TRANSIT TRANSFORMATION TASK FORCE (TTTF) MEETING 6

STAFF REPORT

AGENDA ITEM: 4

SUBJECT: Findings and Policy Recommendations for the Report to the Legislature

a. Findings and policy recommendations on:
   a. Fare Coordination
   b. Coordinated Scheduling
   c. Safety and Cleanliness on and around Transit

ACTION:

a. Approve, deny, or amend initial policy recommendations related to service and fare coordination, schedule coordination and safety and cleanliness.

RECOMMENDATION:

a. Approve or amend initial policy recommendations related to service and fare coordination, schedule coordination and safety and cleanliness.

BACKGROUND

Senate Bill (SB) 125 established and convened the Transit Transformation Task Force (TTTF) to include transit representatives from various organizations to establish a structured, coordinated process for engagement of all parties to develop policy recommendations to grow transit ridership and improve the transit experience for all users of those services. The TTTF includes members representing transit operators, both small and large operating in urban and rural jurisdictions, the Department of Transportation, local governments, metropolitan planning organizations, regional transportation planning organizations, transportation advocacy organizations with expertise in public transit, labor organizations, academic institutions, the Senate Committee on Transportation, the Assembly Committee on Transportation, and other stakeholders. The legislation requires the California State Transportation Agency (CalSTA), in consultation with the TTTF, to prepare and submit a report of findings and policy recommendations to the appropriate policy and fiscal committees of the Legislature. This report includes identifying where statutory changes would be needed to implement recommendations based on the task force's efforts, and the financial and technical feasibility of those recommendations. Section 13979.3.e and section 13979.3.f include the required topics that must be addressed in the report, with section 13979.3.e requiring a detailed analysis on

the listed topics, and section 13979.3.f requiring recommendations on the listed topics.

TTTF Meeting 4, held on June 17, 2024, in San Francisco, discussed the following topics:

     a. Transit Prioritization
     b. Fare Coordination
     c. Coordinated Scheduling
     d. Safety and Cleanliness on and around Transit

This staff report contains an initial set of findings and recommendations on these topics, developed through discussions with Subject Matter Experts (SMEs), the Technical Working Group (TWG), and the TTTF. Note that initial recommendations regarding transit prioritization were brought to TTTF in Meeting 5.

DISCUSSION

A. SERVICE AND FARE COORDINATION

Government Code section 13979.3, subdivision (f) states that the report shall include recommendations to address service and fare coordination or integration between transit agencies. The following sections will highlight the draft findings and policy recommendations for fare coordination.

FINDINGS

A common problem faced by public transport riders that use multiple transit systems for a trip is the high cost from separate fares for each segment of their trip, which further discourages public transit use. Riders who are price-sensitive opt for longer, less convenient trips, or don't take the trip, to reduce travel expenses incurred through a multi-operator trip. Many residents live in more affordable housing areas that are often far from places of work, educational opportunities, or services. These riders that take longer journeys often travel on multiple transit systems and face a fare penalty for needing to cross a jurisdictional or service area boundary. The increased transit costs disproportionately affect low-income travelers, who may choose to take slower, less direct routes, further exacerbating inequities in access to efficient transportation. Frequently, this also shifts travel to modes with a higher per-mile operating cost, but with a lower passenger facing fare. Figure 1 below highlights Los Angeles County and shows a hypothetical transit journey from Burbank to South Los Angeles and the various travel times and fares a user is faced when deciding how to travel. The rider must choose between a lower fare and longer journey, or higher fare with a more direct route to their destination.

Figure 1: Transit Journey Options between Burbank and South Los Angeles
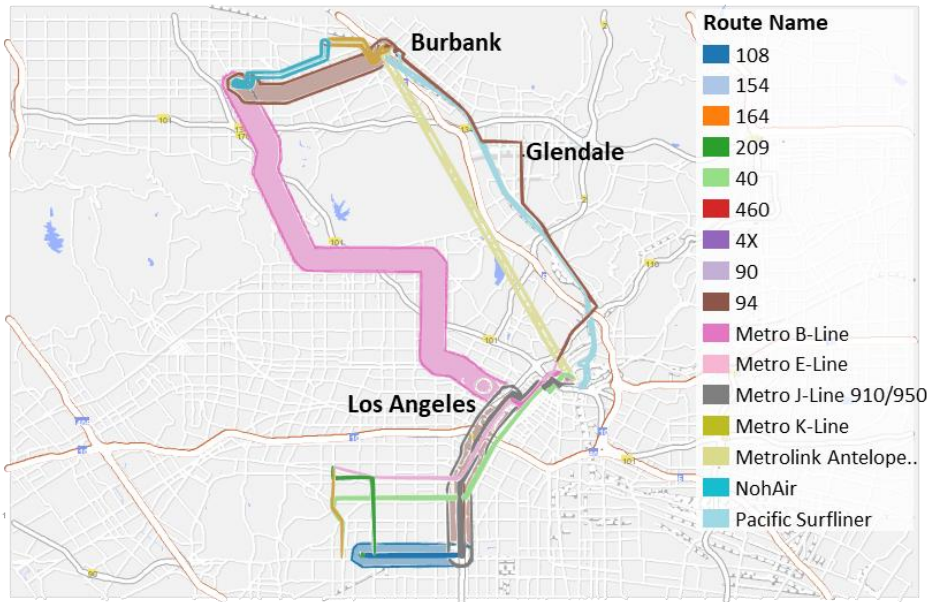
Travel Time (minutes)	Transfers (Systems)	Fare	Cost per Passenger Mile	Est. Cost per Passenger
103	3 (1, Metro)	$1.75	$0.81(Metro B-Line[2]), $1.16 (Metro bus [2])	$22.48
108	4 (2, Metro and Burbank Bus)	$2.50	$0.81(Metro B-Line [2]), $1.16 (Metro bus [2])	$22.48
91	4 (2, Metro and Metrolink)	$3.75-$5.50[1]	$0.81(Metro B-Line [2]), $1.16 (Metro bus), $0.4[2]7 (Metrolink[4])	$14.13
98	2 (2, Metro and Amtrak)	$9.75	$1.16 (Metro bus), $0.49 (Pacific Surfliner[3])	$14.34

1. Rider must know to purchase Metrolink ticket before boarding LA Metro bus for lower fare

2. 2019 NTD Metrics

3. FFY 2018-19 data from https://www.octa.net/pdf/LOSSAN_Business_Plan_FY_22-23-FY_23-24.pdf

4. FY 2018-19 data from comprehensive-annual-financial-report---fiscal-year-ended-june-30-2019.pdf (metrolinktrains.com)

Felix Fung, Assistant Deputy Minister of Transit at the Ontario Ministry of Transportation, provided a case study on Ontario One Fare Program in Ontario, Canada. Transit riders faced different fare structures across 20+ public transit

systems in the Greater Toronto and Hamilton Area. The Ontario One Fare Program allows transit agencies to keep their existing fare structures while eliminating multiple-fare charges for riders transferring between systems to and from the City of Toronto and other municipalities. Riders now pay one fare with free transfers between the two systems, while municipalities continue to maintain their fare structures. The program offers incentives to the municipal transit agencies to encourage participation in fare coordination, such as paying the revenue that would have been lost through the free transfer fares. It also aims to create community buy-in from both riders and transit agencies by highlighting the benefits of free standardization.

Ultimately, the Ontario One Fare Program improved three customer experience service elements: ridership, speed, and availability. Specifically, the project:

- facilitated over 5 million transit system transfers in two months,
- decreased total trip time by enabling riders to take the most efficient combination of transit services for their trip on a single fare,
- increased affordability of transit: riders save $1,600 in fares per year based on 5 cross-boundary trips per week, and
- encouraged new riders to use public transit by demystifying the cost of travel

This successful program is expected to increase ridership by 8 million riders per year. Fare standardization and unification across agencies is a long-term goal that begins with transit agencies opting in to fare integration.

PRINCIPLE, STRATEGIES, AND POLICY RECOMMENDATIONS

Table 1 includes the principle and an initial list of strategies, and policy recommendations regarding service and fare coordination, developed through discussions with SMEs, the TWG, and the TTTF:

Table 1: Service and Fare Coordination: Principle, Strategies, and Policy Recommendations

Better Service, Better Outcomes	
STRATEGY	**POLICY RECOMMENDATION**
E. Create a governance structure to support integration.	E.1. Create clear governance frameworks on service and fare coordination project management, ownership, and roles / responsibilities between the State, MPOs, and transit agencies to foster both regional cross-agency collaboration, as well as inter-regional collaboration statewide.

E. Create a governance structure to support integration.	E.2. Within frameworks, establish "responsible entities" (e.g., State, MPO, transit agencies) to ensure fare, payment, and service coordination (in the short term) and standardization (in the long term.)
F. Create standardized regional fare structures.	F.1. Review and standardize fare products (e.g., local trips, interregional trips) and fare benefits (e.g., discounts for seniors) across agencies and regions, before scaling statewide.
G. Encourage participation by providing funding to deploy statewide capabilities.	G.1. Provide technical assistance to responsible entities (e.g., integrated payment Software as a Service, Title VI analysis.)
G. Encourage participation by providing funding to deploy statewide capabilities.	G.2. Provide grant funding for open loop payment systems, standardized benefit discounts, and free transit for target populations (e.g., youth and college students) via statewide funding programs.
H. Encourage participation by providing funding to plan for better integration.	H.1. Provide funding for long-term participation in fare and service coordination initiatives.

B. COORDINATED SCHEDULING

Government Code section 13979.3, subdivision (f) states that the report shall include recommendations to address coordinated scheduling, mapping, and wayfinding between transit agencies. The following sections will highlight the draft findings and policy recommendations for coordinated scheduling.

FINDINGS

Riders are often required to transfer for their trips due to service area boundaries and journey distance. Due to challenges in schedule coordination and issues with service reliability, riders face inconsistent transfer times and long transfer penalties due to delays. Smaller transfer penalties allow for more efficient routing at the individual level and better service provision across operators. Many transit systems treat transfers as something that's done on an exceptional basis, rather than the norm. An example of this issue is seen in a public transit round trip between Richmond, California and Sacramento, California. Figure 2 below shows the time penalty for delays along the two systems used, Capital Corridor and Bay Area Rapid Transit (BART).

Figure 2: Time Penalty for Delays along Capital Corridor and BART

🟩 Ideal

🟥 Delayed

Capital Corridor to BART (Southbound)

Arrival: 7.36am at Richmond using Capital Corridor
Target transfer: BART Orange Line (destination: e.g., San Jose)

	Delay (minutes)	Transfer Time (minutes)	Transfer Penalty (minutes)
Scenario 1	No Delay	6	0
Scenario 2	7	19	+13

BART to Capital Corridor (Northbound)

Arrival: 5.17pm at Richmond via BART Orange Line
Target transfer: Capital Corridor (destination: e.g., Sacramento)

	Delay (minutes)	Transfer Time (minutes)	Transfer Penalty (minutes)
Scenario 1	No Delay	15	0
Scenario 2	16	60	+45

Between the 1950s and 1980s, Switzerland faced decreasing transit ridership as personal cars gained popularity. To increase transit use, Switzerland developed a nationwide strategy to implement coordinated scheduling. This led to the creation of a national and regional integrated timetable using a "pulse" schedule to align transfer times across agencies, facilitating anywhere-to-anywhere travel across systems and geographies. A pulse schedule is one where trains arrive and depart at a fixed interval to allow for ease in making connections. In Switzerland, bus, light rail, trams, and other forms of public transit were synced with rail, making it easy for riders to switch between systems without a long transfer time. As a new service was added, the planned capital investments were required for expansion of the integrated timetable. Switzerland also created a coordinated, tiered process among many agencies to oversee implementation of joint timetable and fare structures.

Schedule coordination between various systems in Switzerland improved four customer experience service elements including ridership, speed, frequency, and availability. Specifically, the project accomplished the following outcomes:

- 129% increase in ridership on Zurich S-Bahn within 4 years of opening with coordinated scheduling.
- Average train speed increased by more than 23% from 1994 to 2010.
- Reduction in headways from 1 hour to 15-30 minutes.

- 96% increase in rail service in Zurich from 1990 to 2012.

PRINCIPLE, STRATEGIES, AND POLICY RECOMMENDATIONS

Table 2 includes the principle and an initial list of strategies, and policy recommendations regarding coordinated scheduling, developed through discussions with SMEs, the TWG, and the TTTF:

Table 2: Coordinated Scheduling: Principle, Strategies, and Policy Recommendations

Better Service, Better Outcomes	
STRATEGY	**POLICY RECOMMENDATION**
I. Develop and provide standards and analytics to support integration.	I.1. Establish common data collection, analysis, and publication standards across agencies to improve interoperability (e.g., General Transit Feed Specification, Operational Data Standard, TIDES.)
I. Develop and provide standards and analytics to support integration.	I.2. Establish common software platforms to better integrate transit service planning.
I. Develop and provide standards and analytics to support integration.	I.3. Standardize guidance on managing transfers balancing local and regional operations and on how frequently to change schedules.
I. Develop and provide standards and analytics to support integration.	I.4. Develop an initial set of transfer points to pilot schedule coordination.
I. Develop and provide standards and analytics to support integration.	I.5. Build and maintain central digital twin of the statewide network to further support and optimize schedule coordination.

C. SAFETY AND CLEANLINESS ON AND AROUND TRANSIT

Government Code section 13979.3, subdivision (f) states that the report shall include recommendations to address providing a safe and clean ride for passengers and operators. The following sections will highlight the draft findings and policy recommendations for safety and cleanliness on and around transit.

FINDINGS

Safety and cleanliness on and around public transit systems has been a high-profile issue in California. Concerns around the safety of the workforce operating

the public transit system and the riders using it have increased. For the purposes of organization, the Safety topic has been sub-categorized into 4 major priorities:

Priority	Description
1. Workforce safety	Ensure physical security of frontline transit workers.
2. Riders' safety	Ensure physical security, comfort, and perception of safety for transit riders with special attention paid to priority populations (e.g., women, elderly, people with disabilities.)
3. Coordination with Health and Human Services (H&HS)	Improve coordination with H&HS Agencies to ensure comprehensive health-related safety and security responses.
4. Shelters, wayfinding, security, and communication systems.	Improve lighting, provide shelters, wayfinding, and security systems to enhance rider safety.

PRINCIPLE, STRATEGIES, AND POLICY RECOMMENDATIONS

Table 3 includes the principle and an initial list of principles, strategies, and policy recommendations regarding safety and cleanliness, developed through discussions with SMEs, the TWG, and the TTTF:

Table 3: Safety and Cleanliness on and Around Transit: Principle, Strategies, and Policy Recommendations

Safety is Fundamental	
STRATEGY	**POLICY RECOMMENDATION**
J. Implement physical security measures for frontline transit workers and riders.	J.1. Install protective doors for bus operators.
J. Implement physical security measures for frontline transit workers and riders.	J.2. Improve surveillance and response capabilities by constructing emergency call boxes, increasing security cameras, and quality of cameras, and implementing technology to identify prohibited individuals.
J. Implement physical security measures for frontline transit workers and riders.	J.3. Update signage in and around stations for better navigation and safety, including reducing speed limits around transit stops.

J. Implement physical security measures for frontline transit workers and riders.	J.4. Increase lighting and other safety features in the areas surrounding transit stations to ensure safety on a first/last mile trip.
K. Improve coordination with H&HS Agencies to ensure comprehensive health-related safety and security responses.	K.1. Increase presence of safety professionals on transit systems through safety ambassadors, crisis intervention specialists, and/or uniformed officers, leveraging coordination with local police departments.
K. Improve coordination with H&HS Agencies to ensure comprehensive health-related safety and security responses.	K.2. Coordinate with health and human services agencies to implement services for unhoused people on and around transit systems.
L. Ensure coordination at the State level between agencies.	L.1. Develop statewide safety and security standards (e.g., guidance on directing individuals to wraparound services, addressing mental health and substance abuse challenges.)
L. Ensure coordination at the State level between agencies.	L.2. Examine opportunities to regionalize prohibition orders within the existing legal framework.
L. Ensure coordination at the State level between agencies.	L.3. Establish parity in penalties for assault and battery against transit operators, ticketing agents, and all other transit employees.
L. Ensure coordination at the State level between agencies.	L.4. Encourage commercial development (e.g., platform kiosks, station stalls, exterior shops) at stations to improve perceived safety.
L. Ensure coordination at the State level between agencies.	L.5. Implement surveys for priority populations (e.g., seniors, women) to monitor safety of transit systems.
M. Provide dedicated safety and security funding.	M.1. Provide dedicated funding for improving safety infrastructure (e.g., protective barriers, lighting) at transit stations and bus stops, and employing safety-related personnel.
M. Provide dedicated safety and security funding.	M.2. Provide dedicated funding for de-escalation and violence mitigation training for transit employees.

M. Provide dedicated safety and security funding.	M.3. Allow transit agencies to be eligible for homelessness funding programs.