To: Chair Bennett-Parker and the VRE Operations Board

From: Rich Dalton

Date: March 19, 2021

Re: Acceptance of Title VI Service Standards and Policies Monitoring Results

Recommendation:

The VRE Operations Board is asked to accept the results of the Title VI Service Standards and Policies Monitoring and forward them to the Potomac and Rappahannock Transportation Commission (PRTC) for inclusion in PRTC’s Title VI submittal.

Summary:

To safeguard against service design and operations that discriminate on the basis of race, color, or national origin, the Federal Transit Administration (FTA) requires transit systems to monitor and analyze the performance of their systems every three years relative to their system-wide service standards. VRE service meets or exceeds its standards for vehicle load, vehicle headway, service availability, and distribution of transit amenities and vehicle assignments. VRE did not meet its on-time performance goal on either line for the period monitored (FY20), but because the standard was not met on both lines there was no disparate impact on any particular protected class.

Background:

As prescribed in FTA Circular 4702.1B, “Title VI Requirements and Guidelines for Federal Transit Administration Recipients,” FTA requires transit providers to monitor the performance of their transit system relative to their system-wide service standards and service policies (e.g. vehicle load, vehicle assignment, transit amenities, etc.) every three years.
The results of VRE’s Service Standards and Policies Monitoring must be submitted as part of PRTC’s Title VI submittal to the FTA that is due in April 2021.

VRE staff has conducted the required monitoring, the results of which are attached along with the VRE Title VI Service Standards and Policies.

**Fiscal Impact:**

There is no fiscal impact to this action.
Virginia Railway Express
Operations Board Resolution

7A-03-2021

Acceptance of Title VI Service Standards and Policies Monitoring Results

WHEREAS, the Federal Transit Administration requires transit providers to monitor the performance of their transit system relative to their system-wide service standards and service policies; and,

WHEREAS, VRE must submit results of the monitoring of its system-wide service standards and service policies to the Potomac and Rappahannock Transportation Commission (PRTC) for inclusion in PRTC’s Title VI submittal to the FTA;

NOW, THEREFORE, BE IT RESOLVED THAT, the VRE Operations Board does hereby accept the results of the system-wide service standards and service policies monitoring; and,

BE IT FURTHER RESOLVED THAT, the results of the system-wide service standards and service policies monitoring shall be forwarded to the Potomac and Rappahannock Transportation Commission for inclusion in their Title VI submittal.

Approved this 19th day of March 2021

___________________________
Elizabeth Bennett-Parker
Chair

___________________________
James Walkinshaw
Secretary
VRE SYSTEM-WIDE SERVICE STANDARDS AND POLICIES

The Virginia Railway Express (VRE) System-Wide Service Standards and Policies address how service is distributed across the system and ensures services provided are fairly accessible to users. Service policies also ensure that service design and operations practices do not result in discrimination on the basis of race, color, or national origin.

These standards and polices are required by Federal law, as described in Federal Transit Administration (FTA) Circular 4702.1B, “Title VI Requirements and Guidelines for Federal Transit Administration Recipients”, which became effective October 1, 2012. The Circular requires any FTA recipient that operates 50 or more fixed route vehicles in peak service located in urbanized areas (UZA) of 200,000 or more people to develop service standards and policies that monitor performance of service every three years. The service standards and policies, as well as evidence of service monitoring, will become a portion of the Title VI Plan which is submitted to FTA every three years.

Required quantitative standards are compiled for vehicle load, vehicle headway, on-time performance, and service availability. Required service policies are composed for distribution of transit amenities and vehicle assignments. Additional standards or policies may be developed as appropriate.

SERVICE STANDARDS

A. Vehicle Load

Vehicle load or load factor is expressed as the ratio of passengers per vehicle or the ratio of passengers to the number of seats on a vehicle at the vehicle’s maximum load point. It is used to determine the extent of likely overcrowding, to assign equipment (e.g., number/type of rail cars), and to make subsequent adjustments by lengthening or shortening trains.

VRE’s goal is to not exceed the total number of seats available, plus allow no more than 15 standees per coach for the midweek average on any single train traveling through the maximum load point in the peak direction and hour. A maximum capacity factor of 1.11 per train has been designated to allow for up to 15 standees per passenger coach on VRE trains based on typical train sets currently being operated (Table 1).

Table 1: VRE Passenger Capacity by Train as of July 2020 (reduced service due to pandemic)

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<thead>
<tr>
<th>Fredericksburg Line</th>
<th>Total # of Seats</th>
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<tr>
<td>300 / 305</td>
<td>1045</td>
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<td>780</td>
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<td>314 / 310</td>
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<td>330/325</td>
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<td>332/335</td>
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Usually, VRE operates its trains in sets of four to eight cars to accommodate the level of ridership on each train. An eight-car train is the largest train set that VRE currently utilizes due to storage limitations in VRE storage yards. Train sets typically include a cab car and three to seven trailer coaches and at least one coach includes a bathroom. During the pandemic VRE reduced service to our “S” schedule, and later to the “S” plus an additional train on each line with sets of six to eight cars allowing for better social distancing. This new schedule is known as “S” Plus.

Reviews and adjustment of train sizes are considered when passenger capacity exceeds or falls below established volume points. Adjustments are also made to train length when a typical ridership is expected prior to a holiday, impending weather event or other special circumstance. Capacity guidelines may be relaxed during temporary surges in demand or for special event trains.

**B. Vehicle Headway**

Vehicle headway measures the amount of time between two successive vehicles traveling in the same direction on a given line or combination of lines. It is a general indicator of the level of service provided along a line or route. A shorter headway corresponds to more frequent service.

VRE peak headways are generally about 30 minutes for each line. VRE schedules peak service and determines vehicle headway based upon an analysis of ridership, commuter demand, the operating windows and slots allowed in the operating contract with its host railroads (i.e. Norfolk Southern for the Manassas Line, CSX Transportation (CSXT) for the Fredericksburg Line, the shared line between Alexandria and Washington, D.C. Union Station, and Amtrak for access to D.C. Union Station). Since VRE operates within a mixed traffic environment and shares the tracks with freight and Amtrak trains, the amount of time between any two trains is based on how those trains fit into the overall schedule. Train schedules also consider the merging of the Fredericksburg and Manassas Line trains, as well as other trains on the railroad, into one line at Alexandria.

VRE’s operating agreements also limit the ability of VRE to add service at will and/or expand its operating territory. The host railroad must approve any service additions or changes in schedule before they can be implemented. Currently, VRE trains operate primarily during the morning and evening peak travel periods in the peak direction of travel. The Manassas Line has some limited reverse-flow service that primarily serves to position equipment for subsequent peak service. Each line has one mid-day train departing the Washington, D.C. central business district.

**C. On-Time Performance**

On-time performance (OTP) is the measure of trips completed as scheduled. VRE’s OTP standard is that trains shall arrive at their final destination at or within five minutes of their scheduled arrival time and no revenue train is allowed to leave an intermediate station before it is scheduled to depart, unless noted otherwise on passenger timetables.

VRE’s fiscal year (FY) 2020 target for OTP is greater than 90%. VRE sets an annual target for OTP as part of its budget process. Factors considered in setting the target include operational safety, preventive maintenance scheduled for the right of way provided by the host railroad, ability to meet the current schedule factoring in VRE rolling stock reliability and efficiency testing, and projected impact on service because of weather or other variables.

VRE calculates OTP for each line and for the system as a whole. OTP is calculated as a percentage of on-time trains divided by the total scheduled revenue trains. Trains cancelled or annulled due to force majeure events (e.g., flooded right-of-way, government shutdown, etc.) are excluded from the calculation of OTP.
D. Service Availability

Service availability is a general measure of the distribution of routes within a transit provider’s service area. For a commuter rail agency, service availability can be defined as the number or density of residents who are potential riders within a certain driving distance of the stations.

VRE’s service area encompasses the nine Virginia jurisdictions that are served under the VRE Master Agreement: Arlington County, City of Alexandria, Fairfax County, Prince William County, City of Manassas, City of Manassas Park, Stafford County, City of Fredericksburg, and Spotsylvania County.

VRE operates trains along two lines that run within existing railroad rights-of-way. Currently, there are six origin stations along the Manassas line and nine origin stations along the Fredericksburg line. Origin stations are located two to 11 miles apart. The population of the catchment areas for the origin stations varies from 100,000 – 150,000 on the Manassas Line, and 50,000 – 125,000 on the Fredericksburg Line. System-wide, there are five destination stations. The destination stations are co-located with Metrorail stations providing VRE riders with access to the greater Washington, D.C. metro area.

VRE’s operating agreements with the host railroads, CSXT and Norfolk Southern, affect VRE’s ability to add service at will and/or expand its operating territory, including adding stations to a line or extending a Line. New stations or extensions are undertaken in cooperation and coordination with the local jurisdiction where the station or extension will be located. New stations or service extensions must be approved by the host railroad before they can be implemented.

Factors considered in determining service availability of new infill stations or service extensions include:

- Transit Demand/Ridership Potential
- Proximity to existing stations, both VRE and other regional transit hubs
- Operational Feasibility
- Passenger Transit Access
- Parking Availability
- Capital Funding Availability
- Community Impact
- Environmental Impact

SERVICE POLICIES

A. Vehicle Assignment

Vehicle assignment refers to the process by which transit vehicles are assigned to either line on the VRE system.

VRE’s locomotive fleet consists solely of standard four-axle diesel-electric locomotives with similar horsepower ratings, tractive effort, and appearance. As none of VRE’s territory is electrified using overhead catenary wire, there is no difference in propulsion power requirements throughout the system. All VRE locomotives were put into service in 2011 and are uniformly compatible with VRE’s passenger coach fleet. Locomotives are distributed based on need and positioning for service.

VRE’s passenger coach fleet consists of two types of coaches as indicated in Table 2. None of the passenger coaches are self-propelled. Coaches are not assigned to trains or routes specifically but are assigned as needed to the Manassas or Fredericksburg lines depending on demand/required seating capacity, routine and non-routine maintenance needs, and inspection cycles. The typical September 2020 (‘S’ Plus schedule) vehicle assignment is shown in Tables 2 and 3.

Table 2: Typical Fredericksburg Line Consists (September 2020)
### Table 3: Typical Manassas Line Consists (September 2020)

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GC = Gallery Cab  G = Gallery Coach

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**B. Distribution of Transit Amenities**

Transit amenities are items of comfort, convenience, and safety made available to VRE passengers making use of VRE trains and passenger stations.

All VRE coaches are equipped with onboard amenities such as heating and air conditioning; interior lighting; baggage racks; and public-address systems.

The U.S. Department of Transportation requires that transportation vehicles and transportation facilities be readily accessible and useable by individuals with disabilities consistent with the requirements of the Americans with Disabilities Act (ADA) and that access for individuals with disabilities is provided in the most integrated manner possible. That includes providing individuals who use wheelchairs access to all cars available in each train. All coaches purchased in the future will include onboard lifts.

All cab cars and approximately a third of the trailer coaches have bathrooms. Coaches are deployed among trains so that there is a minimum of one cab car and one trailer coach with a bathroom on each consist. Planned coach purchases to complete the fleet replacement program or expand the fleet will include bathrooms.

Amenities available at VRE stations include but are not limited to: benches; covered structures and/or platform canopies; informational amenities such as system maps, schedules/timetables, and public-address systems; intelligent transportation systems (e.g., electronic fare payment equipment and variable message/vehicle arrival information displays); elevators and escalators; waste containers; public telephones; and park-and-ride facilities.

There are two types of stations maintained by VRE: Autonomous VRE stations and Joint Use stations (see Table 4). Autonomous VRE stations were constructed by VRE for the primary purpose and use of accessing VRE train service. Generally, all autonomous VRE stations are provided the same set of amenities.

Joint-use stations also provide access to Amtrak service. Generally, joint-use stations existed prior to the formation of VRE and may contain amenities available to passengers that are not installed within...
autonomous VRE stations. In many cases, VRE has added amenities to the joint-use stations for VRE passengers to use through separate agreements.

While all VRE stations are ADA-compliant, for the purposes of ADA, the following VRE stations are designated key stations:

- Washington Union Station
- L'Enfant
- Crystal City
- Alexandria
- Woodbridge
- Fredericksburg
- Burke Centre
- Broad Run/Airport
- Spotsylvania

Table 4: VRE Station Amenities (as of September 2020)

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<th>Station</th>
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<th>Benc/Exterior Seating</th>
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<th>Rest Room</th>
<th>Elevator</th>
<th>Ped. Under/overpass Shelters</th>
<th>Platform Canopy</th>
<th>Signage/System Maps</th>
<th>Public Address System</th>
<th>Var Messaging</th>
<th>Ticket Vending</th>
<th>Waste Receptacle</th>
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RESULTS OF THE MONITORING PROGRAM

Per the Federal Transit Administration (FTA) Circular 4702.1B, VRE is required to monitor its performance using the quantitative Service Standards and qualitative Service Policies established for the VRE system. Monitoring and assessment of service is intended to compare service provided in areas with a percentage of minority population that exceeds the percentage of minority population in the service area, or “minority routes”, to service provided in areas with a percentage of minority populations that is below the percentage of minority population in the service area, or “non-minority routes”. However, since VRE only has two routes, i.e. the Fredericksburg Line and the Manassas Line, it is not possible to designate minority and non-minority routes. Monitoring was conducted for each route and for the system as a whole.

SERVICE STANDARDS

A. Vehicle Load

The maximum capacity factor designated for VRE trains is 1.11 under normal circumstances. During the pandemic, VRE is following guidance that allows approximately 45 seats to be used per 130 seats (the per car avg.). The tables below show the capacity factors for the VRE trains on four mid-week days in September 2020 using the 45 seat guidance. These capacity factors indicated there were seats for all passengers onboard that train.

Table 5

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<th>Pandemic Load Factor</th>
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<th>Pandemic Load Factor</th>
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<th>Seats</th>
<th>Pandemic Guidance Seats</th>
<th>Ridership</th>
<th>Pandemic Load Factor</th>
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</table>

**B. Vehicle Headways**

VRE peak headways were about 30 minutes for each Line. The current schedules are shown below and are available online at vre.org.

Due to the COVID-19 pandemic, VRE is operating at a reduced service level. Effective July 2020 the “S” schedule level is supplemented with Train 300 for the northbound commute and Train 307 for the southbound commute.
C. On-Time Performance

VRE’s OTP for FY 2020 is shown by each line and for the system as a whole in Table 9. The system’s Fiscal Year 2020 OTP was 82.54%, which was below the VRE Budget Goal of greater than 90%.

Table 9: On-Time Performance for Fiscal Year 2020

<table>
<thead>
<tr>
<th>FY 2020 OTP</th>
<th>Fredericksburg Line</th>
<th>Manassas Line</th>
<th>Combined</th>
<th>Service Days</th>
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<tbody>
<tr>
<td>Month</td>
<td>Number of Trains Operated</td>
<td>Number of Trains Delayed</td>
<td>OTP</td>
<td>Number of Trains Operated</td>
</tr>
<tr>
<td>Jul 2019</td>
<td>352</td>
<td>166</td>
<td>52.84%</td>
<td>350</td>
</tr>
<tr>
<td>Aug 2019</td>
<td>352</td>
<td>85</td>
<td>75.85%</td>
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<tr>
<td>Sep 2019</td>
<td>320</td>
<td>62</td>
<td>80.63%</td>
<td>318</td>
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<td>Oct 2019</td>
<td>352</td>
<td>66</td>
<td>81.25%</td>
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<tr>
<td>Nov 2019</td>
<td>296</td>
<td>51</td>
<td>82.77%</td>
<td>292</td>
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<tr>
<td>Dec 2019</td>
<td>296</td>
<td>29</td>
<td>90.20%</td>
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</tr>
<tr>
<td>Jan 2020</td>
<td>336</td>
<td>42</td>
<td>87.50%</td>
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</tr>
<tr>
<td>Feb 2020</td>
<td>304</td>
<td>27</td>
<td>91.12%</td>
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</tr>
<tr>
<td>Mar 2020</td>
<td>264</td>
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<td>92.05%</td>
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<tr>
<td>Apr 2020</td>
<td>176</td>
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<td>93.18%</td>
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<td>May 2020</td>
<td>160</td>
<td>10</td>
<td>93.75%</td>
<td>160</td>
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<tr>
<td>Jun 2020</td>
<td>176</td>
<td>7</td>
<td>96.02%</td>
<td>176</td>
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<tr>
<td>YTD Average</td>
<td>3384</td>
<td>578</td>
<td>82.92%</td>
<td>3376</td>
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</table>
D. Service Availability

VRE has defined catchment areas for each origin station based on data collected through customer surveys on the home locations of riders. The populations of the catchment areas for VRE’s origin stations, as well as the percentage of minority population, are shown in Table 10. Fredericksburg Line stations are shown in red and Manassas Line stations are shown in blue. While the overall population and minority percentage for each Line are similar, station catchment areas vary widely throughout the system.

Table 10: VRE Station Catchment Area Population Characteristics

<table>
<thead>
<tr>
<th>Origin Station</th>
<th>Distance to Next Station (miles)</th>
<th>Catchment Area 2010 Population</th>
<th>Catchment Area Minority %</th>
<th>Difference from System Wide Average</th>
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<td>Spotsylvania Terminus</td>
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<tr>
<td>Fredericksburg</td>
<td>7.0</td>
<td>121,643</td>
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<td>Leeland Road</td>
<td>3.8</td>
<td>67,626</td>
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<td>Brooke</td>
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<td>72,573</td>
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<td>-12%</td>
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<td>80,766</td>
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<td>2%</td>
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<tr>
<td>Rippon</td>
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<td>101,695</td>
<td>66%</td>
<td>20%</td>
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<td>104,861</td>
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<td>Broad Run Terminus</td>
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<td>132,107</td>
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<td>Manassas</td>
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<td>149,312</td>
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<td>4%</td>
</tr>
<tr>
<td>Manassas Park</td>
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<td>4%</td>
</tr>
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</tr>
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<td>Backlick Road</td>
<td>4.0</td>
<td>119,059</td>
<td>54%</td>
<td>7%</td>
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Fredericksburg Line Origins: 608,522 46.6% 0.3%
Manassas Line Origins: 777,059 45.9% -0.4%
System Wide: 1,385,581 46.3%

2 Based on Metropolitan Washington Council of Governments Round 8.2 Land Use Forecasts
3 Based on U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates
E. Vehicle Assignment

VRE does not assign locomotives or coaches to trains or routes specifically. Equipment is assigned as needed to the Manassas or Fredericksburg lines depending on demand/required seating capacity, routine and non-routine maintenance needs, and inspection cycles. Consists for three mid-week days in September 2020 are shown below.

Table 11: September 15, 2020

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Crossroads

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Table 12: September 16, 2020

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F. Distribution of Transit Amenities

VRE makes transit amenities available to VRE passengers to the greatest extent feasible to support their comfort, convenience, and safety on VRE trains and passenger stations. VRE strives to maintain existing amenities in good repair and installs additional amenities as the need arises.