

## Chapter 4

# Goals and Standards

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*Presented in this chapter are: the City of Folsom Vision, Mission and Core Values followed by the goals and performance measures identified in the City of Folsom Strategic Plan that was developed in 2003, and included in the “Transportation and Traffic” category. Specific transit goals and standards by service type as well as standards and performance measures applicable to all Folsom Stage Line services, and the performance indicators, findings, and recommendations from the City of Folsom’s Triennial Performance Audit that was completed in May 2004 are also included in this chapter*

### **City of Folsom Vision, Mission and Core Values**

The City of Folsom’s service to its citizens is guided by the City’s vision, mission and values.

#### **Vision**

The City of Folsom strives to be a role model and regional leader that blends its rich historical roots and diverse recreational and business resources into a great community.

#### **Mission**

The City of Folsom will provide a safe, healthy and vibrant community through innovative, responsive, and effective delivery of public services to maintain and enhance the quality of life of our residents.

#### **City Council Mission**

The Folsom City Council exists to provide responsible leadership to:

- An empowered and accountable City Manager by establishing policy direction and financial oversight required for long term viability; and
- Residents and businesses of Folsom through sound decision-making in our quest to provide for public health, safety, and quality of life.

#### **Core Values**

The City has adopted six core values pertaining to: integrity, professionalism, teamwork, trust and respect, innovation, and workplace choice. The City’s core values are included in *Appendix A-8*.

#### **Goals**

The City established eight strategic goals that outline the direction the city needs to follow in order to achieve its mission and fulfill its vision. One of the goals pertains to transportation and traffic: *“Provide transportation services that will meet mobility needs, maintain existing transportation infrastructure, and provide mitigation programs to reduce traffic impacts on neighborhoods.”* Goal 4 (Transportation and Traffic) includes thirteen potential strategies and actions that pertain to or would have an impact on the City’s Folsom Stage Line transit services, that are listed in *Table A-13 in Appendix H*.

## Transit Goals and Performance Measures

The City of Folsom's transit system is a key component in the City's mission, vision and goals and will provide the service program to offer Folsom residents a full range of transit choices and to assist those residents with limited transportation options to meet their mobility needs. Evaluation of the performance of any transit systems requires setting realistic goals and establishing measurable standards. Five major goals are identified below: service efficiency, service effectiveness, service quality, accessibility, and planning and management. One or more standards have been established for each goal. Standards are provided, based upon observed performance of similar transit systems in California, as well as the existing performance of Folsom Stage Line transit services. The standards may vary depending on the types of service provided (e.g. fixed-route, demand-response).

- **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 year and a favorable trend is maintained.)*
- **Service Effectiveness Goal** – To maximize the ridership potential of Folsom Stage Line 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.)*
- **Service Quality Goal** – To provide safe, reliable, and convenient transit services.
- **Accessibility Goal** – To provide a transit system that is accessible to the greatest number of persons while maintaining the productivity of the system.
- **Planning and Management Goal** – To evaluate strategies that help management maximize productivity while meeting the transit needs of the community and develop a transit program that supports comprehensive planning goals.

The goals and standards applicable to the different types of service provided by Folsom Stage Line are presented in *Table 30*. The goals and standards applicable to all Folsom Stage Line services are listed in *Table 31*. Folsom Stage Line Goals, Objectives, Performance Measures, Standards and Monitoring Methods included in the Folsom Short-Range Transit Plan updated August 1999 are included in *Appendix H*.

**TABLE 30: Folsom Stage Line Goals and Standards by Service Type**

Standard	Description	Local Fixed-Route	Commuter LRT Feeder	Demand Response (Dial-A-Ride)	Flexible-Fixed (Off-Route Deviations)
<b>SERVICE EFFICIENCY GOAL</b>					
Farebox Recovery Ratio (minimum)	Ratio of operating farebox revenue to operating costs	20%	30%	10%	10%
Subsidy (maximum)	Operating subsidy per passenger-trip	TBD <sup>1</sup>	TBD <sup>1</sup>	TBD <sup>1</sup>	TBD <sup>1</sup>
Deviation	Off-route	N/A	N/A	3/4-mile	3/4-mile
<b>SERVICE EFFECTIVENESS GOAL</b>					
Ridership Productivity	x passengers per vehicle revenue hour (minimum)	12 (current) TBD <sup>1</sup>	20 (current) TBD <sup>1</sup>	6 (current) 4	6 (current) 4
<b>SERVICE QUALITY GOAL</b>					
On-Time Performance	Zero percent of trips that are not early, and x percent of trips that are no more than 3 minutes late	95%	95%	95%	90%
Missed Trips	x percent of trips that are not operated, or more than 15 minutes late	1%	1%	0%	1%
Service Frequency	x minutes between each trip (maximum)	60	30	N/A	Hourly
Trip or Deviation Denial		N/A	N/A	0% for ADA trips;	2 per run
Bus Stop Spacing	x number of bus stops per mile	4 to 5	2 to 3	N/A	N/A
In-Vehicle Travel Time	x percent of passengers to reach destinations within x minutes	TBD <sup>1</sup>	TBD <sup>1</sup>	75% within 45 minutes; 100% within 60 minutes	TBD <sup>1</sup>
<b>ACCESSIBILITY GOAL</b>					
Service Availability	Within x-mile of y % of residents	Within 1/4-mile of 85% of residents	Within 1/2-mile of 90 % of working residents	Within 3/4-mile of fixed routes	Within 3/4-mile of fixed routes
Service Area	Residential areas with 7 or more units/acre	Within 1/4-mile	Within 1/2-mile	N/A	N/A
	Residential areas with less than 7 units/acre	Within 1-mile	Within 1-mile	N/A	N/A
<i>Note: <sup>1</sup>To Be Determined – This component of the goals and standards will be developed during the first 21 months of new service design.</i>					

**TABLE 31: Standards and Performance Measures Applicable to All Folsom Stage Line Services**

<b>Standard</b>	<b>Performance Measure</b>
<b>ACCESSIBILITY GOAL</b>	
ADA Compliance	Transit system shall fully meet requirements of the Americans with Disabilities Act.
Vehicles	Maintain a transit fleet that is 100% wheelchair-accessible with working lifts or low-floor boarding and working securement devices.
<b>SERVICE EFFECTIVENESS GOAL</b>	
Ridership Productivity	Increase ridership productivity by at least 2.0 percent annually for each service type.
<b>SERVICE QUALITY GOAL</b>	
Accident	Maintain a minimum of 100,000 miles between preventable collision accidents.
Bus Stop Amenity	Shelter should be provided at all transit stops service 15 or more passengers per day. Seating should be provided at all transit stops serving 5 or more passengers per day.
Bus Stop Safety	Scheduled stops should only be made at signed locations.
Customer Satisfaction (Passenger Complaints)	Passenger complaints shall be less than 1 per 5,000 passengers (fixed-route) and less than 1 per 3,000 passengers (demand-response). Management response should be provided to all complaints within one working day.
Passenger Load	Limit standing loads to a maximum of 20 percent of daily runs.
Regional Connectivity	Reciprocal transfer arrangements should be implemented between all connecting service providers (i.e., Sacramento Regional Transit, El Dorado Transit, Roseville Transit, Paratransit, Inc.) Local service should be provided within one block of all regional transit transfer locations and intercity bus/rail stops. Passenger facilities should be improved to enhance regional public transportation connections.
Training	All services should be provided by trained, courteous, respectful employees, who are sensitive to the needs of passengers. All drivers shall receive sensitivity and customer relations training within one month of date of hire, and refresher training on an annual basis, but no longer than bi-annually.
Travel Time	Transit travel for a one-way trip from origin to destination (including transfers) should take no longer than three times the equivalent automobile trip during peak commute times.
Vehicle Maintenance	Maintain a minimum of 10,000 miles between roadcalls.
Vehicle Preventive Maintenance	100 percent of preventative maintenance should be completed within 500 miles of schedule.
Vehicle Replacement	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.

**TABLE 31: Standards and Performance Measures Applicable to All Folsom Stage Line Services**

<b>Standard</b>	<b>Performance Measure</b>
<b>PLANNING AND MANAGEMENT GOAL</b>	
Service Planning	Short-Range Transit Plan shall be updated every five to seven years.
Service Monitoring	Service data shall be collected on a daily basis and service monitoring reports shall be prepared on a monthly, quarterly, and annual basis.
On-Board Survey	On-Board passenger surveys should be conducted, at a minimum, as part of the SRTP process, and within six months of implementation of a new service.
TDA	The requirements of the Transportation Development Act shall be fully met, particularly with regard to addressing unmet transit needs of the community that are “reasonable to meet.”
Marketing and Community Outreach	Marketing and community outreach efforts shall be conducted on an on-going basis to ensure that all service area residents are aware of Folsom Stage Line services. Target marketing efforts shall be conducted for high-potential transit ridership groups, including elderly, disabled, low-income residents, students under age 16 and students attending Folsom Lake Community College.
Coordination with Other Public Transportation Providers	Potential coordination opportunities with all other public transportation providers within the service area shall be reviewed quarterly to ensure convenient connections between services to minimize service duplication. 80 percent of connections shall be within 10 minutes.
Land Use Planning	Development proposals shall be reviewed with the Community Development Department to assess the transit service impacts, and to encourage land development that is compatible with transit service. Additionally, transit staff should be consulted regarding proposed changes in land use ordinance and design standards.
Air Quality	The potential to reduce air quality impacts of public transit operations shall be reviewed on an on-going basis with the regional air quality district. Alternative fuel options shall be considered for fleet replacement.
Administrative Cost	Administrative costs should be 15 percent or less of total operating costs.
Operating Cost	Annual increase in cost per vehicle revenue hour shall be less than 90 percent of the Consumer Price Index.

## Triennial Performance Audit

SACOG administers the triennial performance audits of all the transit operators in the SACOG six-county region. The two major purposes of the performance audit are: 1) to provide management and policy makers with constructive and practical recommendations for transit service improvements, and 2) to conduct an independent, objective evaluation of the efficiency and effectiveness of the public transit service provided by the transit operator.

**Efficiency** is the relationship between cost or resource usage and the level of service provided. Major costs or resources include operator labor, maintenance labor, vehicle parts, and fuel.

**Effectiveness** is concerned with consumed output of the system's operations measured in terms of: 1) accessibility of area residents to the system, 2) degree to which the service is used, and, 3) degree to which the transit system meets community transit needs and goals. The City of Folsom's most recent triennial performance audit was performed in May 2004 for the three-year period for fiscal years 2000-01 through 2002-03. Following is a summary of the auditor's performance indicators, findings, and recommendations.

### TDA Performance Indicators

Transit Development Act (TDA) regulations require that transit systems that are recipients of TDA funding report five performance indicators for each mode of operation (PUC Code 99246). These five performance indicators are:

- 1) Total Operating Cost Per Passenger
- 2) Total Operating Cost Per Vehicle Service Hour
- 3) Total Passenger Per Vehicle Service Hour
- 4) Total Passenger Per Vehicle Service Mile
- 5) Vehicle Service Hours Per Employee

*Table 32* lists the five performance indicators for the City of Folsom's fixed-route and demand-response (paratransit) services and for both services combined. In addition to the required indicators, the auditor calculated several additional performance indicators that are frequently used in the transit industry. These indicators measure trends in the efficiency and effectiveness of the City of Folsom transit operations.

**TABLE 32: City of Folsom TDA Required Systemwide Performance Indicators**

<b>Table 2-1 (a)</b>			
	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
<b>COMBINED SERVICES</b>			
Total Oper. Cost Per Pass.	\$10.97	\$10.25	\$10.59
Total Oper. Cost Per Vehicle Srv Hr.	\$81.63	\$80.32	\$78.73
Total Pass. Per Vehicle Srv. Mile	0.35	0.43	0.41
Total Pass. Per Vehicle Srv. Hr.	7.4	7.8	7.4
Vehicle Srv Hrs Per Employee	1,607	1,279	1,195
<b>Table 2-1 (b)</b>			
	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
<b>Fixed Route</b>			
Total Oper. Cost Per Pass.	\$7.46	\$7.12	\$ 8.49
Total Oper. Cost Per Vehicle Srv Hr.	\$94.42	\$89.67	\$93.37
Total Pass. Per Vehicle Srv. Mile	0.42	0.49	0.46
Total Pass. Per Vehicle Srv. Hr.	12.7	12.6	11.0
Vehicle Srv Hrs Per Employee	not appl.	not appl.	not appl.
<b>Table 2-1 (c)</b>			
	<u>FY 2000-01</u>	<u>FY 2001-02</u>	<u>FY 2002-03</u>
<b>Paratransit</b>			
Total Oper. Cost Per Pass.	\$39.51	\$37.66	\$29.76
Total Oper. Cost Per Vehicle Srv Hr.	\$67.56	\$68.48	\$55.92
Total Pass. Per Vehicle Srv. Mile	0.16	0.20	0.20
Total Pass. Per Vehicle Srv. Hr.	1.7	18	1.9
Vehicle Srv Hrs Per Employee	not appl.	not appl.	not appl.
<i>Source: State Controllers Report, Financial Audits, and Operator Records</i>			
<i>Source: City of Folsom Triennial Performance Audit, JKaplan &amp; Associates, May 2004</i>			

**Findings from the City of Folsom's Triennial Performance Audit, May 2004**

- The City of Folsom is providing both effective and efficient transit services to riders in its service area through its varied service programs.
- Overall, the maintenance function appears to be doing a very good job in keeping the service functioning smoothly. Routine maintenance and inspections appeared to be completed as required and on schedule.
- Farebox recovery ratios are meeting the 20 percent minimum standard required by TDA law.

- Costs to operate the service (on an hourly basis) and costs to carry each passenger are relatively high in comparison to similar, smaller urban area operations, but the trends during the audit period were in a positive direction.
- While base monthly data is being collected and summarized, there typically is no further analysis developed that provide the transit supervisor, city management or policy officials (city council) with any summary of how the transit system is performing: 1) relative to adopted standards, and 2) relative to similar prior periods. Day-to-day operational measures, such as on-time performance, response time for the demand-response system, and miles between roadcalls, are not reported. All of these performance-related measures, plus many others that help monitor performance over time, have specific standards that were included in the 1999 Short Range Transit Plan, but are not reported on in any type of periodic formal document.
- The transit planning and system goals, objectives and standards included in the Short Range Transit Plan adopted in 1999 are not used to track the effectiveness of the system.

## **Recommendations from the City of Folsom’s Triennial Performance Audit, May 2004**

### **1. Correctly complete the State Controller’s Report.**

The two FY 2002/03 State Controller’s Reports filed by the city (one for fixed-route operations and one for demand-response) included the required tables that permit the calculation of the farebox recovery ratio. However, *the tables contained exemptions for insurance premiums. TDA has not permitted exemptions for insurance premiums for several years.* There are some instances when operators can claim insurance deductions (Section 99268.17), but Folsom did not appear to be eligible for any exemptions during the year it was claimed. No adjustments for insurance premiums or liability claims were included in the fiscal auditor’s report for the year in question.

### **2. Improve system monitoring and reporting by developing periodic summary reports of system performance relative to the adopted standards for efficiency and effectiveness.**

The last Short Range Transit Plan, completed in 1999, contained a fairly thorough set of system goals, objectives and performance standards. However, no periodic (monthly or quarterly) management reports are developed that provide a summary of how the different facets of the operation are progressing relative to the standards (for example, achieving the targeted productivity level). Performance for the current period being reported on (e.g. prior month) could be compared with performance during the same month during the prior year. Similarly, performance on a year-to-date basis for the current year could be compared to the same period during the previous year. Graphical representation of the performance over time could be presented with a solid steady line depicting the adopted standard for that measure. *Transit management staff should incorporate the adopted set of efficiency and effectiveness standards into a monthly, quarterly, and possibly an annual report as a routine reporting effort. (See Tables 30 and 31 on pages 59-61).*

### **3. Incorporate system performance monitoring of roadcalls, accidents, and complaints into monitoring reports.**

The management reports noted above should also incorporate system performance in terms of accidents, roadcalls, and complaints. Two of these latter measures already have established standards – accidents and roadcalls.

#### **4. Work to reduce trips costs for demand-response service.**

Costs per one way trip on the Folsom dial-a-ride program reached between \$30.00 and \$40.00 during the audit period. The city is aware of this problem and has been working to find approaches that will result in lower costs per passenger trip. One possible approach may be to adjust the level of service being provided if it is of too high of a quality (for example, currently operating service with very short response times, or providing many single passenger, i.e., unshared trips). ADA trip response requirements would remain as the guiding policy and monitoring and analysis of existing trip characteristics will be necessary to clearly identify current performance.

#### **5. Management should consider developing an abbreviated interim plan document between SRTP Updates that focuses specifically on performance standards and current system performance; modifications to current standards should be made as needed.**

Because SACOG's policy has been to provide funding and technical assistance to the region's transit operators for updating Short Range Transit Plans only about every five to seven years, much of the data and performance measures and standards are outdated after a time. It may be appropriate for the City of Folsom to consider developing an abbreviated interim document that specifically looks at current system performance in terms of existing standards. Then adjustments can be made as needed to better reflect current achievements and establish new or modified goals in terms of system productivity and efficiency.

## **TDA Compliance**

State regulations require that transit systems respond to and/or implement recommendations made by prior performance audits. Four recommendations were included in the June 2001 report completed by Nelson/Nygaard Consulting Associates and Crain and Associates. Folsom Stage Line met the TDA compliance requirement by responding to each of the recommendations in the June 2001 report. The responses were included in the May 2004 performance audit report.

## **Financial Audit Requirement**

State regulations require that all transit systems receiving TDA funds have a financial audit performed by an outside firm within 180 days of the end of the fiscal year. Also, an Annual Report of Financial Transactions of Transit Operators is to be filed with the State Controller's Office in Sacramento within 90 days after the end of the fiscal year. If that report is filed electronically, an additional 20 days are allowed for the submittal before it is considered late.

The City of Folsom submitted accurately completed financial audits for each of the three audit years within the 180-day period. Two of the three State Controller's reports were submitted on time. However, an error was found on the FY 2002/03 Controller's Report that included an incorrect exemption for insurance premiums on the Operating Cost Schedule. TDA has not permitted exemptions for insurance premiums for several years. Inclusion of this exemption resulted in erroneously reporting the ratio of fare revenues to operating costs.

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