

Joint Transportation Committee Public Transportation Advisory Panel Workshop #2



AUGUST 6, 2010

10:00 AM – 3:00 PM

RUTH FISHER BOARD ROOM

SOUND TRANSIT

SEATTLE, WASHINGTON

Welcome



Agenda



- Welcome and Agenda Overview
- The Federal Perspective
- Current State Role in Public Transportation – A Review
- Break-out Session #1 – Assessing the State’s Current Role
- Lunch
- Review of Peer Research – Other States
- Break-out Session #2 – The State’s Future Role
- Panel Discussion
- Performance Management
- Comment and Follow-up

Study Purpose



The Washington State Legislature wishes to identify the state role in public transportation and to develop a statewide blueprint for public transportation to guide state investments in public transportation.

Defining “Investment”



We are defining the term “investment” broadly

- Taken most literally – it means “funding”
- But it also relates to how the state invests time/resources, such as
 - Direct investments in facilities *used* by public transportation
 - **Example: HOV lanes**
 - Adopting *non-transportation policies* with public transportation in mind
 - **Example: Growth Management Act**
 - Providing a coordination, technical assistance and support role
 - **Example: Agency Council on Coordination Transportation**
 - Providing local funding options and making federal grant allocations
 - **Example: Local option taxes authorized for public transit agencies**

Advisory Panel Comments



- **One size does not fit all** – Mix of large & small, urban & rural.
- **Focus on the big picture** – Think multi-modal, improved connectivity for all users, plan for the future
- **Meet State Goals** – Managing the transportation system, integrating land-use, reducing barriers for service delivery
- **Funding** – Stability, coordination, flexibility, advocacy

Background and Context

WTP Unmet Needs

- Mobility – 93%
 - HOV Construction
 - Cascades Service Expansion
 - Rural Mobility
 - Park and Ride Expansion
 - Vans, Rural/Urban connections, Information
- Stewardship – 7%
 - CTR/GTEC Enhancements
 - Vanpool Incentives

Provider Plans

- Responding to state goals
- Service Reductions affect:
 - Mobility
 - Environment
 - Economic Vitality
- Funding Stability

Today



- Create a common understanding of *current* state role
 - ... in the context of current policy objectives and resources
 - ... and how it responds to existing public transportation needs
- and**
- Create a point of departure to discuss its future role
 - ... in meeting today's existing service and funding challenges
 - ... and our projected changing demographics and growth challenges

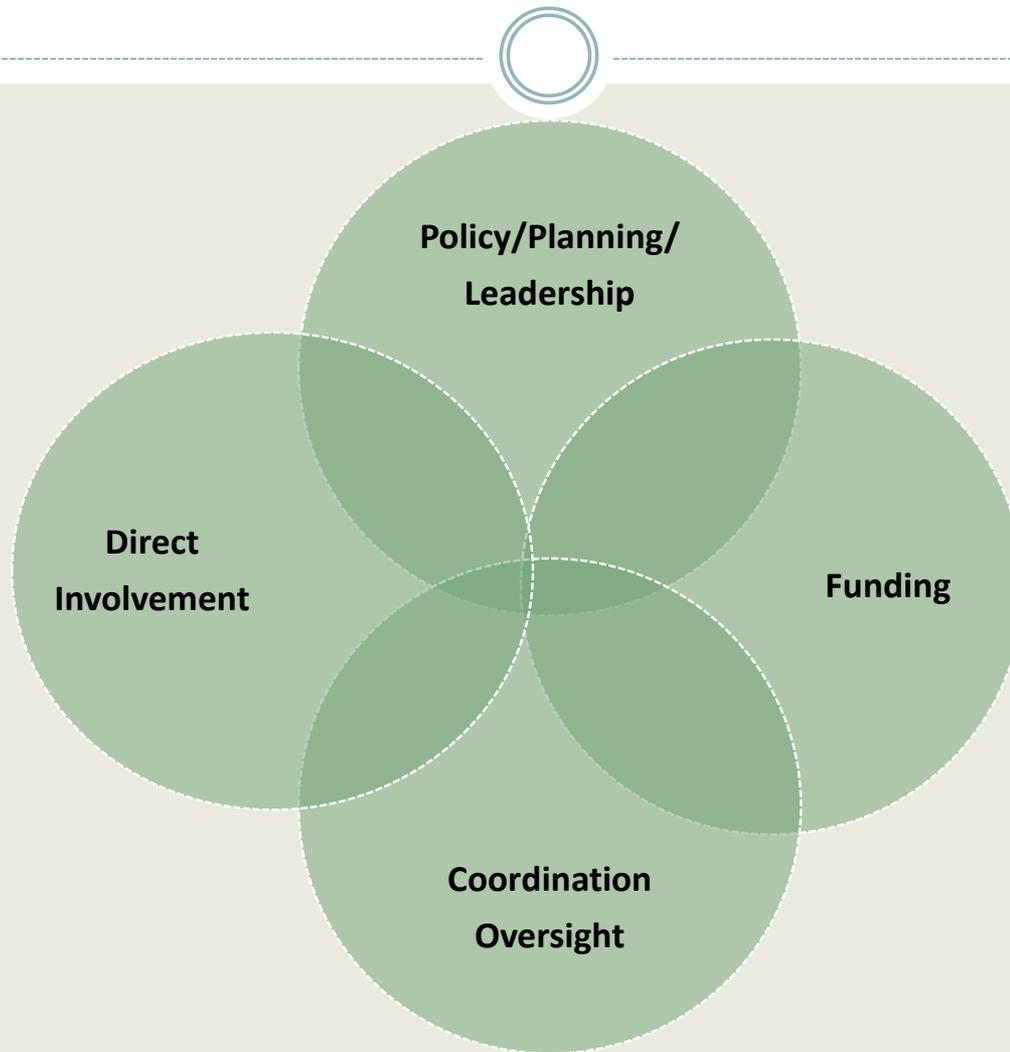
Questions for Today's Workshop



What should be the state's role in public transportation?

- Are there current roles that should be **reduced or eliminated**?
- Are there current roles that should be **enhanced or expanded**?
- Should the state take on **new roles**?

Range of State Roles in Public Transportation



Preview of Key Findings



The state plays a range of roles and a spectrum of functions:

- An **active role** in setting a broad **policy framework** and developing a comprehensive statewide transportation **plan**
- A **significant role** in **directly funding and operating** two major systems – the Washington State Ferries and HOV system
- Primarily a **policy role** for public transit agencies – authorizing their **formation** and **local funding options**
- A **relatively small role** in direct funding for public transit agencies
- A broad **coordination and oversight** role that reflects level of state involvement

Overview of Current State Roles

Policy/Planning

- Authorization of local transit agencies
- WTP
- GMA
- CTR
- Greenhouse Gas Emissions

Direct

- State Ferries
- Intercity bus and passenger rail
- HOV System
- Park-and-ride System

Funding

- Authorization of local tax options
- Allocation of federal funds
- State Multimodal Account
- Other Direct State Funding
 - Ferries
 - Intercity Bus & Rail
 - HOV System

Oversight/Coordination

- Transit Development Plans (TDPs)
- WSDOT Public Transportation Division
- Agency Council on Coordinated Transportation (ACCT)
- Gray Notebook
- Annual Summary of Public Transportation



Policy & Planning

- Transportation Goals
- Washington Transportation Plan (WTP)
- Authorization of local transit agencies
- Growth Management Act (GMA)
- Commute Trip Reduction (CTR)
- Greenhouse Gas (GHG) Emissions

Establishes a broad policy framework

- Statewide policies and goals
- WTP - 20-year plan to guide transportation policy and investment decisions
- State is preparing policy update to WTP – “WTP 2030” – with review draft out for public comment
http://wstc.wa.gov/WTP_New/WTP2030Plan_JulyPublicReviewDraft.pdf
- Local control, local funding & local accountability for public transit

Washington's Transportation Policy Goals

Economic Vitality

To promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy

Preservation

To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services

Safety

To provide for and improve the safety and security of transportation customers and the transportation system

Mobility

To improve the predictable movement of goods and people throughout Washington state

Environment

To enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment

Stewardship

To continuously improve the quality, effectiveness, and efficiency of the transportation system





DRAFT WTP 2030

A policy update

A transitional plan in context of broad changes and policy transitions

Does not change transportation policy

“This Plan sets the stage for many conversations and decisions still to come in future years.”

Draft just released for public comment

- **Foundational Themes**

- State’s transportation system needs to work as an integrated network...connecting across modes & jurisdictions
- Preservation and maintenance of the existing system is critical
- Washington faces a structural transportation funding problem; every mode needs additional revenue

- **Strategic Drivers**

- Transportation policy should support and reinforce other state policy objectives
- The relationship between land use and transportation is key
- There are significant differences across regions and one size does not fit all
- Continue to move toward performance-based programs

Key Findings - Policy & Planning



- Six transportation goals established in statute
- WTP *reflects* those goals and is an important framework to guide investment decisions
- *Current* WTP focuses public transportation primarily around two of the six goals – Mobility and Stewardship
- Less emphasis on *other* transportation goals, e.g., Environment
- State's approach to public *transit* drives planning, priorities and accountability to local level
- WSDOT Public Transportation Division plays an important role in supporting integrated planning between state, regional and local agencies
- Public transportation linkage with some state policy objectives – GMA, GHG – is less explicit



Direct Role

- State Ferries
- HOV System/HOT Lanes
- Intercity Bus and Rail
- Park-and-ride System

- State funds, operates and manages two critical systems in Puget Sound region:
 - Washington State Ferries – provide essential “roadway” connectivity and considered a public mass transportation system
 - High Occupancy Vehicle system -- 225 miles (320 planned) to allow carpools and transit to bypass congestion
- Amtrak *Cascades* – intercity passenger rail service between Oregon, Washington and Vancouver, BC
- *Travel Washington* – WSDOT contracts to private operators to provide service on 3 routes
 - Grape Line – Walla Walla to Pasco
 - Dungeness Line – Olympic Peninsula to Seattle
 - Apple Line – Omak to Ellensburg via Wenatchee
 - Gold Line – Kettle Falls to Spokane in September 2010
- Park and ride system - previously built/now participates in funding park and rides and other facilities in partnership with transit agencies and cities

Key Findings – Direct Operations & Support



- Significant operations and funding role in Washington State Ferries and HOV System
 - *2007-2009 Ferries Budget - \$248M operating/\$273M capital*
 - *Currently funding a number of HOV projects including 1.5B I-5 Pierce County HOV, \$134M Tacoma Narrows Bridge*
- *Significant contribution to intercity connectivity*
 - *Cascades Intercity Passenger Rail (Oregon to B.C.)*
Over \$280M since 1994 (track & signal, stations, operations)
2007-2009 Budget
 - \$37M operating*
 - \$67M capital*
 - *Future investment in high speed rail planned – state received \$590M in federal funds to develop Pacific Northwest Rail Corridor*
- Travel Washington – Coordinates funding and contractions for intercity bus services in rural areas



Funding

- **Direct State Funding**
 - **State Authorized Local Option Taxes**
 - **Federal Funds Allocation**
 - **State Multimodal Account**
- Significant state investment in ferries, HOV system, intercity passenger rail
 - State authorizes regional/local public transit agencies to impose local option taxes – with voter approval
 - Federal grant funds – state allocates some grant program funds directly
 - Multimodal Account – funds a variety of public transportation services through several:
 - Regional Mobility Grants
 - Public Transportation Grants
 - CTR Grants



2007 Operating Revenues

65% - Local option taxes

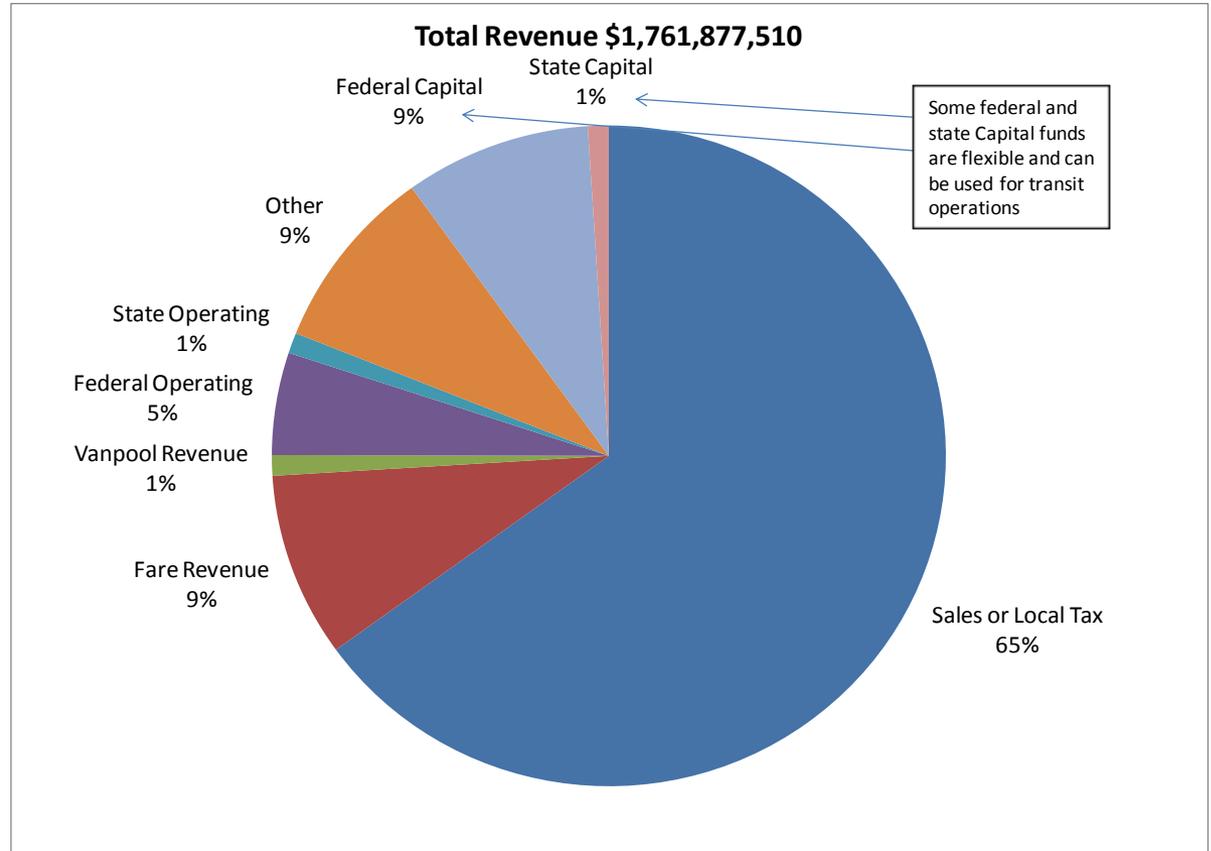
14% - Federal

9% - Fares

9% - Other

2% - State

1% - Vanpool



Operating Revenues for Local and Regional Public Transportation Systems - 2007

Key Findings - Funding



In addition to the active role in funding ferries and the HOV system the state also:

- Selects projects for some federal funding programs
- Participates in project selection for other federal programs
- Plays a more limited role in other public transportation funding
- State Multimodal Account -- in addition to funding CTR, vanpools and other programs -- includes two specific grant programs:

2009-2011 \$32M in Regional Mobility Grants
13 projects/operating programs (state funds)

\$37M in Public Transportation Grants
110 projects/operations (state and federal funds)



Oversight & Coordination

- Transit Development Plans (TDP's)
 - WSDOT Public Transportation Division
 - Agency Council on Coordinated Transportation (ACCT)
 - Annual Summary of Public Transportation
 - Gray Notebook
- TDPs - State requires annually from local transit agencies with summary statistics and 5-year projections
 - WSDOT Public Transportation Division – plays significant coordination role in planning and managing programs; prepares annual report on public transit
 - ACCT – state council that provides coordination, makes grant recommendations and reviews Human Service Transportation Plans
 - Gray Notebook - provides quarterly performance report (ferries, intercity rail, vanpools – but limited transit)

Key Findings – Coordination & Oversight



- Performance management
 - Where state has *direct* role – funding, operations and/or management – it has robust performance management approach
 - Performance measures reported in the Gray Book on ferries, vanpools, intercity rail
 - State uses for strategic planning, target setting and budgeting decisions
 - Where state has *indirect* role – policy, coordination, limited funding – the focus is more on data gathering and reporting
 - Performance measures summarized in Annual Summary Report on Public Transportation
 - Provides data to Legislature, local and regional governments

Key Findings – Oversight & Coordination



- WSDOT Public Transportation Division plays broad, comprehensive role
 - Grant funding recommendations
 - CTR and vanpool programs
 - Staffing Agency Council on Coordinated Transportation (ACCT)
 - ACCT leads active coordination program for meeting specialized transportation needs
 - Guidance/oversight of agency six-year plans
 - Intercity bus program
 - Coordinated planning
 - Annual reporting

State Peer Review Highlights



Level of State Involvement in Public Transportation



Texas **Tennessee** **California**
Florida **New York** **Pennsylvania** **Maryland**
New Jersey

State Level of Involvement

Minimal

Significant

Peer Review Highlights – Direct Operations



- Significant role
 - New Jersey, Maryland – directly operate and fund public transit
 - New Jersey Transit – NJT is the state's transit agency and contracts with private operators on some routes/in process of privatizing operations at park and ride lots; private businesses fund some feeder services
- Moderate role
 - Florida – most systems are locally operated; FDOT developing four-county commuter rail system
 - California – involved in funding and managing three intercity passenger rail lines in partnership with Amtrak
- Minor role
 - Pennsylvania, Tennessee, Texas – minimal or no role
 - California – not involved in ferry service (transit operators/private entities)

Peer Review Highlights - Funding



- Significant role
 - New Jersey - funds/operates majority of the public transit services
 - Maryland - funds/operates Baltimore transit services and contributes to Washington Metro, MARC commuter trains and rural systems
- Moderate role
 - Florida – provides “block” grants for operations based on population, revenue miles, passenger trips and funds some managed lanes/express buses with toll revenues
 - Pennsylvania – uses needs and performance-based formula to help fund operations
- Smaller role
 - Texas, Tennessee – Allocates federal grants and relatively small state grant programs and provide authority to raise local option taxes
 - Tennessee – multimodal grant program for projects that connect 2 or more modes

Peer Review Highlights – Policy & Planning



- Most states require some form of a transit development plan
 - California requires that plans be filed with MPO's (for purposes of grant awards)
- California has policies that tie public transportation to land use and greenhouse gas reduction policies
- Florida, Maryland – have policies that promote coordination between transportation and land use
- Maryland – many policies in place for stronger transit coordination and transit-oriented development

Peer Review Highlights – Coordination & Oversight



- All interviewees emphasized role of state in coordinating with and among public transportation agencies
- Most emphasized growing role of state in providing incentives for sustainability and transportation/land use coordination
- California, Florida – have joint procurement programs to help achieve efficiencies
- California requires transit development plans to be filed with Metropolitan Planning Organizations (MPO's) who conduct triennial audits

Performance Management



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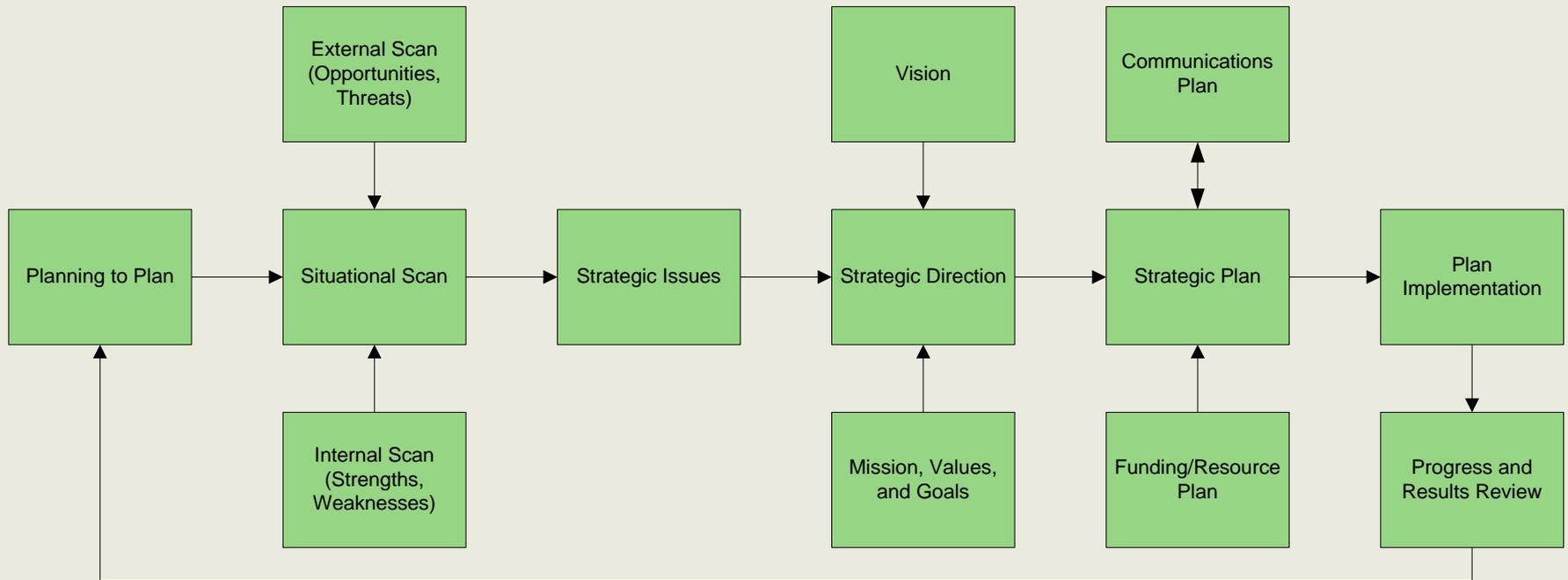
Performance Management



- Workshop #1 previewed performance management
- Workshop #3 will focus on potential state roles and related performance measures
- Today we would like to provide a primer that addresses
 - Definition of performance management
 - Relationship to performance measurement
 - *What is a logical performance measurement framework?*
 - *What makes a good system of measures?*
 - *What established measures do we have to start with?*

Performance Management: Definition

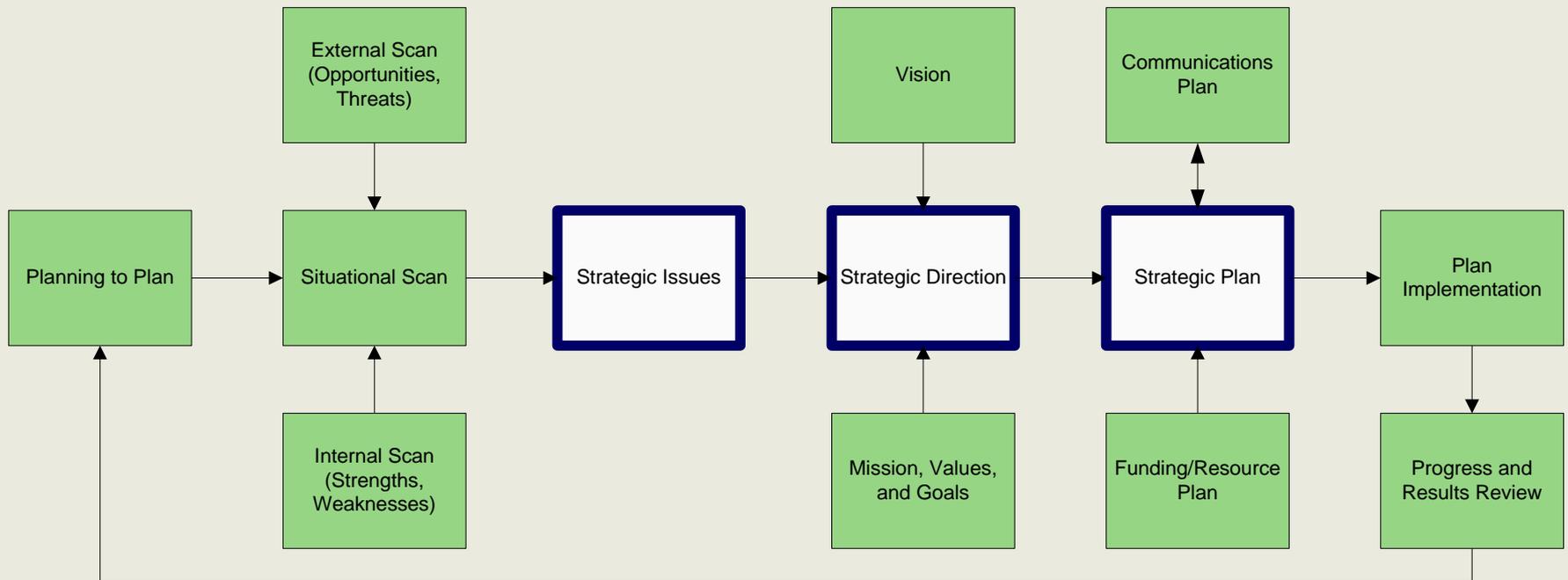
It all begins with a standardized public sector planning approach



Performance Management: Definition



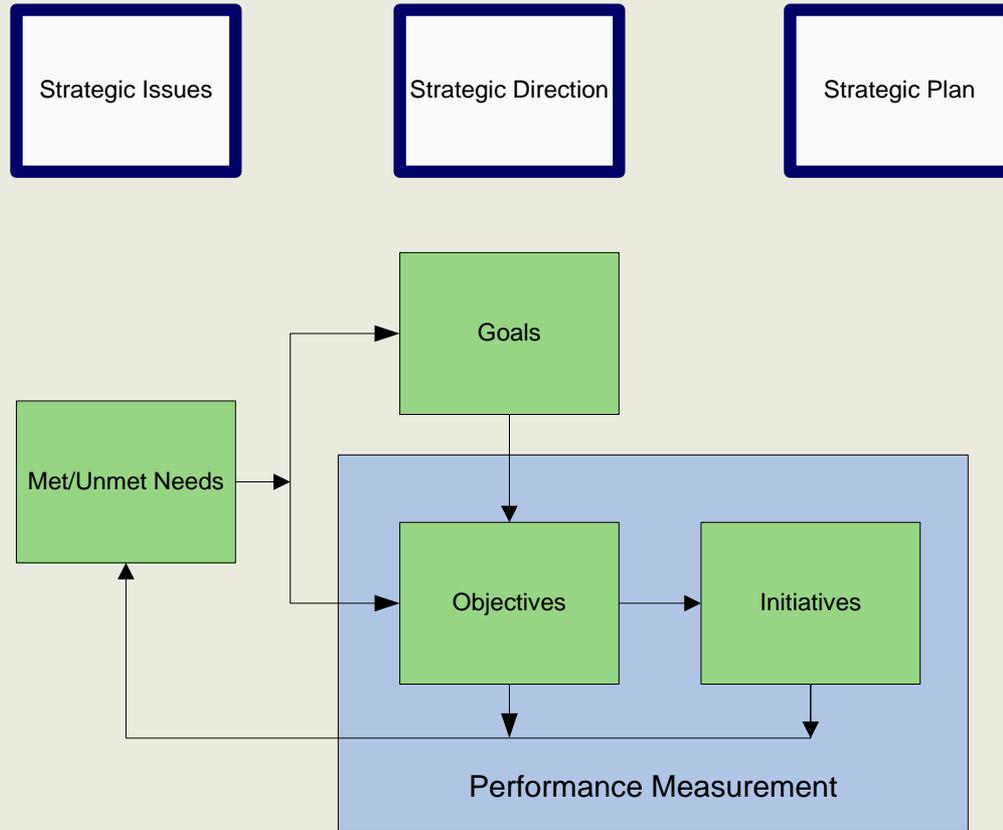
The standardized planning approach has strategy at its roots



Performance Management: Definition



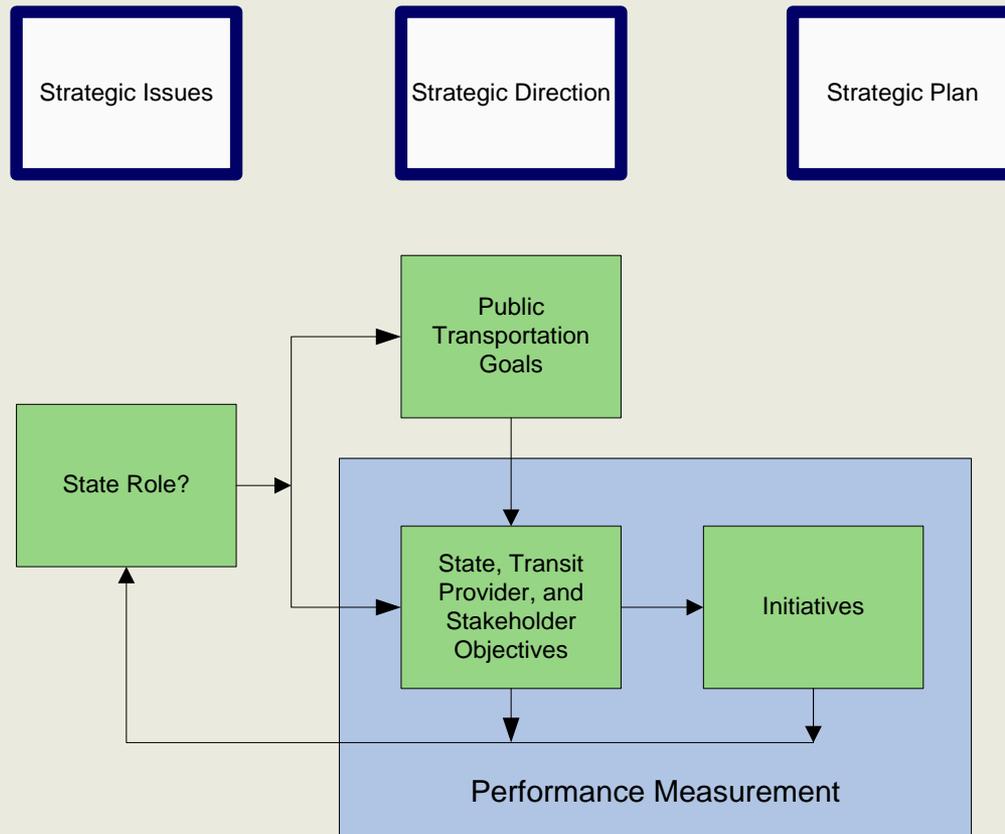
The strategy drives a framework for performance



Performance Management: Definition



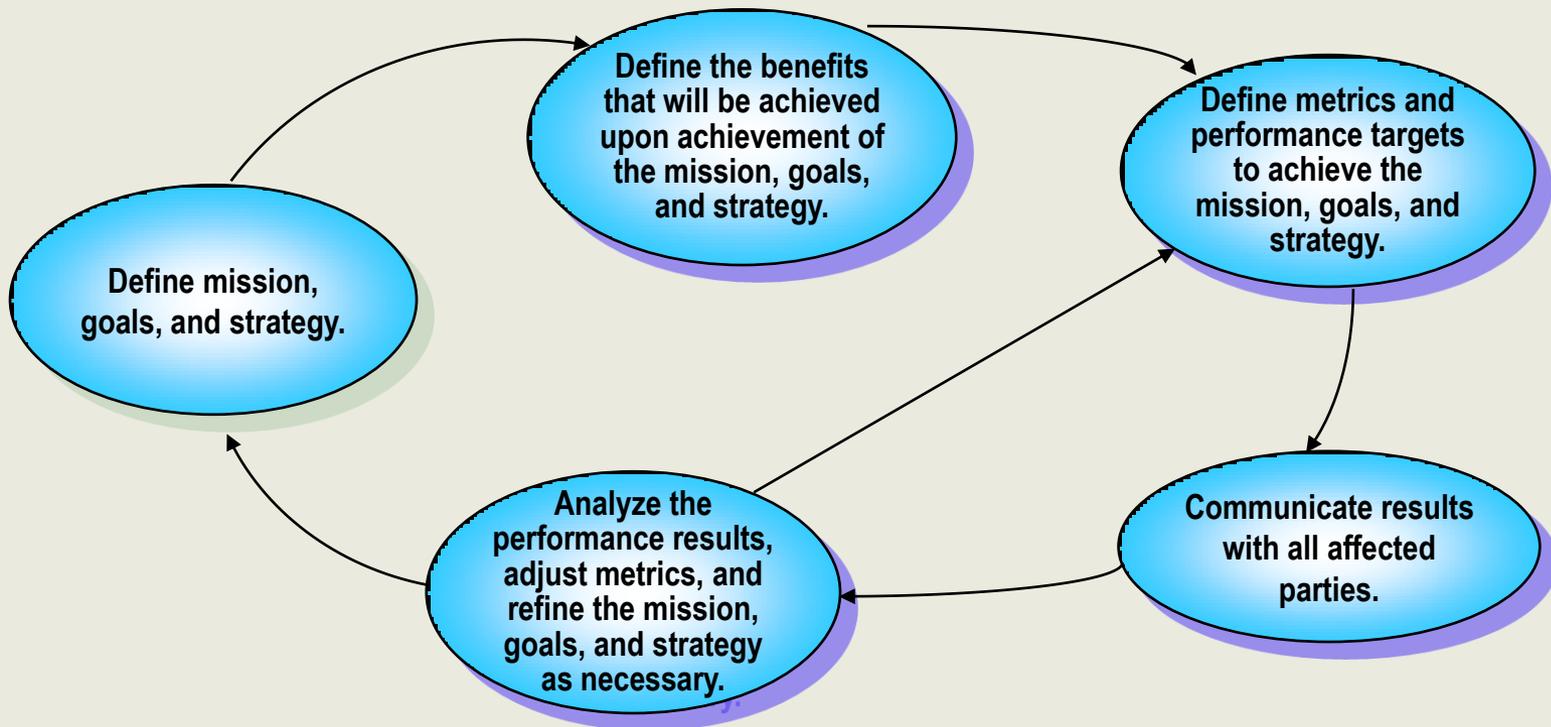
As applied to our project...



Performance Management: Relationship to Performance Measurement

Performance Measurement Framework

Performance Measurement is the structured and systematic assessment of an organization's progress in meeting its goals.



Performance Management: Relationship to Performance Measurement



Performance Measurement Principles

Linked to
Goals

Accepted by
Stakeholders

Actionable

Credible

Timely

Appropriate
number of
measures

Existing State Performance Measures



Current State Required Performance Measures

Public Transportation Mode	Federal, State, and/or Local Requirement	Sample of Performance Measures
Ferries	State (Gray Notebook)	Condition ratings (assessment against life cycle status by asset category) Backlog of repair projects Ridership Farebox recovery ratio # of missed trips % trips departing on-time Fare evasion Customer feedback Project delivery (scope, schedule, and budget) Workforce (total counts, training completed)
Vanpools	State (Gray Notebook)	Number of vanpools Vanpools per vehicle miles travelled (VMT)
Amtrak Cascades Rail Service	State (Gray Notebook)	% of on-time arrivals Ridership, Ridership by funding entity Farebox recovery ratio Revenues



Existing State Performance Measures



Current State Required Performance Measures

Public Transportation Mode	Federal, State, and/or Local Requirement	Sample of Performance Measures
Public Transit Agencies	TDPs	Annual employees and contractor's employees (full time equivalents) by type of service Annual revenue vehicle hours <i>and</i> annual vehicle hours by type of service Annual vehicle revenue miles <i>and</i> annual vehicle miles by type of service Annual unlinked passenger trips by type of service Annual fatalities, reportable injuries, and collisions Annual fuel consumption by fuel by type of service Annual inventory of revenue vehicles by type of service and facilities and equipment using consolidated PTMS forms Annual revenues and expenses Local performance standards and measures (recommended, but not required). Service coverage (service span and location)

Comment and Follow-up



- **Public Comment**
- **Closing Questions**
- **Next Meeting**