

## **BACKGROUND**

An important element in the success of any organization is a clear and concise set of goals and the performance measures and standards needed to attain them. This can be particularly important for a public transit agency, for several reasons:

- ♦ Transit goals can be inherently contradictory. For instance, the goal of maximizing cost effectiveness can tend to focus services on the largest population centers, while the goal of maximizing the availability of public transit services can tend to disperse services to outlying areas. To best meet its overall mission, a public transit agency must therefore be continually balancing the trade-offs between goals. Adopting policy statements also allows a discussion of community values regarding transit issues that is at a higher level of discussion than is possible when considering case-by-case individual issues.
- ♦ As a public entity, a public transit organization is expending public funds, and therefore has a responsibility to provide the public with transparent information on how funds are being spent and how well it is doing in meeting its goals. Funding partners also have a responsibility to ensure that funds provided to the transit program are being used appropriately. The transit organization therefore has a responsibility to provide information regarding the effectiveness and efficiency by which public funds are being spent.
- ♦ An adopted set of goals and performance standards helps to communicate the values of the transit program to other organizations, to the public, and to the organization staff.

To date, EDCTA has not developed a consistent and comprehensive set of policy statements. The EDCTA adopted mission statement is:

*“To provide effective public transit, coordinate transit services, reduce vehicle miles traveled on the western slope of El Dorado County and actively support reduction emissions to improve air quality.”*

In addition, the single adopted goal of the EDCTA is:

*“To provide safe, reliable, courteous, attractive, and comfortable public transit.”*

This chapter presents recommended goals, objectives, and standards, specific to the EDCTA service area. The need for these policy statements is also a finding of the FY 2004/06 Triennial Performance Audit of El Dorado County Transit Authority. This chapter first presents a review of existing policy statements, both adopted by EDCTA as well as by other organizations (such as EDCTC) that address transit issues in Western El Dorado County. Recommended policy statements are then presented.

## **REVIEW OF EXISTING ADOPTED GOALS**

Several planning documents, as discussed in Chapter 2 of this document, provide existing adopted policy statements with regards to transit services. The following is a selection of noteworthy goals from various documents.

## **El Dorado County Regional Transportation Plan 2025**

The current Regional Transportation Plan, adopted by EDCTC in 2005, cites the following goals:

- ♦ Provide and maintain a safe, efficient and convenient countywide roadway system that meets the travel needs of people and goods through and within the region.
- ♦ Promote effective, convenient, and desirable public transit for residents of and visitors to El Dorado County.
- ♦ Provide for the safe and efficient movement of goods through and within El Dorado County.
- ♦ Provide a safe, convenient, and efficient non-motorized transportation system which is part of a balanced overall transportation system.
- ♦ Promote the use of alternative transportation to reduce the negative impacts of single-occupant vehicle travel.
- ♦ Secure maximum available funding and pursue new sources of funds for maintenance, expansion, and improvement of transportation facilities and services.

## **El Dorado County General Plan**

- ♦ To plan for and provide a unified, coordinated and cost-efficient countywide road and highway system that ensures the safe, orderly and efficient movement of people and goods.
- ♦ To coordinate planning and implementation of roadway improvements with new development to maintain adequate levels of service on County roads.
- ♦ To promote a safe and efficient transit system that provides service to all residents, including senior citizens, youths, the disabled, and those without access to automobiles that also helps to reduce congestion and improves the environment.
- ♦ To reduce travel demand on the County's road system and maximize the operating efficiency of transportation facilities, thereby reducing the quantity of motor vehicle emissions and the amount of investment required in new or expanded facilities.
- ♦ To provide a safe, continuous and easily accessible non-motorized transportation system that facilitates the use of the viable alternative transportation modes.

## **El Dorado County Area Agency on Aging Area Plan Update 2007-2008**

- ♦ Provide a comprehensive array of community services designed to improve the quality of life and to maintain seniors and functionally impaired adults in the home and/or community.
- ♦ Advocate for the expansion of transportation services for seniors.
- ♦ The Senior Nutrition Program will collaborate with the Cameron Park Community Services District to help plan and design a new community center to be constructed adjacent to the library.

- ♦ Advocate for the expansion of public transportation services to the new Cameron Park Community Center.
- ♦ Explore the possibility of bringing a volunteer-supported transportation system modeled after the SLT and Placerville program.
- ♦ Volunteer coordinator will expand the volunteer-supported Senior Shuttle to include one additional service area and one additional day of service.

### **Sacramento Regional Metropolitan Transportation Plan**

This plan, adopted by the Sacramento Area Council of Governments in 2006, identifies the following goals pertinent to transit services provided by EDCTA:

- ♦ Develop a fully-integrated, multi-modal transportation system to serve as a catalyst to enhance the quality of life enjoyed by the current and future residents of the Sacramento Region.
- ♦ Improve access to goods, jobs, services, housing, and other destinations. Provide mobility for people and goods throughout the region, in a safe, affordable, efficient, and convenient manner.
- ♦ Develop a transportation system and related strategies that contribute to achieving healthy air in the region.
- ♦ Provide affordable, convenient, safe, and integrated travel choices.
- ♦ Enhance the economic vitality of our region by efficiently and effectively connecting people to jobs, goods, and services, and by moving goods within our region and beyond with an integrated multi-modal freight system.
- ♦ Pursue a transportation system that addresses the needs of all people in all parts of the region and assure that impacts of the transportation projects don't adversely affect particular communities disproportionately.
- ♦ Influence land use policies to improve access to jobs, services, and house to everyone in the region by using market forces and the regulatory process.
- ♦ Develop the transportation system to promote and enhance environmental quality for present and future generations.

### **Transportation Development Act**

The California Transportation Development Act (TDA) sets a minimum "farebox return ratio" for each public transit organization using TDA funds (under specific articles of the TDA). Put simply, the farebox return ratio is the ratio of the operating income (largely fare revenues) divided by the non-capital expenses. For El Dorado County, the TDA requires a minimum farebox return ratio of 10 percent (below which a portion of TDA funds would be withheld). It should be noted that new transit services in rural areas are expressly eligible under TDA law for exemption from the minimum 10 percent farebox recovery ratio during the first two years of service. Also, the TDA only requires this ratio to be maintained for the transit system as a whole, rather than on an individual service or route basis. As TDA does not provide any requirements or guidance beyond this single systemwide ratio, establishment of specific transit services performance measures is very much a matter of local discretion.

## **RECOMMENDED GOALS, PERFORMANCE MEASURES, AND STANDARDS**

The following goals, performance measures, and standards are designed to reflect the adopted policy statements of the region. Goals establish general direction for policies and operation and are value-driven providing long-range perspective. Standards are quantifiable observable measures that reflect achievement of the goals. The performance measures provide the mechanism for judging whether or not the standards have been met.

Five major goals are identified: a service efficiency goal (reflecting efficient use of financial resources), a service effectiveness goal (reflecting effectiveness in serving passengers), a service quality goal, an accessibility goal, and a planning and management goal. Reflecting the very different service environment and expectations, these policy statements are developed independently for the following EDCTA services:

- ♦ Commuter services
- ♦ Local route services (local fixed-route and route-deviation services in the US 50 Corridor, including the IPC)
- ♦ DAR services
- ♦ Rural services

Contract services (such as the M.O.R.E. service) are not covered by this discussion, as the service standards are addressed in the individual contract agreements. In addition, the SAC-MED service is not considered, as it is a specialized service providing for specific medical needs.

Standards are provided as appropriate, based upon observed performance of similar transit systems in California, as well as the existing performance of EDCTA transit services. Goals, performance measures and standards specific to each type of service are presented in Table 42 along with EDCTA quantitative results for FY 2006/07 where applicable. Areas where EDCTA did not meet the standard in FY 2006/07 are shaded in blue. Data was not available for all performance measures.

### **Service Efficiency Goal**

To maximize the level of services that can be provided within the financial resources associated with the provision of transit services. The standards should not be strictly applied to new routes for the first two years of service, so long as 60 percent of standard is achieved after one full year of service and a favorable trend is maintained.)

#### Commuter Services

These standards apply to the Sacramento Commuter/Reverse Commuter service (considered as a whole), and would be applied to any future new service west of Folsom.

**Farebox Recovery Ratio Standard** – The ratio of farebox income to operating costs should meet or exceed 50 percent.

**Subsidy Standard** – The public operation/administrative subsidy per passenger-trip for service should not exceed \$3 (in FY 2007/08), based on both industry standards and existing transit system goals. This standard should be adjusted annually to account for inflation.

**TABLE 42: Western El Dorado County Goals and Standards for Transit Service**

Fiscal Year 2006-07 Results

█ = Does Not Meet Standard

Service	Performance Measure		Service Efficiency Goal	Service Effectiveness Goal	Service Quality Goal							
	Operating Farebox Return Ratio Standard (Minimum) <sup>(1)</sup>	Operating Subsidy Per Passenger-Trip Standard (Maximum) <sup>(1)</sup>	Operating Subsidy Per Passenger-Trip Standard (Minimum) <sup>(1)</sup>	Passenger-Trips per Vehicle Service Hour (Minimum)	Passenger Amenity Standard (Shelters & Seating)	Service Availability Standard	On-Time Performance Standard (Minimum % of Trips On-Time)	Missed Trips (Maximum)	In-Vehicle Travel Time (Maximum)	Service Headway Standard (Minimum)	Trip Denial Standard	
<b>Commuter Services</b>												
<b>Standard</b>	<b>50.0%</b>	<b>\$3.00</b>	<b>10.0</b>	<b>10.0</b>	<b>Seating &gt;= 5 psgrs/day</b>	<b>Shelter &gt;= 10 psgrs/day</b>	<b>Serve Employment Centers That Can Meet Other Goals?</b>	<b>90%</b>	<b>1%</b>	<b>Less Than 3 Times Auto Travel Time</b>	<b>N/A</b>	<b>N/A</b>
Sacramento Commuter/Reverse Commute	63.2%	\$2.65	14.5	No	No	No	Yes	N/A	N/A	Yes	N/A	N/A
<b>Local Route Services</b>												
<b>Standard</b>	<b>10.0%</b>	<b>\$15.00</b>	<b>5.0</b>	<b>5.0</b>	<b>Seating &gt;= 5 psgrs/day</b>	<b>Shelter &gt;= 10 psgrs/day</b>	<b>Service Within 1/4 Mile of 85% of Residents?</b>	<b>90% for Fixed-Routes, 80% for Deviated Fixed-Routes</b>	<b>1%</b>	<b>Less Than 3 Times Auto Travel Time</b>	<b>60 Minutes</b>	<b>N/A</b>
Cameron Park/ FLC	10.6%	\$12.82	6.5	--	--	--	--	N/A	N/A	Yes	Yes	N/A
Diamond Springs / FLC	11.5%	\$10.50	7.1	--	--	--	--	N/A	N/A	Yes	Yes	N/A
Placerville East/ West	17.9%	\$6.71	10.9	--	--	--	--	N/A	N/A	No (1)	Yes	N/A
Placerville Express	1.9%	\$15.21	5.8	--	--	--	--	N/A	N/A	Yes	Yes	N/A
Pollock Pines	12.4%	\$12.18	7.2	--	--	--	--	N/A	N/A	Yes	Yes	N/A
Iron Point Connector	4.0%	\$53.49	1.8	--	--	--	--	N/A	N/A	Yes	No	N/A
Total Local Routes	10.7%	\$11.73	7.1	No	No	No	No	N/A	N/A	Yes	No	N/A
<b>Rural Services</b>												
<b>Standard</b>	<b>5.0%</b>	<b>\$35.00</b>	<b>2.5</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>90%</b>	<b>1%</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
Grizzly Flat	7.6%	\$30.71	3.0	N/A	N/A	N/A	N/A	N/A	N/A	Yes	N/A	N/A
South County	1.3%	\$89.59	1.1	N/A	N/A	N/A	N/A	N/A	N/A	Yes	N/A	N/A
<b>Demand Response Services</b>												
<b>Standard</b>	<b>N/A</b>	<b>N/A</b>	<b>2.0</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>Service Within 3/4 Mile of Fixed-Routes?</b>	<b>95%</b>	<b>1%</b>	<b>75% of Trips within 45 min, 100% Within 60 min</b>	<b>N/A</b>	<b>No Pattern of ADA Denials</b>
Dial-A-Ride	N/A	N/A	2.4	N/A	N/A	N/A	Yes	N/A	N/A	Yes	N/A	Yes

Note 1: While the Placerville Express route does not attain this standard for service across Placerville, in combination with the Placerville East/West routes this standard is attained for the Placerville local route system as a whole.

### Local Route Services

These standards apply to the local routes (both deviated and fixed) that serve the US 50 Corridor, including the IPC.

Farebox Recovery Ratio Standard – The ratio of farebox income to operating costs should meet or exceed 10 percent.

Subsidy Standard – The public operation/administrative subsidy per passenger-trip for service should not exceed \$15 in FY 2007/08, based on industry standards and recent experience. This standard should be adjusted annually to account for inflation.

In FY 2006/07 the Placerville Express and IPC routes did not meet these standards. It should be noted that in combination with the Placerville East/West routes the farebox and subsidy standards are attained for the Placerville local route system as a whole.

### Rural Services

These standards apply to the existing South County and Grizzly Flat services, as well as any future services outside of the US 50 Corridor in El Dorado County. It is recognized that rural services are inherently less effective than services in more populated areas.

Farebox Recovery Ratio Standard – The ratio of farebox income to operating costs should meet or exceed 5 percent.

Subsidy Standard – The public operation/administrative subsidy per passenger-trip for shuttle service should not exceed \$35 in FY 2007/08. This is a realistic standard, based on the inherent financial challenges of providing rural service. This standard should be adjusted annually to account for inflation.

The South County route did not meet these standards in FY 2006/07.

### **Service Effectiveness Goal**

To maximize the ridership potential of EDCTA service. (The standards should not be strictly applied to new routes for the first two years of service so long as 60 percent of standard is achieved after one year and a favorable trend is maintained.)

### All Services

Improvement in Effectiveness Standard – Increase ridership productivity by at least 3 percent annually for each service component.

### Commuter Services

Service Effectiveness Standard – Serve a minimum of 10 passenger-trips per vehicle service hour.

### Local Route Services

Service Effectiveness Standard – Serve a minimum of 5 passenger-trips per vehicle service hour. The IPC did not meet this standard in FY 2006/07.

## Rural Services

Service Effectiveness Standard – Serve a minimum of 2.5 passenger-trips per vehicle service hour. The South County route did not meet this standard in FY 2006/07.

## Demand Response Services

Service Effectiveness Standard – Serve a minimum of 2 passenger-trips per vehicle service hour.

## **Service Quality Goal**

To provide safe, reliable, and convenient transit services.

## All Services

Passenger Load Standard – For passenger safety and comfort, vehicles should be sized and the transit service operated to limit typical peak loads to the seating capacity. Standing loads shall be limited to a maximum of 20 percent of daily runs.

Regional Connectivity Standard – Local service should be provided within one block of all regional transit transfer locations and intercity bus/rail stops. EDCTA marketing materials shall provide information sources regarding connecting services. Passenger facilities should be improved to enhance regional public transportation connections. EDCTA services meet this standard.

Accident Standard – Maintain a minimum of 50,000 miles between preventable collision accidents and 25,000 miles between all types of accidents. EDCTA does not record the mileage between accidents but a review of accident summaries over the last three years indicated that EDCTA generally meets this standard.

Maintenance Standard – Maintain a minimum of 10,000 miles between roadcalls. The EDCTA fleet does not always meet this standard.

Preventive Maintenance Standard – 100 percent of preventative maintenance actions should be completed within 500 miles of schedule. EDCTA generally meets this standard.

Vehicle Standard – Vehicles should be replaced at the end of their useful lives and according to FTA guidelines. The average fleet age should be no more than six years. EDCTA has several vehicles which are due for replacement. The average age of the fleet is 4.76 years.

Vehicle Cleanliness Standard – The outside of all vehicles in regular use shall be washed at least weekly, except when water use restrictions are in effect. Inside, spot cleaning and trash removal shall be conducted at least daily.

Passenger Complaint Standard – Passenger complaints shall be less than 1 per 5,000 passenger-trips (fixed-route) and less than 1 per 3,000 passenger-trips (demand-response). Management response should be provided to all complaints within one working day. EDCTA typically responds to complaints within one business day.

Training Standard – All services shall be provided by trained, courteous, respectful employees, who are sensitive to the needs of passengers.

## Commuter Services

These standards can be applied specifically to the Sacramento and Reverse Commuter routes as shown in Table 42.

Passenger Amenity Standard – Shelter should be provided at all transit stops serving 10 or more passengers per day within Western El Dorado County. Seating should be provided at all transit stops serving 5 or more passengers per day within Western El Dorado County. Under this standard, the Ponderosa, Rodeo, and El Dorado County Fairgrounds Park-and-Rides should have shelters.

Service Availability Standard – Provide transit service to employment centers that can support commuter service consistent with the service efficiency and effectiveness goals.

On-Time Performance Standard – 90 percent of all trips should be operated “on-time,” defined as not early, and no more than 5 minutes late.

Missed Trips Standard – The proportion of runs not operated or more than 15 minutes late should be no more than 1 percent.

Travel Time Standard – Transit travel should take no longer than 3 times the equivalent automobile trip during peak commute times.

## Local Route Services

Passenger Amenity Standard – Shelter should be provided at all transit stops serving 10 or more passengers per day within Western El Dorado County. Seating should be provided at all transit stops serving 5 or more passengers per day within Western El Dorado County. If this standard were applied to EDCTA, an additional 7 shelters and 5 benches would be required.

Service Availability Standard – Provide transit service to residential areas, major medical, shopping, government, employment centers, and activity centers that can support route service. The local route system shall be designed such that 85 percent of the population of urbanized areas is within one-fourth mile of a fixed-route or within the service area of a deviated fixed-route or general public DAR service.

On-Time Performance Standard – 90 percent of all fixed-route trips and 80 percent of all deviated fixed-route trips should be operated “on-time,” defined as not early, and no more than five minutes late. Performance shall be measured at the route terminus, though evaluation of on-time performance at intermediate time points is encouraged if an on-time issue is identified.

Missed Trips Standard – The proportion of runs not operated or more than 15 minutes late should be no more than 1 percent.

Travel Time Standard – Transit travel should take no longer than 3 times the equivalent automobile trip during peak commute times.

Service Frequency Standard – Provide scheduled service with a maximum headway of 60 minutes in both directions along each route; strive to provide 30-minute headways where cost-effective in order to improve service quality.

Bus Stop Spacing Standard – Buses should serve approximately 4 to 6 bus stops per mile in developed areas.

#### Rural Services

On-Time Performance Standard – 90 percent of all trips should be operated “on-time,” defined as not early, and no more than 10 minutes late.

Missed Trips Standard – The proportion of runs not operated or more than 15 minutes late should be no more than 1 percent.

#### Demand Response Services

Service Availability Standard – Provide demand response service to all areas within three-fourth’s mile of fixed-route service, per the requirements of the ADA.

On-Time Performance Standard – 95 percent of all scheduled pick-ups should be provided “on-time,” defined as no more than 10 minutes late.

Missed Trips Standard – The proportion of runs not operated or more than 30 minutes late should be no more than 1 percent.

In-Vehicle Travel Time Standard – 75 percent of passengers should reach their destinations within 45 minutes and 100 percent within 60 minutes.

Trip Denial Standard – No pattern of trip denials to ADA eligible passengers shall exist due to vehicle unavailability. Reschedule denied trips where possible.

#### **Accessibility Goal**

To provide a transit system that is accessible to the greatest number of persons while maintaining the productivity of the system.

Service Area Standard – Maximize the area provided with transit service while maintaining minimum farebox return standards.

Vehicle Accessibility Standard – Maintain a fully wheelchair-accessible transit fleet.

ADA Goal – Fully meet the requirements of the ADA.

#### **Planning and Management Goal**

To evaluate strategies which help management maximize productivity while meeting the transit needs of the community and develop a transit program that supports comprehensive planning goals.

Planning Standard – Short Range Transit Plans shall be updated at a minimum of every four years.

Service Monitoring Standard – Monitoring reports on the effectiveness and efficiency of transit service will be collected and reviewed monthly.

Transportation Development Act Standard – The requirements of the Transportation Development Act shall be fully met, particularly with regard to addressing those unmet transit needs of the community that are “reasonable to meet.”

Land Use Planning Standard – Development proposals shall be reviewed with the El Dorado County Development Services Department and City of Placerville Community Development Department to assess the effects of development on transit service, and to encourage land development that is compatible with transit service. In addition, roadway modification plans along existing or planned transit service routes shall be reviewed by transit staff.

Coordination Standard – On at least a quarterly basis, potential coordination opportunities with all other public transportation providers in the service area shall be reviewed to ensure convenient connections between services and to avoid unnecessary duplication of service.

Marketing Standard – Marketing efforts shall be conducted to ensure that all service area residents are aware of EDCTA services. Targeted marketing efforts shall be conducted for high-potential groups, including elderly, disabled, and low-income residents. A minimum of 2 percent (and preferably 3 percent) of total annual operating/administrative budget should be expended on marketing efforts. Up-to-date schedules and route maps should be conveniently available to the public at all times.

Administrative Cost Standard – Administrative costs should be 15 percent or less of total operating costs.