopted policy
- Headways are mentioned briefly (Pg. 4)
- Route Scheduling

Service Design Continued

Proposed (2022)

- Route Design
 - Modified for clarity
- Deviations
 - Calculations moved to Appendix

Adopted

- Route Characteristics (Pg. 5)
- Deviations (Pg. 4)



Service Design (Customer Comfort and Safety)

Proposed (2022)

- Stop Location
- Stop Spacing

- Transit Amenities
- Bus Stops
 - Characteristics by mode
 - Shelter and seating standards

Adopted

- Not included in adopted policy
- Stops and Stations (Pg. 5)

- Not included in adopted policy
- Stops and Stations (Pg. 5)
- Bus Shelters (Pg. 5, 6)



Service Design (Customer Comfort and Safety)

Proposed (2022)

- Service Capacity and Reliability
 - Service Capacity
 - On Time Performance
 - Missed Trips
 - Vehicle Reliability
 - Vehicle Age

Adopted

- Service Capacity (Pg. 5)
- Service Reliability Standards (Pg. 6)



Service Evaluation/Service Changes

Proposed (2022)

- Service Evaluation Procedures

- Fall Bid Changes
 - Significant Changes
 - Added evaluation process
 - Added types of changes possible
 - References policy standards

- Winter and Summer Bid Changes
 - Minor Changes
 - Includes the same added language above

- Substandard Service

Current

- Timing of Changes (Pg. 6)

- Not included in adopted policy

- Not included in adopted policy

- Substandard Service (Pgs. 3, 6-7)

New Service, Service Increases & Reductions

Proposed (2022)

- Implementation Guidelines for New Fixed Route Service
- Service Increases
- Service Reductions
 - Expanded for clarity and transparency
- Standards for Tripper Service
 - Added Definition

Adopted

- Implementation/Evaluation Guidelines for New Service (Pg. 7)
- Not included in adopted policy
- Service Reduction (Pg. 9)
- Standards for Tripper Service (Pg. 10)

Disparate Impact Policy (Title VI)

Proposed (2022)

- Major Service Changes
 - Some minor language changes
- 80 Percent Rule
 - Changed from four-fifths rule
- Fare Changes
 - Added reference to Ordinance 53

Adopted

- Major Service Changes (Pg. 7-8)
- Four-Fifths Rule (Pg. 8-9)
- Fare Changes (Pg. 9)



Appendices

Proposed

- Appendix A - Other LTD Services
 - Contracted Service
 - Charter Service
 - Special Event Service
 - Alternative Service Delivery Options
- Service Allocation Methodology
 - Productivity/Coverage Percentages
- Route Deviation Methodology

Adopted

- Not included in adopted policy
 - Route Types: Contracted (Pg. 4)
 - Not included in adopted policy
 - Not included in adopted policy
 - Not included in adopted policy
- Not included in adopted policy
- Route Deviations (Pg. 4)

Questions?





AGENDA ITEM SUMMARY

DATE OF MEETING: February 2, 2022

ITEM TITLE: FY2024-26 COMPREHENSIVE OPERATIONS ANALYSIS (COA)

PREPARED BY: Kim Le, Development Planner

DIRECTOR: Tom Schwetz, Director of Planning and Development

ACTION REQUESTED: None. Information Only

PURPOSE: To provide information to the Board on the future fixed-route comprehensive operations analysis.

ROLE OF THE BOARD: The Board's role in this instance is to obtain information for a future decision.

BOARD COMMUNICATION: N/A.

PUBLIC COMMUNICATION: N/A.

STRATEGIC BUSINESS PLAN: The District's FY22-24 Strategic Business Plan has five strategic areas of focus. These include 1) Customer Satisfaction 2) Employee Engagement 3) Community Value 4) Financial Health 5) Sustainability. Each of these priorities has tactics, milestones, and performance measures to ensure achievability and accountability. All District projects and matters brought before the Board align with one of these five strategic areas of focus.

This agenda item aligns with the strategic area of: Community Value.

DESCRIPTION: The fiscal year 2024-26 comprehensive operations analysis (COA) is a comprehensive assessment and evaluation of LTD's fixed-route transit network. The COA is intended to be on routine a 3-year cycle and replaces the process LTD used to conduct on an annual basis. The FY2024-26 COA will develop clear transit goals and priorities that guide LTD transit planning and operations over the 3-year period. LTD's FY22-24 Strategic Business Plan identifies conducting the COA as one of the tactics.

BACKGROUND: In 2018, LTD embarked on a comprehensive operations analysis (COA) called Transit Tomorrow. That effort was paused by the Board at their April 2020 meeting due to the COVID-19 pandemic. The next 3-year cycle for a COA is now approaching. In addition, changes in transit service, operations and the ridership environment due to the pandemic makes it important for the District to conduct a COA that reflects the post-pandemic travel and ridership pattern.

Staff will soon be procuring a consultant. Staff anticipate that work will begin in summer/early fall and the process will take approximately 18 months.

CONSIDERATIONS: N/A.

ALTERNATIVES: N/A.

NEXT STEPS: Staff will return regularly to the Board of Directors and other LTD committees to provide updates as the process unfolds. There will be many opportunities for the Board of Directors, LTD committees, and the community to ask questions and provide feedback.

SUPPORTING DOCUMENTATION: N/A.

PROPOSED MOTION: N/A.