CHAPTER 1

System Overview and Strategic Vision

FY 2022 - FY 2031





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1. System Overview and Strategic Vision

1.1. System Overview

This chapter provides a high-level overview of Hampton Roads Transit and the agency's strategic priorities.

1.1.1. Services Provided and Areas Served

Hampton Roads Transit (HRT) serves a 432 square-mile area within the Hampton Roads region (**Figure 1-1**). HRT consists of six member cities: Chesapeake, Hampton, Newport News, Norfolk, Portsmouth, and Virginia Beach, which have a combined population of about 1.35 million. The service area is divided by the James River. The service area south of the river consists of Chesapeake, Norfolk, Portsmouth, and Virginia Beach, commonly referred to as the *Southside*. HRT's service area north of the James River includes the cities of Hampton and Newport News which, together with neighboring communities, are often referred to as the *Peninsula* or *Northside*.

Hampton Roads is home to numerous federal facilities and United States military installations, including Naval Station Norfolk, Joint Expeditionary Base Little Creek – Fort Story, Naval Air Station Oceana, and Joint Base Langley-Eustis. These installations are a major generator of economic activity, with government spending accounting for 30 percent of gross domestic product in the Virginia Beach-Norfolk-Newport News Metropolitan Statistical Area in 2017.²

This section describes all fixed-route, demand response, ferry, and Transportation Demand Management (TDM) services, as well as the agency's fare system. Additional details about services provided and the areas served are included in **Appendix A**.

Existing Services

Hampton Roads Transit provides five primary services:

- Bus: local, limited-stop, regional express, and seasonal bus (trolley)
- Light rail
- Passenger ferry
- Demand response paratransit
- Transportation Demand Management.

Bus, Trolley, and Light Rail Service

HRT operates 53 local bus fixed-routes – 34 routes on the Southside (**Figure 1-2**) and 19 routes on the Peninsula (**Figure 1-3**). In addition, HRT operates Peninsula Commuter Service (PCS), a limited stop bus service that provides service to major employers on the Peninsula across five different routes. HRT also offers Metro Area Express (MAX) service, a regional express bus service with nine routes traveling across jurisdictions, connecting major employment destinations. HRT operates the distinctly branded Virginia Beach (VB) Wave bus "trolley" service, which is a seasonal service that includes three routes in the Virginia Beach resort area. The agency's fixed-guideway light rail system, "The Tide," operates in the City of Norfolk (**Figure 1-4**).

All HRT-operated bus, trolley, and light rail services are wheelchair accessible. The *HRT Bus Stop Location Policy* also includes ADA design requirements for passenger boarding areas and new bus stop sites.³

Demand Response Paratransit

HRT contracts with a private vendor to provide demand response paratransit service for persons with disabilities. This service is offered within three-quarters of a mile of any fixed-route bus service during HRT's regular operating hours. All users of HRT's paratransit service must be certified through an eligibility application process. Certified customers can schedule a ride by contacting a reservationist at HRT's Paratransit Call Center from 8:00 a.m.–5:00

¹ American Community Survey estimates.

² Bureau of Economic Analysis 2017 GDP by Metropolitan Statistical Area & Industry

³ HRT Bus Stop Location Policy (July 1, 2019).



p.m. (seven days a week, 365 days a year) or through an online portal. Additionally, as of early August 2020 a new Paratransit app was launched. Through the app on a smart phone, Paratransit customers can now book rides in seconds, track the driver's location, see the expected time of their vehicle's arrival, and communicate directly with the driver if need be. Customers can now also view, edit, or cancel future rides and pay for their trips with a credit/debit card on file. All rides must be reserved by 5:00 p.m. the day prior to requested service and can be made up to seven days in advance. Subscription reservation services are offered for customers who have consistently recurring trips.

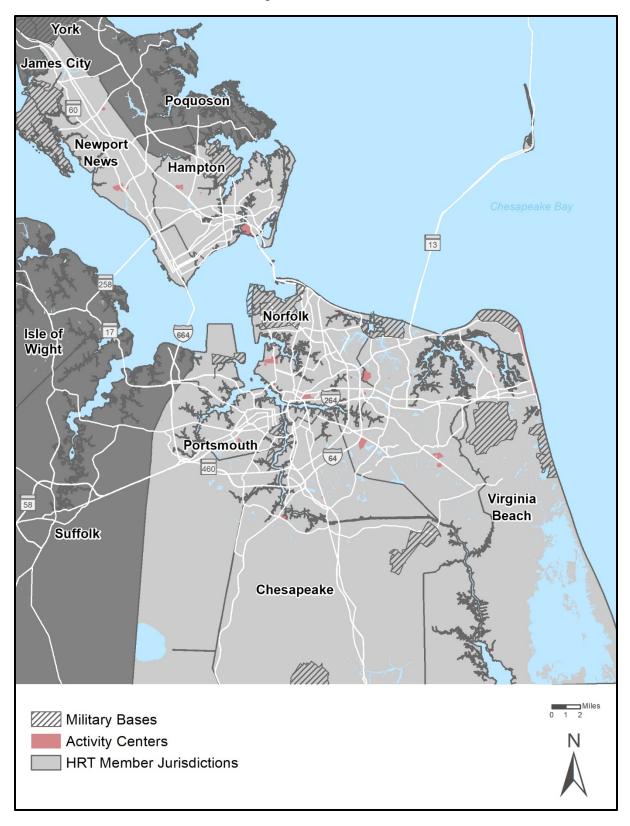
Passenger Ferry

HRT contracts to provide daily passenger ferry service on the Elizabeth River between Downtown Norfolk and Downtown Portsmouth, stopping at High Street, North Landing, and Waterside (Figure 1-5). Ferry service is also provided to the Harbor Park baseball stadium between April and September when the Norfolk Tides (minor league baseball team) play home games.

Transportation Demand Management

HRT facilitates commuters' access to vanpools, carpools, and telework options through TRAFFIX, Hampton Roads' Transportation Demand Management (TDM) program. Through TRAFFIX, commuters can utilize a van owned by a third-party leasing company. In FY 2019, 721 commuters used vanpooling through TRAFFIX. See **Section A.4.7** for details about TRAFFIX.

Figure 1-1: HRT Service Area



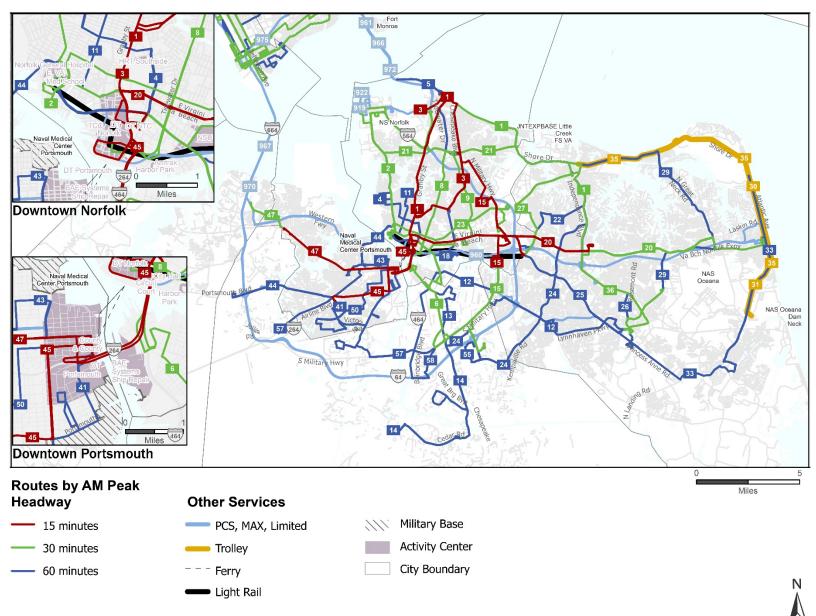


Figure 1-2: Existing Service, FY 2021 – Southside

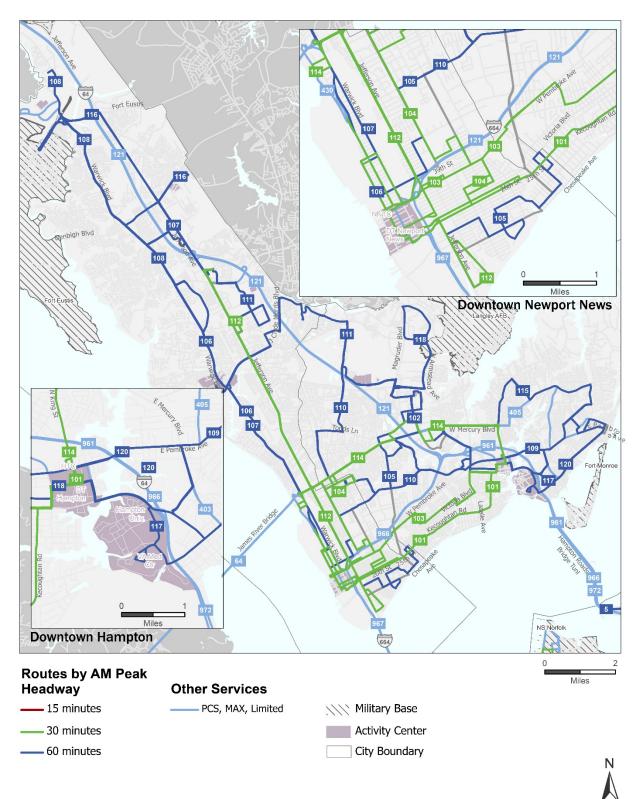


Figure 1-3: Existing Service, FY 2021 – Peninsula

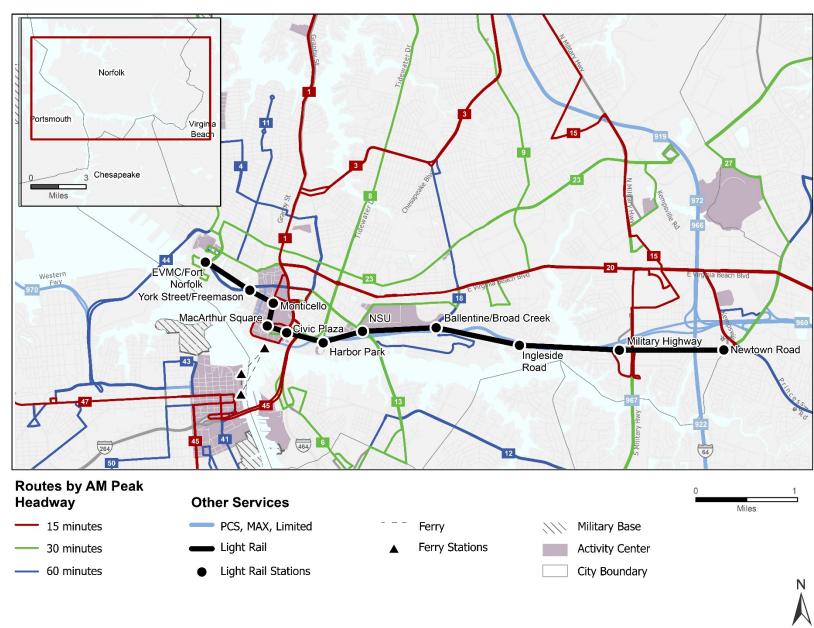


Figure 1-4: Existing Service, FY 2021 – Light Rail

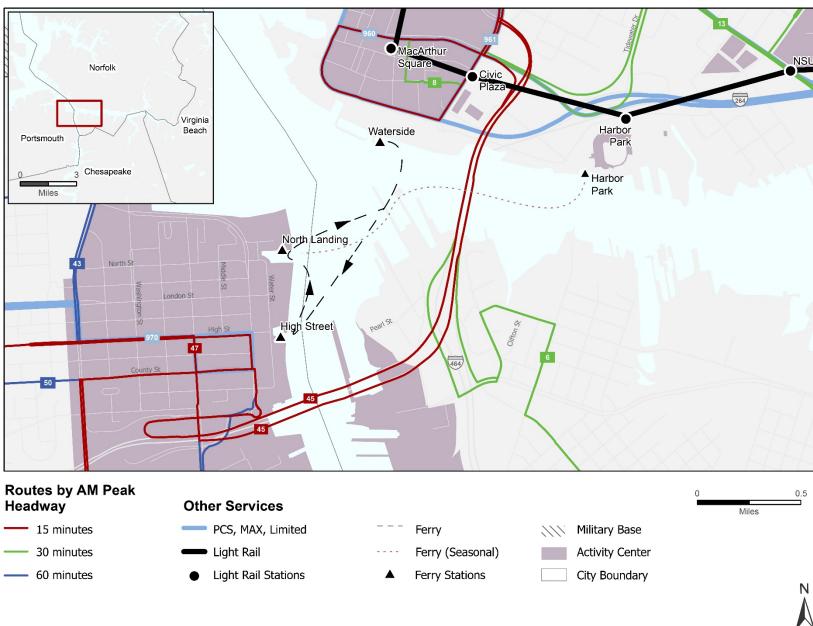


Figure 1-5: Existing Service, FY 2021 – Ferry



Existing Fare Structure

Single trip fares and multi-day passes may be used to pay for HRT bus, light rail, and ferry service, as shown in **Table 1-1**. Tickets can be purchased on-board or via ticket vending machines, located at transfer centers and all Tide Light Rail stations. Several retail outlets also sell HRT fare cards, and bulk purchases can be made on the HRT website. Passengers age 18 and older pay the adult fare; senior citizens and persons with disabilities qualify for reduced fare. Children and youth (passengers under 18) can ride for free when accompanied by a fare paying adult or with a Student Freedom Pass. In October 2017, the base fare was raised to \$2.00 from \$1.75. See **Section A.5** for more details about fares.

Table 1-1: HRT Fares

Ticket/Pass Type	Adult	Discounted Fare			
Local Bus, Light Rail, & Ferry					
Cash	\$2.00	\$1.00			
1-Day Pass	\$4.50	\$2.25			
1-Day Pass (Bundle of 5)	\$21.00	\$10.50			
7-Day Pass	\$22.00	n/a			
30-Day Pass	\$70.00	\$40.00			
VB Wave					
Cash	\$2.00	\$1.00			
1-Day Pass	\$4.50	\$2.25			
3-Day Pass	\$8.00	\$4.00			
MAX					
Cash	\$4.00	\$2.00			
1-Day Pass	\$7.50	n/a			
1-Day Pass (Bundle of 5)	\$35.00	n/a			
30-Day Pass	\$125.00	n/a			
Paratransit ⁴					
Clients - Cash	\$3.50	-			
Personal Care Attendant ⁵	-	-			
Guests - Cash	\$3.50	-			

1.1.2. Current/Recent Initiatives

Table 1-2 summarizes HRT's ongoing and recent initiatives which impact the provision of transit services. Additional details can be found in the Appendix in **Section A.12**.

Transit Strategic Plan FY 2022 – FY 2031 | Vision System Overview and Strategic Vision

⁴ Certified paratransit customers are eligible for free fares on HRT fixed route services (bus, light rail, ferry).

⁵ A personal care attendant (PCA) provides personal assistance to disabled passengers and rides on paratransit at no charge. There is no certification process for PCAs, but clients must notify the reservationist if a PCA will accompany them on their trip.



Table 1-2: Summary of Agency Initiatives

Initiative	Summary
757 Express	In November 2018 HRT initiated the <i>Transit Transformation Project</i> with the goal of conducting a comprehensive review and planning effort to improve the design and performance of HRT bus services. The culmination of that effort was documented in chapter six of the 10-year Transit Strategic Plan (TSP) that was adopted by the TDCHR in June 2020. The work resulted in the identification of 13 Regional Backbone routes that serve destinations across the region. These routes, along with MAX and Peninsula commuter routes, share common characteristics in terms of serving key employment centers, educational institutions, medical facilities, military installations and other key businesses. The 13 routes will have increased service frequencies and expanded spans of service which will be standardized across the region. Key passenger facilities and amenities, technology investments related to mobile fare payment, real time passenger information, passenger information displays, and other technology upgrades were also identified in the TSP. Collectively, these investments have been designated as the "757 Express" Program. The 757 Express "brand" and related logo will be utilized on backbone rotes, passenger facilities, and anything else that is funded by the Hampton Roads Regional Transit Program.
HRT 2021 Strategic Planning	HRT reevaluated its vision, mission, values, and agency goals and objectives that were part of previous planning efforts and initiated a new annual strategic planning process.
HRT Transit Strategic Plan	HRT completed and approved its ten-year Transit Strategic Plan in June 2020. The TSP effort involved a review of existing services and the socio-economic setting in which they operate, an assessment of agency structure and policy, and the development of a ten-year action plan for service changes across the region. DRPT requires each transit agency to complete a major TSP update every five years, with a minor update being developed annually on anything that has changed from the previous year.
Draft Environmental Impact Statement for High Capacity Transit Extension to Naval Station Norfolk (East Side)	Ongoing alternatives analysis and environmental documentation for various high-capacity transit modes to Naval Station Norfolk.
Peninsula Bus Rapid Transit Documented Categorical Exclusion	Ongoing corridor alternatives analysis and environmental documentation for BRT service between Hampton and Newport News.
Light Rail Automatic Passenger Counters (APC)	Certification of APC units on all light rail vehicles. No installation needed; APC units are already in place.
Fleet Electrification Pilot	Pilot program utilizing six all-electric, zero-emission buses and related infrastructure to assess the viability these technologies as part of HRT's future fleet portfolio.
Mobile Fare Collection System	Introduction of HRT's first mobile-ticketing fare payment on Trolley routes, to be followed by adoption of similar technology system-wide.
TAP Grant	Federal funding is being used to retrofit bus stops which are not compliant with the Americans with Disabilities Act.
2021 Origin-Destination On-Board Survey	Planned on-board customer survey to understand the travel patterns of riders and demographic and attitudinal information.
Regional Transit Planning Process and New Regional Transit Advisory Panel	HRT, WATA and Suffolk Transit have developed a regional transit planning process as required by § 33.2-286 of the Code of Virginia, and each agency is actively collaborating with the Hampton Roads Transportation Planning Organization (HRTPO). HRTPO established a new regional transit advisory panel composed of representatives of major business and industry groups, employers, shopping destinations, institutions of higher education, military installations, hospitals and health care centers, public transit entities, and any other groups identified as necessary to provide ongoing advice to the regional process and the long-term vision for a multimodal regional public transit network in Hampton Roads.
Bus Automatic Passenger Counter (APC) Certification and Maintenance	A project to develop a reliable methodology, conduct a certification process, and ultimately receive FTA certification of HRT's bus APC data.



Initiative	Summary
Office of Program and Project Excellence	HRT's new Office of Program and Project Excellence (OPPE) has been established within the Executive Department with the mission to achieve agencywide excellence in planning and administration of programs and projects.
Microtransit Demonstration Grant and Pilot Programs	HRT made a grant application to the Virginia Department of Transportation in February 2020 for two pilot projects: one in Virginia Beach and one in Newport news. In Summer 2020 HRT was notified of the awarding of \$1.6 million of funding under a "demonstration grant". Each city will provide matching local funds as required by the state grant. It is anticipated that the pilot projects would be implemented as a "turnkey" operation using a third-party contractor. Depending upon the public health outlook of the COVID-19 pandemic, it is expected that pilots would begin in Spring 2022. Additionally, HRT is currently working with the City of Hampton to explore microtransit options to identify demand responsive service to cover areas losing service due to the planned elimination of Route 118. An initial microtransit zone has been discussed with the City of Hampton in January and a subsequent presentation was made to the Hampton City Council.

1.2. Strategic Plan

HRT's strategic vision, goals, objectives, and performance measures reflect the agency's core values and build on past and current initiatives. The *Transit Transformation Project* provided a fresh opportunity to examine HRT's strategic vision, mission, goals and objectives. This included garnering input from employees, customers, HRT's governing board, and stakeholders through surveys, focus groups, strategic retreats and other special meetings. With these efforts, HRT updated its vision, mission, goals and objectives, which are reflected in this section.

1.2.1. Vision and Mission Statements

HRT's vision and mission statements were updated as part of the *Transit Transformation Project* and internal strategic planning processes.

- **Vision:** A progressive mobility agency that promotes prosperity across Hampton Roads through collaboration and teamwork.
- Mission: To connect Hampton Roads with transportation solutions that are reliable, safe, efficient, and sustainable.

RESPONSE, RECOVERY, RESILIENCE: HRT'S COVID-19 STRATEGY

By March 2020 the COVID-19 outbreak had led to declared states of emergency at all levels of government in the United States. Efforts to safeguard public health and limit the spread of the virus included widespread travel restrictions and tactics like social distancing, use of Personal Protective Equipment (PPE), and other measures. HRT closely tracked developments and began planning to address the impacts in early 2020, as the effects on public transportation became more significant as the pandemic worsened in Hampton Roads and communities across the nation.

HRT activated a multi-year strategy to effectively meet both immediate challenges and ongoing impacts and uncertainty due to COVID-19. With the help of emergency funding from state and federal partners, HRT quickly adapted to new conditions and remains focused on accomplishing its day-to-day mission while positioning the agency for a sustainable future.







RESPONSE, RECOVERY, RESILIENCE: HRT'S COVID-19 STRATEGY

RESPONSE (Years 1-2) - Immediate actions that maintain essential operations and support HRT's workforce and public health:

- Enhanced cleaning in all facilities and transit vehicles.
- Encouraging social distancing and distribution and use of PPF
- Implemented an Essential Service Plan between March 31 and June 14.
- No fares were charged between March 31 and June 30 to reduce social interactions and limit the use of high-touch surfaces.
- When fares were not charged, use of rear-door boarding and exiting to limit exposure to HRT operators and provide distance between passengers.



- Encouraged/required customers to wear face masks and only travel for essential trip purposes.
- Implemented teleworking and staggered work hours for HRT employees.
- Enhanced pay for operators and front-line workers.
- Installed protective barriers on vehicles to help limit up-close interactions.
- Offsetting farebox losses by using emergency state and federal funding.
- Recurring on-site COVID-19 testing for HRT employees; if positive, employees are not to come in for 14 days and must be tested twice with negative results each time in order to return.
- Providing ongoing information and workforce support related to vaccination programs.

RECOVERY (Years 2-3) – Keeping transit operational and mitigating ongoing risks:

- Continued enhanced cleaning in all facilities and transit vehicles.
- Continue to offset farebox losses using emergency funding while working to stabilize and increase ridership.
- Continued social distancing of staff in office buildings, use of PPE, barriers, and other tactics.
- Adapting to teleworking, virtual meetings, and online collaborations.
- Recruiting, training, and ongoing support for operations workforce.
- Leverage federal funding to get ahead of grant cycles and reduce dependence on line of credit.
- Adapt to conditions based on public health data and guidance.
- Remain focused on public health and safety in all operations and work environments.

RESILIENCE (Year 3 onward) - Ensuring long-term sustainability and operational success:

- Maintain viable and sustainable transit service.
- Deploy technologies that enhance safe commuting, including touchless interactions.
- Solidify operations of core regional backbone service.
- Establish and maintain fiscal stability and agility for HRT to meet future challenges.

Public transportation, like other industries, is clearly faced with new challenges and opportunities in the wake of COVID-19. In addition to activating HRT's multi-year strategy for both immediate and ongoing response, initial recovery, and ongoing resilience, the President and CEO is also active in the region-wide "757 Recovery & Resilience Action Plan" initiative. Transit will play a vital role in the economic recovery and long-term sustainability of Hampton Roads, and a major component of this will be implementing the "757 Express" Regional Backbone network.



Core Values

HRT's core values have been updated based on input from employees during strategic retreats, surveys, and focus group meetings. The agency's previous seven core values and supporting statements were streamlined and focused to a total of four. Input from HRT's board emphasized having a commitment to excellence, which undergirds each of the core values that were identified and prioritized by employees.

These core values influence the agency's desired culture and guide day-to-day business activities for HRT to achieve its vision and mission. They are the guiding principles and behaviors that embody how HRT and its workforce are expected to operate:

- Safety: We strive for safety excellence in all areas of our business
- **Customer Service:** We're committed to professional, courteous and dependable service
- Workforce Success: We're committed to effective hiring, training, and ongoing success of every team member
- **Fiscal Responsibility:** We're dedicated to diligent stewardship that is accountable, transparent, and delivers the most value for our customers and funding partners.

1.2.2. Goals and Objectives

HRT made updates to agency goals and objectives as part of the *Transit Transformation Project* and Transit Strategic Plan. Additionally, HRT's Board outlined six goals for the President and CEO's focus in FY 2021 – FY 2022, three of which focus especially on implementing the Transit Strategic Plan and Hampton Roads Regional Transit Program. Reflected below are the four agency goals (each with multiple objectives) as well as the six goals given by the Board of Commissioners.



Agency Goals

- 1. Provide a high-quality service that is easy to use and enhances people's lives.
- Provide reliable and desirable service, amenities, and information
- Serve people where and when they need to travel
- Offer a safe and secure transportation service for all customers
- Achieve and maintain a high rate of customer satisfaction.
- 2. Foster regional quality of life and economic vitality.
- Contribute to congestion mitigation and improved mobility
- Maximize access for residents, employees, and visitors to and between regional activity centers, job centers, and workforce development opportunities
- Contribute to regional air quality and pollution reduction goals
- Build community trust as a valuable partner in a thriving region.
- 3. Ensure financial stewardship and cost-effective operations.
- Provide cost-efficient transit service that leverages all available resources to offer the best value for the investment
- Perform asset management that achieves and maintains a state of good repair and sustainability and maximizes investment impacts
- Effectively align and manage resources and processes to maximize workplace productivity and achieve agency goals
- Demonstrate safe and sustainable business practices to ensure long-term viability.
- 4. Build a culture for innovation and workforce success to ensure HRT remains relevant to the dynamic needs of the region.
- Continue to change and innovate collaboratively with our partners and stakeholders to improve service to customers
- Support an empowered workforce to strengthen core competencies and generate efficiencies and innovation within Hampton Roads Transit
- Be an employer of choice within the region and in the industry
- Inspire and invest in our workforce and develop future leaders.

TDCHR Goals for the President and CEO

Implementing the Transit Strategic Plan (including the Hampton Roads Regional Transit Program)

- 1. Initiate the first grouping of high-frequency routes on the Peninsula of the core regional backbone as approved in the Strategic Plan on June 25, 2020, by the Transportation District Commission of Hampton Roads.
- Initiate procurement of new buses, shelters, and other core components of the first phase of the regional program
- Coordinate with all member cities to begin installation of passenger amenities at high ridership locations
- Recruit and train a qualified workforce
- 2. Ensure the strategic integration of technology and enhanced customer amenities in the regional transit program implementation.
- Prioritize technology upgrades including system-wide mobile ticketing, passenger information displays at transit hubs, and real-time tools that support easy and seamless trip planning and ticketing
- Enhance amenities at stops to include additional lighting, seating, trash receptacles and shelters at locations system-wide where the largest number riders utilize the service
- 3. Develop a comprehensive and integrated public communications plan including internal and external stakeholders to socialize and market the Strategic Plan and forthcoming transit investments to support the economic recovery of the Hampton Roads Region.
- Deploy multi-media and online tools to inform and involve stakeholders and leverage social platforms, advertising and the news media
- Coordinate with partners and regional stakeholder groups to incorporate transit into economic development and recovery initiatives and strengthen HRT's role as trusted regional mobility agency
- 4. Optimize resources to improve HRT's financial footing and fiscal sustainability to include proactive leveraging of available funds to deliver projects and services and reduce dependence on the line of credit.
- 5. Develop and Initiate strategies to transit ridership.
- 6. Working with HRT's component city governments, draft a response plan for HRT's various modes of transportation to deal with flooding issues within HRT's footprint.



1.2.3. Service Provision Principles

HRT's vision, mission, and core values drive the agency's culture and purpose, which shape the service HRT provides to its customers. HRT also has goals and objectives to help guide the planning, provision, and sustainability of service.

As part of the *Transit Transformation Project* and development of the Transit Strategic Plan, the agency sought extensive public and stakeholder input on how it should aim to meet its goals while also acknowledging the inherent tradeoffs that come with having limited resources to invest. Over 1,200 current HRT customers were involved in the planning process through 21 "pop-up" events at transit hubs. Feedback on regional survey questions was received by 2,731 participants. The top six priorities identified through the survey are:

- 1. More reliable service (on-time arrivals and drop-offs)
- 2. Frequent service during rush hour (5:00-9:00a.m. and 3:00-7:00 p.m., Monday-Friday)
- 3. Real-time bus arrival information
- 4. Safety and security
- 5. Mobile ticketing and fare payment options
- 6. More sheltered stops in my city.

To explore priorities and preferences that should guide plans for improved transit in the HRT service area, HRT posed several trade-off questions during public meetings and stakeholder workshops that included representatives from healthcare, education, military and federal facilities, economic development, housing, human services, and other sectors.

Figure 1-6 shows the structure of questions asked as well as results from one of the questions. Each question had the same type of scale, with arrows pointing from a strong preference on one side, to neutral, to a strong preference on the other side. Participants placed one dot for each question to indicate what they would prioritize when choosing between different options. All five questions are shown in **Table 1-3**.

Question	Left Side of Arrow	Right Side of Arrow	
Where should buses run, and with what frequency?	Bus service everywhere	High-frequency service	
What types of trips should be prioritized (geographically)?	Connect within jurisdictions	Connection across jurisdictions	
What types of trips should be prioritized (temporally)?	Peak period commute trips	Equal priority across day	
Should buses receive priority treatment on roadways?	No preferential treatment for buses	Preferential treatment for buses	
Should regional bus service standards be created and applied?	Jurisdictional-level bus service standards	Regional bus service standards	

Table 1-3: Tradeoff Questions Asked

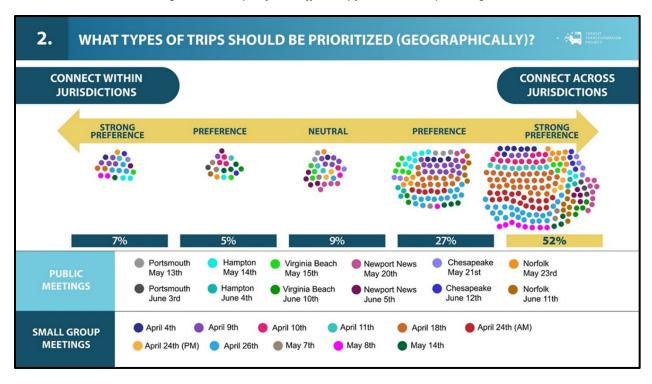


Figure 1-6: Example of Tradeoff Activity from Small Group Meetings

Here is a summary of results for the Trade-Off activities:

- Stakeholders showed clear preference for frequent bus service on major corridors over extensive geographic coverage of service (60% of participants preferred frequent service)
- A strong preference was indicated for inter-city connectivity, prioritizing regionally connected service more than connections within each jurisdiction
- Stakeholders prioritized more frequent peak-hour service on weekdays, while also indicating the importance
 of access to bus service on weekends and weekdays during off-peak hours
- There was a very strong preference for implementing dedicated bus lanes, signal priority, or some other methods to provide buses preferential treatment on roadways
- There was a very strong preference for applying regional bus service standards, including hours of service, frequency of passenger pick-ups, and coverage that is consistent across city boundaries (75% support).

Based on all the input received into the planning process, HRT adopted Guiding Principles to create the recommended service changes that are found in **Chapter 3**:

- Follow regional bus service standards
- Prioritize high-frequency services
- Balance resources between peak hour and all-day service
- Prioritize connections across jurisdictions
- Provide sufficient coverage to ensure access to transit
- Leverage a data-driven approach and factoring of funding and operational constraints to prioritize and phase implementation.

The following sections provide more detail on how these principles were applied in planning for an improved HRT bus network.



Follow Regional Bus Service Standards

Based on overwhelming support for this guiding principal, HRT is placing a new emphasis on regional standards, which are reflected in the service plan in **Chapter 3**, and detailed in **Section 1.2.4** and **Section 1.2.5**. Public and stakeholder feedback indicated a preference for regional service standards to be applied across all of HRT's bus service. This would support more consistency regionwide in terms of span of service and frequency by service type. Riders expressed frustration with the mismatch between different end-of-service times in different jurisdictions. Regional standards received overwhelming preference over jurisdiction-level service standards.

Prioritize High-Frequency Services

HRT will continue to balance providing high-frequency service where and when it is warranted with the need for geographic coverage in areas warranting transit service. When presented with the tradeoff, HRT customers and other stakeholders pointed to higher frequency services as a preference over higher geographic coverage.

One of the preliminary scenarios that was presented as part of the *Transit Transformation Project* consolidated regional bus service around high-frequency routes, resulting in a network with low geographic coverage. This scenario proved an important test for the region, as many people liked the idea of the high-frequency routes but, at the same time, did not see it being feasible or desirable to lose as much geographic coverage as was required to provide the resources for the conceptual high-frequency network. To balance the desire for prioritizing high-frequency services while still providing coverage to connect riders to the high-frequency routes, HRT has recommended an increase in the availability of high-frequency services and the testing of innovative on-demand transit zones to fill geographic coverage gaps.

Many people said they preferred bus-only lanes on selected corridors to help speed up buses and make them more reliable and thus more attractive to use. Since HRT is not the owner or maintainer of the roadways, that is not included as a planning principle; however, the sentiment relates to the desire to provide increased high-frequency services.

Balance Resources Between Peak Hour and All-Day Service

HRT strives to provide service where and when it is needed. Many riders need service during traditional peak hours while others need service throughout the day. Overall, public and stakeholder feedback pointed to a preference for prioritizing service during peak hours over all-day service, but the more frequent a rider is, the more they prioritized all-day service. This points to a need to strike a balance between serving peak period customers with frequent enough service to attract them to ride while still leaving enough resources to provide service throughout the day for people who rely on transit for their trips.

Prioritize Connections Across Jurisdictions

Commuters' travel patterns are very often inter-jurisdictional in nature, and HRT strives to provide services that connect customers with where they need to go in the most efficient manner possible. Overwhelming feedback from stakeholders and the public favored prioritizing service across jurisdictions rather than within jurisdictions.

Provide Sufficient Coverage to Ensure Access to Transit

Feedback from the public and stakeholders demonstrates a commitment to providing easy and safe pedestrian access to bus stops across the region. When faced with the tradeoff of having "fewer stops and faster trips" rather than having "more stops and shorter walks," most stakeholders and regular riders preferred "shorter walks." This was especially important to people when considering the needs of the elderly population throughout the region. Less frequent riders of HRT were more interested in faster trips with fewer stops. It is important to strike a balance between these two tradeoffs.

Leverage a data-driven approach and factoring of funding and operational constraints to prioritize and phase implementation

Hampton Roads is a diverse region with unique local needs and priorities for investing in public transportation improvements. The services outlined in **Chapter 3** are based on guiding input from city leaders and staff about local priorities and planning for the best use of limited financial resources to achieve the greatest returns on investment in terms of ridership and serving customer needs.



1.2.4. Service Design Standards

Service design standards define policy level standards that are followed in designing transit service. These standards allow for informed decision making and ensure consistency in how transit is planned across the system in similar operating environments.

Given budget and equipment constraints, it is imperative that HRT has specific standards and guidelines in place to ensure the highest possible quality of service is provided and delivered efficiently and effectively. **Figure 1-7** provides an overview of the service design standards. The following design standards are drawn from HRT's "Service Standards and Performance" policy document (PD – 112), updated June 29, 2020.

Route Design

Service Area Coverage

Route Spacing

Stop Spacing and Placement

Route Classifications

Service Frequency

Span of Service

New Service Warrants

Operational Considerations

Figure 1-7: Service Design Standards

Route Design

The alignment of each route is a key factor in its ability to successfully serve customers' mobility needs. "Route design" refers to route directness, connections to key origins and destinations, and how routes interface with other services that comprise the overall network. Route classifications are based upon transit need and define the level of service per route. Key route design principles include:

- HRT routes should be designed to serve origins and destinations via direct pathways, minimizing out-of-direction movements. This provides a faster trip to serve commuters better, attract more riders, and enhance fare revenues while minimizing the cost to provide service
- Bus routes should serve major mixed-use corridors throughout the service area, avoiding smaller neighborhood streets
- High-frequency HRT routes should be designed to serve major corridors, offer more direct service, and provide transfer connections either on-street or at major transfer hubs in the urban core.

Deviations

Deviations off the basic alignment of a fixed route should be minimized whenever possible. However, routes may deviate off their primary alignment to serve major activity centers or provide coverage to areas with limited access. The additional time necessary for the deviation should not exceed five minutes, or ten percent of the one-way travel time of the existing route without deviation. Deviations must result in an increase in overall route productivity after one year or the deviation should be eliminated.



Mid-route deviations that cause a route to significantly deviate from the most direct route between major travel generators, should be avoided. In some instances, a deviation is warranted because of potential ridership gains. In evaluating a proposed deviation, it should be determined that the total additional travel time for all through passengers should not exceed ten minutes for each boarding and alighting along the deviation. This is expressed in the following formula:

(Pt * T)/Pd ≤ 10 minutes, where:

- Pt = Number of through passengers
- T = Additional vehicle travel time
- Pd = Number of boardings and alightings on the deviation.

Service Area Coverage

The coverage aspect of service design standards defines how transit services should be provided in the different commuter markets of the HRT service area. This includes defining levels of density that should be served by fixed-route bus and levels that may not support such service, as well as defining the maximum allowable walking distance to transit services given the type of service that is being proposed or provided currently.

Transit routes in the urban core should be ideally no closer than one half-mile from each other to balance good access with service cost effectiveness. This provides customers with one-quarter mile walk access (roughly a five-minute walk) to more frequent service than would be possible with closer spaced routes. Placing routes closer should only occur where regular half-mile spacing is not feasible and/or where market densities support productive service more closely spaced.

Outside of the urban core, route spacing should follow the demand corridors where densities meet minimum requirements for productive service. Areas with fewer than 4,000 residents or jobs per square mile could support productive fixed-route transit service but may be better served by demand-responsive transit zones where fixed-route service would not serve the area well for various reasons. Areas with fewer than 2,000 residents or jobs per square mile within the HRT service area do not have the necessary density to support productive fixed-route transit service and should only receive fixed-route service if a major trip generator is present. Demand-responsive transit zones can provide service in areas where the density of population and jobs warrants transit service, but are low enough that regular fixed route service would be less effective; actual zone design will depend upon the street network and travel patterns within the zone, points of interest and concentrations of residents and commercial activity, as well as availability and placement of connections to fixed-route transit.

Stop Spacing and Placement

When establishing new bus stops or replacing existing bus stops, HRT coordinates with local jurisdictions to locate and identify mutually acceptable locations. Local jurisdictions make the final decisions about bus stop placement or relocation, as bus stops typically have significant interface with public right-of-way and vehicular traffic. HRT considers many elements when locating a bus stop:⁶

- Stops should be placed based on population density and/or major passenger generators (i.e., major employment centers, regional shopping centers, hospitals, etc.)
- Distance between bus stops should be a minimum of 1,056 feet (one-fifth mile) and a maximum of 1,320 feet (one-quarter mile) apart or three to four blocks apart
- Presence of sidewalks, marked crosswalks, and curb ramps
- Protected crossings at signalized intersections
- Connection to nearby pedestrian circulation system
- Access for elderly and people with disabilities
- Convenient passenger transfers to other routes
- Effect on adjacent property owners.

 $^{^{\}rm 6}$ HRT Bus Stop Location Policy, June 21, 2019.



Other general elements to consider include traffic and rider safety, bus operations, and bus stop placement. HRT's "Bus Stop Location" policy, approved June 21, 2019, provides additional details on these elements.

Route Classification

The classification of HRT routes establishes the roles routes serve in the transit network and their market functions. Classifying routes allows a balanced approach to the development of service standards where each route's performance is assessed against routes serving similar functions.

Table 1-4 shows the five classifications of bus service in the HRT system, as developed during the *Transit Transformation Project*. A brief description of each classification is provided, followed by guidelines for criteria for classifying routes (additional details for each respective criterion is described below the table). When establishing new service, the proposed route geography can be evaluated using these three criteria which will influence how the route is classified. Service classification is an important element of the service design standards, as it relates to the recommended span and frequency for routes.

Route		Criteria			
Classification	Description	Interjurisdictional	Population / Job Density	Route Directness	
Regional Backbone			Greater than 6,500 people + jobs per square mile, averaged across whole route	1.6 or better	
Local Priority	Operate along arterials serving a specific community area with connections to the Regional Backbone network.	Can operate within a jurisdiction or cross jurisdictional boundaries.	Between 5,000-6,500 people + jobs per square mile, averaged across whole route	1.8 or better	
Coverage	Communities with lower transit demand than the above two categories, but with still enough demand to warrant fixed-route service, will be connected to Local Priority and Regional Backbone routes via Coverage routes.	Mostly within one jurisdiction but can cross jurisdictional boundaries.	Between 4,000-5,000 people + jobs per square mile, averaged across whole route	2.0 or better	
Limited/ Express	Bus service with limited stops connecting surrounding communities with downtown areas and other major employment sites or regional destinations, often via interstates. Some routes will operate during peak-hour commuter service only. Typically accessed via park-and-ride lots at the residential end.	Can operate within a jurisdiction or cross jurisdictional boundaries.	Route serves major trip generators and/or collection points	N/A	
On-Demand	On-Demand transit service will operate in specified zones, connecting lower-density areas to local destinations and transfer opportunities to fixed-route service.	Can operate within a jurisdiction or cross jurisdictional boundaries.	Densities warrant transit service but are low enough that regular fixed route service would be less effective	N/A	

Table 1-4: Route Classification

Criteria and Rationale for Route Classification

Interjurisdictional

A route is interjurisdictional if it serves more than one city that HRT serves. Routes which make up the Regional Backbone of transit service tend to be interjurisdictional because they provide key connections across the region. Local Priority routes may or may not be interjurisdictional depending upon the demand for transit. Coverage routes are often located within one jurisdiction because they connect specific lower-demand areas to higher-frequency services within the same jurisdiction.



Overarching guidance: Connections should be made to address demand between origins and destinations regardless of jurisdictional boundaries.

Population/Job Density

Transit services must be located where there is demand for transit. This demand can be measured by the densities of population and jobs. A transit route which serves areas with many desired origins and destinations will produce more ridership compared to a route serving fewer dense origins and destinations. American Community Survey (ACS) data⁷ and LEHD 2015 data⁸ were used to calculate the density of population and jobs within a quarter-mile of the route.

Overarching guidance: All fixed-route service should be designed to serve as many people and destinations as possible, with higher thresholds set for route classifications that offer higher frequency service.

Directness

Benefits of direct routes include that they are simpler for customers to understand and they are more efficient, saving travel time and operating costs compared to circuitous routes. A directness calculation is used to evaluate how far a route strays from a straight path. The directness calculation involves finding the ratio of the length of the actual route against the length between the two endpoints – the more direct a route is, the closer its directness ratio will be to one. For example: 1) a route that travels on a very straight arterial road, without making any deviations off the main path, would have a directness score very close to one because its total length traveled between two endpoints will only be slightly longer than the straight-line distance between the two endpoints, while, 2) a route that travels between the same two endpoints as the first example route but deviates heavily into neighborhoods to collect riders may travel twice the mileage as the first example route, and its directness score would therefore be closer to two.

Overarching guidance: All bus routes should be as direct as possible, with lower directness ratio thresholds set for route classifications that offer higher frequency service.

Service Frequency

The frequency impacts how long customers must wait for bus service, with journeys requiring customers to transfer resulting in more than one wait. Higher frequencies result in shorter customer wait times but increase costs by requiring more buses and operators. Thus, providing more frequency requires balancing route and network productivity, i.e., ridership against the cost.

Frequency warrants are subject to cost effectiveness and should be adjusted based on productivity and passenger load as defined in **Section 1.2.5**. **Table 1-5** illustrates the headway warrants (time between trips) by route classification. Routes should be designed and scheduled to meet the standards, but available budget may prevent routes from fully meeting them. Routes can also exceed the standards based on demand for higher frequency.

Time Period			Regional Backbone	Local Priority	Coverage	Limited/Express	On-Demand
	Peak	6:00 a.m. – 9:00 a.m. 3:00 p.m. – 6:00 p.m.	15 min	30 min	60 min	Demand base	n/a
Weekday	Midday	9:00 a.m. – 3:00 p.m.	30 min	30 min	60 min	Demand base	n/a
	Evening	6:00 PM – 11:00 p.m.	30 min	60 min	60 min	Demand base	n/a
	Base	8:00 a.m. – 6:00 p.m.	30 min	30 min	60 min	Demand base	n/a
Weekend	Non-base	6:00 a.m. – 8:00 a.m. 6:00 p.m.– 9:00 p.m.	30 min	60 min	60 min	Demand base	n/a

Table 1-5: Service Headway by Route Classification

⁷ American Community Survey (ACS) 2016 5-year estimates.

⁸ Longitudinal Employer-Household Dynamics (LEHD) 2015.

Span of Service

The span of service defines the start and finish of service each day for both specific routes and the network. A longer span of service allows a route to capture more riders throughout the day for a wider variety of trip purposes, but also increases overall costs. It is important that the route spans be coordinated to provide an overall appropriate network to meet time-of-day market needs. **Table 1-6** illustrates the span of service standards by route classification. Routes should be designed and scheduled to meet the standards. Available budget may prevent routes from fully meeting them and routes are evaluated on a case-by-case basis to ensure the span meets the demand for a given route. In some cases, these standards will be applied more so as guidelines. Routes can also exceed the standards based on demand for longer span.

Table 1-6: Span of Service by Route Classification

	Regional Backbone	Local Priority	Coverage	Limited/Express	On-Demand
Weekday	5:00 a.m. – 1:00 a.m.	5:00 a.m. – 11:00 p.m.	5:00 a.m. – 7:00 p.m.	Demand Based	5:00 a.m. – 7:00 p.m.
Weekend	6:00 a.m. – 12:00 a.m.	7:00 a.m. – 11:00 p.m.	8:00 a.m. – 7:00 p.m.	Demand Based	8:00 a.m. – 8:00 p.m.

New Service Warrants

HRT has an adopted policy on how to assess the potential of new services requested by the cities. The purpose of this policy is to plan transit services that will be successful in not only generating additional fare revenue to fund the service, but also in meeting the community's needs. Five metrics assess the potential for transit service: residential density, employment density, income, home-based work trips to major destinations, and auto availability. Full details of the policy on new service warrants can be found in HRT's "New Services Request Policy" policy document (PD – 105), approved June 2020.

Operational Considerations

Vehicle Assignment

Passenger vehicles are assigned to routes/blocks of service based on several factors including required vehicle passenger capacity, community or street operating restrictions, operating performance requirements, and special equipment needs. Some routes have special operating restrictions including tight turns or community vehicle size limitations that require smaller vehicle assignments. Higher performing vehicle types may be assigned to blocks of service with more schedule adherence problems. Additionally, certain segments of service may be designated to have buses with special equipment, e.g., branded or wrapped vehicle equipment. After the special vehicle block needs have been addressed, the remaining vehicles are rotated through random assignment to any route/block of service on which the vehicle can travel.

Layover Guidelines

A minimum of ten percent of the round-trip running time is scheduled for layover, while high ridership routes require fifteen percent. All routes will have a minimum of five minutes layover per round trip.



1.2.5. Performance Standards

Service Performance Standards

HRT updated the agency's Service Performance Standards for route-level evaluation in 2020. The standards are measured by six Key Performance Indicators (KPI) that fall into three distinct groups: service effectiveness, cost efficiency, and service quality. Each route classification has a minimum benchmark used to evaluate the effectiveness of service. Some benchmark standards for future On-Demand routes have not yet been established and, as noted in the tables, will be developed when On-Demand service is closer to implementation. **Table 1-7** summarizes the KPI's and their applicable grouping.

Service performance standards are necessary to ensure that all services are fulfilling their roles in the transit network and contributing to the overall financial sustainability of HRT. Performance is measured regularly in order to identify changes in performance over time and to allow prompt changes to be implemented if necessary. Performance standards help ensure that HRT services meet the needs of passengers, while maintaining cost-efficiency for the agency.

Performance Standard Measure	КЫ
Service Effectiveness	Passengers per Revenue Hour
Service Effectiveness	Passengers per One-way Trip
Cost Efficiency	Farebox Recovery
Cost Efficiency	Subsidy per Passenger Boarding
Comitoe Qualitati	On-time Performance
Service Quality	Maximum Load Standards

Table 1-7: Performance Standard Groups and Key Performance Indicators

Passengers per Revenue Hour

The Passengers per Revenue Hour KPI (**Table 1-8**) measures the productivity of a given route based on ridership (unlinked boardings) generated for each hour of service operated. This measure does not apply to Limited/Express routes.

КРІ	Classification	Benchmark
	Regional Backbone	
Passengers	Local Priority	50% of the service classification average on weekdays and weekends.
per Revenue	Coverage	
Hour	Limited/Express	N/A
	On-Demand	TBD

Table 1-8: Passengers per Revenue Hour Performance Standard

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 $^{^{\}rm 9}$ "Service Standards and Performance" policy document (PD - 112), updated June 29, 2020.



Passengers per One-way Trip

Limited/Express services (PCS and MAX) should not be evaluated on a passenger per hour basis, as there is generally less passenger turnover on these types of routes, leading to fewer passenger boardings overall. Instead, Limited/Express service is evaluated on a passengers per one-way trip basis (**Table 1-9**). This indicator measures the average passenger boardings per one-way trip. It is useful in evaluating express or "point-to-point" services where passengers board at the start of the trip and alight at the end of the trip, with little activity in between. Using this indicator provides a way to gauge how full the bus is during its journey. A typical HRT MAX vehicle has 40 seats, and effective service should generate enough passengers to fill a majority of those seats.

Table 1-9: Passengers per One-way Trip Performance Standard

КРІ	Classification	Benchmark		
	Regional Backbone			
Dassangers	Local Priority	N/A		
Passengers per One-way	Coverage			
Trip	Limited/Express	Min. passengers boardings per one-way trip: 20 on weekdays; 15 on weekends.		
	On-Demand	N/A		

Farebox Recovery

The Farebox Recovery ratio (**Table 1-10**) compares a route's operating revenue to its operating costs. The difference between the cost to operate the service and the farebox revenue on the service results in the subsidy that HRT's funding partners must cover.

Table 1-10: Farebox Recovery Performance Standard

KPI	Classification	Benchmark		
	Regional Backbone			
	Local Priority			
Farebox Recovery	Coverage	50% of the service classification average on weekdays and weekends.		
	Limited/Express			
	On-Demand	TBD		



Subsidy per Passenger Boarding

A second way of measuring cost efficiency involves evaluating the operating cost per unlinked passenger boarding, less the average passenger fare (**Table 1-11**). This metric is the level of public subsidy necessary to support each passenger trip.

Table 1-11: Subsidy per Passenger Boarding Performance Standard

KPI	Classification	Benchmark	
Subsidy per Passenger Boarding	Regional Backbone	Twice the service classification average on weekdays and weekends.	
	Local Priority		
	Coverage		
	Limited/Express		
	On-Demand	TBD	

On-time Performance

An on-time performance standard defines a minimum threshold of daily trips by route and for the system that operate on-time (**Table 1-12**). On-time performance reflects both the quality and reliability of service, which can affect whether or not people choose to use transit or continue to use transit. HRT defines "on time" as one minute early to five minutes late at each time-point. This KPI establishes a minimum goal of at least 85 percent of time-points served within this time threshold relative to schedule, at both the route-level and for the system as a whole. Making sure that routes meet this standard results in a positive customer experience while at the same time recognizing that there are operating issues beyond the agency's control.

Table 1-12: On-time Performance Standard

KPI	Classification	Benchmark	
On-time Performance	Regional Backbone		
	Local Priority	85% on-time performance at all time-points.	
	Coverage		
	Limited/Express		
	On-Demand	85% on-time performance of pick-ups and drop-offs.	

Maximum Load Standards

Passenger load refers to how many people are on the bus at any given moment compared to its seated capacity (**Table 1-13**). High passenger loads result in overcrowded conditions and unsatisfied customers. Service quality issues with crowding are dependent on the amount of time that customers must stand on the bus. If crowding is a relatively brief phenomenon, it does not justify the expense of adding additional service. On the other hand, if passengers are required to consistently stand while on the bus, more service may be needed to alleviate the crowding. For Limited/Express and On-Demand routes, a benchmark of 100 percent of seated capacity is used, as these vehicles are designed for seated passengers only (with the exception of Limited/Express routes that operate on arterial roads rather than limited-access highways, as noted in the table).

Table 1-13: Maximum Load Performance Standard

Key Performance Indicator	Route Classification	Benchmark
	Regional Backbone	
	Local Priority	125% of seated capacity for two or more miles.
	Coverage	Times.
Maximum Load	Limited/Express	100% of seated capacity for two or more miles; 125% if operated along arterial rather than limited-access roadways.
	On-Demand	100% of seated capacity.

Corrective Action Guidelines

Based on a route's performance relative to the KPI's, HRT places each route into one of three categories:

- Low-performing service
- Average-performing service
- High-performing service.

The metrics for determining in which categories the routes fall and remedial actions for each of the three categories of routes are listed in **Table 1-14**. This evaluation process is only performed for the KPI's related to service effectiveness and cost efficiency. This evaluation methodology allows HRT to quickly identify underperforming service and take necessary steps to improve the service. It also ensures that HRT continues to invest in high-performing service.

Table 1-14: Performance Categories for Service Effectiveness and Cost Efficiency KPIs, and Possible Corrective Actions

Category Metric		Possible Analysis and Corrective Action
Low-performing service	50% of system average and below.	Segment Level and Operational Analyses to identify potential route issues, which could result in: Targeted Marketing. Rider Outreach. Change in Service Levels. Discontinuation.
Average-performing service	Between 51% and 149% of system average.	Periodic Trip-by-Trip Segment Analysis to identify potential route issues.
High-performing service	150% of system average or better.	Increase service levels.Upgrade transit operating environment.Introduce additional service types.



Systemwide Performance Standards

In addition to the route-specific performance standards, the agency has identified system-wide performance measures, shown in **Table 1-15**. These performance measures are intentionally aligned with the goals and objectives outlined in **Section 1.2.2**. These measures, where applicable, are held to the same design standards and performance targets as identified in HRT's "Service Standards and Performance" policy document (PD - 112), approved June 21, 2019.

Table 1-15: Agency Objectives and Relevant Performance Measures

Objective	Performance Measure			
	On-time Performance			
	Missed trips			
Provide reliable and desirable service,	Mean distance between failures			
amenities, and information.	Percentage of bus stops that meet defined amenity standards – shelters, benches, trash cans			
information.	Accuracy and utilization of real time tracking (once launched)			
	Utilization rate of mobile ticketing (where available)			
	Number of trips by ADA eligible riders on fixed route transit			
	Percentage of routes that are high, medium, low frequency			
	Percentage of routes that run past 6pm/8pm (time TBD)			
Serve people where and when they need to travel.	Percentage of routes that run peak only, 7 days a week, and weekend only			
men mey need to traven	Ridership by mode and route, trip and jurisdictions			
	Average travel time between key destinations and comparison to auto travel			
	Comparison of paratransit travel times with fixed route bus			
	Number of injuries and rate per total unlinked passenger trips, by mode			
Offer a safe and secure transportation service for	Number of reportable events and rate per total unlinked passenger trips, by mode			
all customers.	Total number of all accidents and incidents (preventable and non-preventable) per 100,000 miles, by mode			
Achieve and maintain a high rate of customer	Number of valid complaints per 100,000 miles system-wide; and by route; by type of complaint, including operator behavior, late bus, etc. (complaints categorized and handled through the customer service center)			
satisfaction.	Number of customer service calls for trip planning purposes			
	VMT reduced (TPO model)			
	Roadway LOS (TPO model) as compared with population and jobs levels in the region			
	Number of trips that connect activity centers or attractions			
Contribute to congestion mitigation and improved	Percent of population within a 1/4 mile of a stop served by high frequency service, medium, and any service at all			
mobility.	Percent of jobs served by high frequency service, medium service, and any service at all			
	Percent of activity centers served by high frequency service, medium service, and any service at all			
	Passengers per revenue hour			



Objective	Performance Measure
Contribute to regional air quality and pollution reduction goals.	VOC and NOX, CO, PM10, PM2.5 reduced as a result of HRT services (data collected and reported by HRTPO)
Build community trust as a	Number of social media postings and impressions generated by staff
valuable partner in a	Number of partnerships with business and community organizations
thriving region.	Level of market reach through media and advertising
Provide cost-efficient transit service that	Overhead burden as percent of operating costs
leverages all available	Average fare per rider / Average fare per GoPass rider
resources to offer the best value for the investment	Average cost per rider
Perform asset	Mean distance between failures
management that achieves and maintains a state of	Average maintenance cost per vehicle
good repair and	Average cost of maintaining facilities and transit centers (per square foot basis)
sustainability and maximizes investment	Average Energy Use by facility
impacts.	Attainment of HRT Transit Asset Management Plan action items
Effectively align and	Difference between agency-wide budget to actual (end-of-year)
manage resources and processes to maximize workplace productivity and achieve agency goals.	Differences between budgets and actual expenses by department
Demonstrate safe and	Percent of capital and operating budgets funded by different sources
sustainable business practices to ensure long-	Percent of auxiliary revenue target achieved
term viability.	Farebox recovery ratio
Continue to change and innovate collaboratively	Number of partnerships with business and community organizations
with our partners and stakeholders to improve service to customers.	Number of outreach events participated
Support an empowered workforce to strengthen	Number of cross-departmental work teams
core competencies and	Number of initiatives completed by work teams
generate efficiencies and innovation within Hampton Roads Transit.	Number of policies and procedures created or enhanced to improve job design, job satisfaction, and job performance
	Job acceptance to offer ratio
Be an employer of choice in the region and in the	Total number of employee referrals by year
in the region and in the industry.	Average tenure by employee type (operator, mechanic, ops supervision, administrative)
	Total number of applications received year over year
Inspire and invest in our	Number of workplace injuries
workforce and develop	Number of professional development training sessions held
future leaders.	Number of online university courses taken