

FINAL

SAN MATEO COUNTY SHUTTLE BUSINESS PRACTICES GUIDEBOOK DEVELOPMENT REPORT



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June 2012

Prepared for:



City/County Association of Governments of San Mateo County
San Mateo County Transit District

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Prepared for:

San Mateo County Transportation Authority
Peninsula Traffic Congestion Relief Alliance
City/County Association of Governments of San Mateo County
San Mateo County Transit District

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EXECUTIVE SUMMARY

For many years, shuttles have played an important role in the transportation network in San Mateo County. At present, over 40 shuttles operate in San Mateo County, providing service to approximately 8,000 commuters on an average weekday. These shuttles include both commuter and community shuttles, which generate significant ridership and provide important first/last mile and lifeline mobility options to County residents and workers. For the purpose of this document, these will be referred to as the *shuttle program*.

Shuttles are operated, maintained, and funded by a variety of different entities and stakeholders. Historically, shuttle service in the County has been provided by a mix of transit agencies, employers, and large institutions and is funded by a combination of sources state/local and private funding. While support for the shuttle program remains strong, there is a need to improve coordination, planning, and management to create a more seamless shuttle network and more effectively integrate shuttles into the larger mobility strategy for the County.

ROLE OF THE GUIDEBOOK AND GUIDEBOOK DEVELOPMENT REPORT

This *Shuttle Business Practices Guidebook Development Report* documents the process to develop the *Shuttle Business Practices Guidebook*, which is a stand-alone document geared toward current and prospective entities involved in the county shuttle program.

The Guidebook Development Report reviews the current structure of the shuttle program in San Mateo County, details the process by which the recommended business practice strategies were developed, identifies significant barriers to strategy implementation, ranks strategies based on implementation priority, and recommends next steps in order to realize the recommended strategies.

The Guidebook proposes a series of strategies for planning; funding; operations and administration; marketing and public information to strengthen the role of shuttles as part of an integrated transportation network. The Guidebook's proposed strategies are intended to assist these entities to more effectively and efficiently manage San Mateo County's shuttle business practices over the next three to five years.

The Guidebook and Guidebook Development Report are meant to be living documents that are updated when processes, frameworks, and strategies change.

DEVELOPMENT PROCESS

The Guidebook and Guidebook Development Report are the result of a collaborative effort of the main entities involved in shuttle programming in the county: the City/County Association of Governments of San Mateo County, the Peninsula Traffic Congestion Relief Alliance, the San Mateo County Transit District (SamTrans), and the San Mateo County Transportation Authority. (It is also acknowledged that in a few cases a city may operate its own shuttles independently, but may seek funding or support from one of the main entities.) Representatives from these agencies comprised the Shuttle Business Practices Task Force that helped guide the development of both documents.

BUSINESS PRACTICE STRATEGIES

The business practice strategies selected for inclusion in this report and the accompanying guidebook address policy goals that, when achieved, will lead to improved efficiency and effectiveness in the shuttle program over the next three to five years within four functional categories:

- Planning
- Funding
- Operations & Administration
- Marketing & Public Information

Defining these strategies involved a multi-step process that included input from a wide variety of stakeholders and was ultimately realized through consensus of the Task Force. The following summary describes the process by which these business practice strategies were developed and prioritized.

- **Key Issues** – At the outset of the study, 15 stakeholders were interviewed to help describe the key issues facing the San Mateo County shuttle program. The results of the interviews were developed into a Working Paper (#1). In draft form, the paper and its key findings were presented to the Task Force for discussion and comment (Meeting #1). These key issues were refined with guidance from the Task Force. These refined issues then informed the strategy development and other related activities.
- **Policy Goals** – While key issues were being refined, potential policy goals to address those issues and provide objectives for the succeeding business practice strategies were identified. Potential policy goals were reviewed by the Task Force and a meeting was held to further discuss the goals and reach consensus on the intent and wording (Meeting #2). A second Working Paper (#2) was produced that presented the revised set of key issues and resulting policy goals.
- **Business Practice Strategies** – Following the development of policy goals, a series of business practice strategies were presented to address each policy goal. Each strategy is a suggested approach that is intended to improve shuttle program efficiency and effectiveness within the planning, funding, operations/ administration, and marketing/public information realms. Three Task Force subcommittee meetings (over the week of August 29, 2011) were held to illicit feedback on the potential strategies. Based on the feedback, strategies were refined and presented at a Task Force meeting where final changes were suggested.
- **Strategy Champion** – During the Task Force meeting (Meeting #4) on potential business practice strategies, the Task Force was introduced to the concept of a strategy champion. Following the Task Force meeting (Meeting #4), further refinements to the definition of a strategy champion were made and strategy champions for each strategy were confirmed. A third Working Paper (#3) was produced that presents the final set of strategies and strategy champions that appear in the Guidebook.

- **Barriers to Implementation** – Once the business practice strategies were finalized, consideration was given to potential barriers to implementation for each strategy. The Task Force reviewed these barriers and discussed them (Meeting #5). A fourth Working Paper (#4) was produced that confirmed the low/medium/high barriers by strategy through consensus from the Task Force.
- **Ranking of Strategies by Implementation Priority** – The Task Force members individually ranked each strategy based on their perceived level of effort and return on investment. The results were summarized in a quadrant graphic which compares the implementation priority of each strategy.
- **Guidebook and Guidebook Development Report** – The prior working papers and strategy rankings were compiled into the Shuttle Business Practices Guidebook. The process outlining the strategy and Guidebook development process was detailed in the Shuttle Business Practices Guidebook Development Report. The Task Force reviewed these efforts and suggested refinements (Meeting #6).

1. BACKGROUND

At present, over 40 shuttles operate in San Mateo County including both commuter (first/last mile) and community (local circulator) shuttles, which generate significant ridership and provide important transit connections and lifeline mobility options to County residents and workers. Shuttles are operated, maintained, and funded by a variety of different entities and stakeholders, including multiple agencies and 20 cities. For the purpose of this guidebook, these will be referred to as the *shuttle program*. The two types of shuttles operating in San Mateo County include:

- **Commuter Shuttle** – Commuter shuttles provide important first/last mile access for commuters to jobs from regional transit connections (BART and Caltrain stations). These shuttles typically pick up commuters at BART/Caltrain stations in the morning and drop them off at or in the vicinity of their employer. The trip is reversed in the evening. Shuttles meet most trains and operate during weekdays only.
- **Community Shuttle** – Community Shuttles provide lifeline transportation mobility to low-income and senior populations and non-work-based transit options to local residents. These shuttles typically provide midday and weekend service for shopping, medical appointments, dining and other purposes. Community-based shuttles operate on routes not covered by SamTrans, Muni, or VTA and tend to have lower productivity than commuter shuttles due to lower ridership. They are, however, important community assets as they provide mobility to populations without access to automobiles and reduce the need for automobile use among populations with access to automobiles.

While support for the shuttle program remains strong, services have been developed as needed over time and opportunities exist to improve coordination and management to create a more seamless shuttle network. The Guidebook and Guidebook Development Report were developed in response to the need to improve the coordination and management of the shuttle program amongst the main entities that are involved.

ROLE OF THE GUIDEBOOK

The *San Mateo County Shuttle Business Practices Guidebook* proposes a series of business practice strategies that will improve planning, funding, operations/administration, and marketing/public information processes and practices in the county shuttle program. The Guidebook's proposed strategies are geared toward current and prospective entities involved in the county shuttle program and intended to assist these entities to more effectively and efficiently manage San Mateo County's shuttle business practices over the next three to five years. The Guidebook is meant to be a living document that is updated when processes, frameworks, and strategies change.

ROLE OF THE GUIDEBOOK DEVELOPMENT REPORT

This *Shuttle Business Practices Guidebook Development Report* documents the process to develop the Guidebook, which is a stand-alone document intended for entities and prospective entities. It reviews the current structure of the shuttle program in San Mateo County, details the process by which the recommended business practice strategies were developed, identifies significant barriers to strategy

implementation, ranks strategies based on implementation priority, and recommends next steps in order to realize the recommended strategies. Like the Guidebook, the Guidebook Development report should be updated when processes, frameworks, and strategies change.

DEVELOPMENT PROCESS

The Guidebook and Guidebook Development Report are the result of a collaborative effort of the main entities involved in shuttle programming in the county: the City/County Association of Governments of San Mateo County, the Peninsula Traffic Congestion Relief Alliance, the San Mateo County Transit District (SamTrans), and the San Mateo County Transportation Authority. (It is also acknowledged that in a few cases a city may operate its own shuttles independently, but may seek funding or support from one of the main entities.) Representatives from these agencies comprised the Shuttle Business Practices Task Force that helped guide the development of both documents.

Shuttle Business Practices Task Force

A Shuttle Business Practices Task Force was convened over the course of the study to help develop the Guidebook by developing consensus on key issues, policy goals, business practice strategies, strategy champions, barriers to implementation, and implementation priority. The Task Force represented stakeholders and entities directly involved in planning, funding, and operating shuttles in San Mateo County.

Stakeholder Outreach and Interview Process

In addition to the Task Force, 15 stakeholders were interviewed at the outset of the study to identify key issues with the current county shuttle program. Interviewees included representatives from major employers, cities, SamTrans, the Transportation Authority and C/CAG to identify key issues facing the San Mateo County shuttle program.

DEFINITION OF FREQUENT TERMS USED THROUGHOUT THIS REPORT

Several terms are used throughout this report. These terms are defined below.

Functional Category

Business operations for the San Mateo County shuttle program fall under one of four general categories:

- Planning
- Funding
- Operations and Administration
- Public Information and Marketing

Key Issue

A key issue in the context of the San Mateo County shuttle program is an existing practice or approach that is seen to be negatively affecting shuttle business practices and one that could be improved upon to

achieve greater efficiency and effectiveness in program coordination or operation. Key issues are defined by functional category.

Policy Goal

A policy goal is the desired outcome to address a key county shuttle issue. A goal would be achieved by implementing a strategy, approach, or process. Policy goals inform the development of strategies to streamline the County shuttle program and realize efficiencies through potential consolidation and other enhancements.

Strategy

Each strategy is a suggested approach that will lead to improved efficiency and effectiveness in shuttle planning, funding, operations/administration, and marketing/public information practices.

Strategy Champion

A strategy champion is defined as the agency or entity (can be multiple agencies or entities) that will advance a specific strategy and become its primary proponent to maintain momentum and progress. Being a champion does not connote that an agency or entity will complete and/or fund the work by itself. Rather, the champion only commits to ownership and oversight of advancement of the strategy.

Barrier to Implementation

Barriers to implementation are the underlying governance, resource, community support, and operational challenges a strategy would face before being put into practice.

GUIDEBOOK DEVELOPMENT REPORT ORGANIZATION

This guidebook is organized into eight chapters:

- **Chapter 1** (this chapter) introduces the study context, defines the purpose of the Guidebook Development Report, summarizes the development process, and defines frequent terms used throughout the report.
- **Chapter 2** defines the principal entities involved in the county shuttle program.
- **Chapter 3** summarizes the Task Force and shuttle stakeholder involvement process that led to the development of the Guidebook.
- **Chapter 4** sets the context for the Guidebook, which includes an inventory of existing shuttle service in San Mateo County, the current roles and responsibilities of agencies involved in shuttle planning, funding, and operations, a summary of the typical shuttle development process, and a review of best practices in shuttle programs.
- **Chapter 5** describes the Guidebook development process, which involved identifying key issues, policy goals, recommended shuttle business practices, and strategy champions.

- **Chapter 6** identifies barriers to implementation for each strategy within the context of governance, funding, community support, and operational challenges.
- **Chapter 7** presents a ranking of business practice strategies based on perceived implementation priority (level of effort versus relative return on investment).
- **Chapter 8** recommends next steps for the guidebook including board adoption and ongoing monitoring of the implementation effort including Task Force check-in on strategy advancement and ways to obtain funding.

2. ENTITIES INVOLVED IN COUNTY SHUTTLE PROGRAM

At present, over 40 shuttles operate in San Mateo County including both commuter (first/last mile) and community (local circulator) shuttles, which generate significant ridership and provide important transit connections and lifeline mobility options to County residents and workers.. Shuttles are operated, maintained, and funded by a variety of different entities and stakeholders, including multiple agencies and 20 cities. For the purpose of this guidebook, these will be referred to as the *shuttle program*. A description of the primary agencies involved in shuttle programs is provided below:

- **Peninsula Traffic Congestion Relief Alliance (Alliance)** – The Alliance is a joint powers authority dedicated to implementing transportation demand management programs in San Mateo County and providing alternatives to single-occupant auto travel, including both commuter and community shuttles. A Board of Directors consisting of elected officials from each of its 17-member cities and one representative from the County Board of Supervisors governs the Alliance. The Alliance manages 14 commuter shuttle routes in San Mateo County. It also manages four community shuttle routes.
- **City/County Association of Governments of San Mateo County (C/CAG)** – C/CAG acts as San Mateo County's Congestion Management Agency and coordinates planning and transportation in the County. C/CAG has its own Board, with voting members consisting of elected officials from each city and the County. C/CAG provides \$500,000 in Local Transportation Service Program funds for shuttle service, and receives an additional \$300,000 in matching funds from the San Mateo County Transportation Authority. C/CAG is the Program Manager for the County Program Manager fund for the Transportation Fund for Clean Air (TFCA) Program in San Mateo County. C/CAG also provides approximately \$525,000 per year in TFCA County Program Manager funds to fund BART shuttles in San Mateo County.
- **San Mateo County Transit District (SamTrans)** – is the administrative body for the principal public transit services in the county, including SamTrans bus service, and Redi-Wheels paratransit service. It is also the managing agency for Caltrain commuter rail service and the county Transportation Authority.
- **San Mateo County Transportation Authority (SMCTA)** – SMCTA administers quarter-cent sales tax collected for transportation projects and programs in San Mateo County and is governed by a board representing the County, cities and SamTrans. Four percent of sales tax monies from the Measure A sales tax are dedicated to shuttles.
- **Peninsula Corridor Joint Powers Board (PCJPB)** – the PCJPB is the governing body for Caltrain, the commuter rail line operating between Francisco, San Mateo and Santa Clara Counties, which itself is managed by the San Mateo County Transit District. The PCJPB administers shuttles serving Caltrain stations.

Another entity involved in funding for shuttles is the regional air management district. A description of the air district's role is as follows:

- **Bay Area Air Quality Management District (BAAQMD)** – BAAQMD is the regional agency that administers the Transportation Fund for Clean Air (TFCA). TFCA funds support a number of shuttles in San Mateo County. Some TFCA monies from the regional fund (60%) are distributed directly by BAAQMD, with 40% are channeled through local congestion management agencies, a role filled by C/CAG in San Mateo County.

3. TASK FORCE AND STAKEHOLDER INVOLVEMENT IN GUIDEBOOK DEVELOPMENT PROCESS

The Guidebook development was informed by input and feedback from the Shuttle Business Practices Task Force as well as stakeholder outreach/interviews. It was developed in response to the need to improve the coordination and management of the shuttle program amongst the main entities that are involved.

SHUTTLE BUSINESS PRACTICES TASK FORCE

A Shuttle Business Practices Task Force was convened over the course of the study to help develop the Guidebook by developing consensus on key issues, policy goals, business practice strategies, strategy champions, barriers to implementation, and implementation priority. The Task Force represented stakeholders and entities directly involved in planning, funding, and operating shuttles in San Mateo County, and included:

- Corinne Goodrich, Manager, Strategic Development, SamTrans
- Aidan Hughes, Interim Executive Officer, Planning and Development, SamTrans/SMCTA/JPB (representing SamTrans)
- Susan Kennedy, City of South San Francisco; Chair, Peninsula Traffic Congestion Relief Alliance Advisory Committee
- Linda Koelling, Mayor, City of Foster City
- Christine Maley-Grubl, Executive Director, Peninsula Traffic Congestion Relief Alliance
- Richard Napier, Executive Director, C/CAG
- Sandy Wong, Deputy Director, C/CAG

Staff:

- Marisa Espinosa, Manager, Planning and Research, SamTrans

Other acknowledgements:

- Melanie Choy, Manager, Planning and Programming, SamTrans

A number of Task Force meetings were convened in 2011 to present findings and provide feedback and input into the Guidebook development process. The activities performed at these meetings are summarized in Table 3-1.

Table 3-1. Task Force Meeting Schedule and Meeting Activity

#	Date	Activity
1	June 28, 2011	A draft set of key issues and potential policy goals was presented to the Task Force
2	July 29, 2011	A workshop was conducted on July 29 th with the Task Force to review a refined set of key issues and to elicit further feedback and consensus on policy goals that enabled the development of potential strategies to realize these goals
3	Week of August 29, 2011	A series of meetings were held during the week of August 29, where a draft set of strategies were presented to individual stakeholder groups within the Task Force elicit feedback in preparation for a Task Force meeting held on September 16 th where a revised set of business practice strategies were discussed and confirmed
4	September 16, 2011	A revised set of business practice strategies were discussed and confirmed.
5	September 27, 2011	Strategy champions were confirmed for each business practice strategy. The Task Force was presented with a preliminary assessment of the four operating barriers for each proposed strategy to foster discussion and elicit feedback
6	November 1, 2011	Draft versions of the Guidebook and Guidebook Development Report were presented to the Task Force.

STAKEHOLDER OUTREACH AND INTERVIEW PROCESS

In addition to the Task Force, 15 stakeholders were interviewed at the outset of the study to identify key issues with the current county shuttle program. Interviewees included representatives from major employers, cities, SamTrans, the Transportation Authority, the Alliance, and C/CAG to identify key issues facing the San Mateo County shuttle program:

- Marian Lee, Executive Officer of Planning and Development, SamTrans
- Chuck Harvey, Deputy CEO and Chief Operating Officer, SamTrans
- Rita Haskin, Executive Officer, Marketing and Customer Service, SamTrans
- Richard Napier, Executive Director, C/CAG
- Salani Wendt, Mobility Manager, City of East Palo Alto
- Charles Taylor, Transportation Manager, City of Menlo Park
- Debbie Helming, TSM Coordinator, City of Menlo Park
- Kristi Chappelle, Assistant City Manager, City of Foster City
- Susan Kennedy, City of South San Francisco; Chair, Peninsula Traffic Congestion Relief Alliance Advisory Committee
- Linda Koelling, Mayor, City of Foster City
- Richard Garbarino, Vice Mayor, City of South San Francisco

- Natasha Grinkin, Cushman & Wakefield (Property Management) South San Francisco Oyster Point Shuttle
- Terry Goblirsch, Manager of Admin. Services, Life Technologies
- Foster City Lincoln Centre and North Foster City Shuttles
- Suzanne Gilliam, Manager, General Services, Stanford Medicine Outpatient Center, Redwood City Mid-Point Shuttle
- Daniel McCoy, Associate Director, Corporate Transportation, Genentech Corporation
- Tom Madalena, Transportation Planning Manager, C/CAG

KEY FINDINGS

The stakeholder interview process was used to describe the key issues facing the San Mateo County shuttle program. The results of the interviews were developed into a Working Paper (#1) and are summarized below. Following review of Working Paper #1, the Task Force refined these issues into those to be addressed as part of business practice strategy development process. These refined issues are detailed in Chapter 5.

Planning Issues

Role and responsibility of key planning entities not clearly defined

The stakeholder interviews indicated that commuter shuttle programs do not receive the same level of formalized planning as fixed-route bus service at SamTrans and that the planning process is informal and on a case-by-case basis. This may be a result of the limited resources agencies have for service planning. Many interviewees from cities and employers were unclear which agencies currently fulfilled which roles. All interviewees agreed that there has to be a greater level of partnership and cooperation to make the system more efficient and cost-effective.

Shuttle planning based on available funding

Stakeholders found that while community-based transportation plans in some communities have led to planning-based decisions on shuttle services, most recent shuttle planning has been conducted in response to calls for projects and the availability of shuttle funding. In certain instances, SamTrans staff was only consulted when funding was desired by a City and was not been consulted during the service design process.

In the brainstorming sessions, stakeholders pointed to recent shuttle planning in Redwood City where SamTrans, C/CAG, Alliance and city staff were all at the table from the beginning, and it was generally agreed that this was a better planning process.

Limited understanding of market potential

General consensus among stakeholders was that no market research has been conducted to-date on the potential for commuter shuttle expansion. There is currently no general agreement on whether the market is saturated, or there is additional potential for new commuter shuttle routes. The desire exists to encourage employers to better take advantage of the existing shuttle program, which translates into an opportunity to get more employers involved.

For community shuttles, there is belief that the aging of the population, cutbacks in traditional community transit routes by SamTrans, and the need for east-west connections to both the El Camino and Caltrain corridors will all fuel future demand, according to stakeholders. However, this belief has not been researched or documented.

Need for planning measures to assess potential routes

Various stakeholders stated that they did not understand what criteria are being used to add shuttles to the system and that this needed to be clarified. They felt that decisions should be made based on explicit criteria (e.g., potential ridership, which routes are projected to be most cost effective) rather than on an available funds basis that can result in lack of parity between individual cities and individual employers.

It was felt that there is a need to look beyond individual cities to determine how the shuttles could be better planned and coordinated, and to look for opportunities for neighboring communities to cooperate with one another and provide a seamless transportation system for their constituents.

Multiple performance standards

SamTrans, C/CAG and BAAQMD all have different minimum standard benchmarks. The following are the historical performance benchmarks.

- SamTrans/JPB: 24 month benchmark > 25% effective farebox recovery (EFR), <\$4 cost per passenger
- C/CAG: <\$6 cost per passenger for fixed route, <\$15 per passenger for door-to-door¹

The stakeholder interviews indicated that performance indicators are not used to determine where to make service changes or target marketing campaigns to improve ridership on underperforming routes. Further, there was consensus that shuttle evaluations need to consider other planning factors than strictly performance standards. Geographic equity and Title VI factors were the most often mentioned in the interviews.

¹ These dollar amounts are currently being indexed to CPI based on the fact that they were created in 2005 and currently relate to 2005 dollars.

Improvement plan for under-performing routes not clearly defined

It was discovered during the stakeholder interview process that there is currently no adopted plan (by any agency) to modify service when shuttle routes do not meet minimum performance targets. While C/CAG has adopted performance standards, they are not used to review or evaluate which shuttle programs warrant service changes or funding. SamTrans has general performance standards, which have not been adopted by the SamTrans Board and are currently not used to evaluate whether a particular shuttle should be modified or funded.

As development of evaluation criteria moves forward, other factors such as senior mobility, east-west connections, and reduction of congestion sometimes should be considered in addition to direct performance measurement according to the stakeholders.

Limited stakeholder comprehension of shuttle benefits

Shuttle benefits beyond ridership are not regularly quantified. Benefits mentioned include employee retention, improved worker productivity, increasing regional rail ridership, parking reduction, and air quality improvements (tons of emissions removed). Among stakeholders, there was general consensus that all parties could do a better job of better communicating the benefits of the shuttle program.

Funding Issues

Multiple funding sources and calls

C/CAG and SMCTA are the principal entities managing allocation and distribution of shuttle funding. Each entity runs its own separate funding calls, although a joint FY2012 Call for Projects has been discussed. Shuttle sponsors note the funding application process is relatively simple, and SMCTA helps to smooth the process.

Although stakeholders indicated the application process was relatively simple, the separate funding sources and calls from C/CAG and SMCTA sometimes led to: (i) service applications that may be mismatched with funding source objectives; and (ii) uncertainty over conflicts between applied-for and existing funding. The need for additional advanced notice for funding application releases has been expressed. Overall, stakeholders note that cuts in city staff/budget will limit their ability to dedicate staff to chase and secure funding. Opportunity may exist to streamline or consolidate the funding programs. One suggestion could be to adopt an easier and more straightforward process whereby funds are allocated to a city based on their population share, up to a given maximum.

Local match requirements and employer subsidy vary significantly by funding source

Although the base funding sources are generally stable, the local match is a critical issue. Local match requirements differ by source. The Local Transportation Services Program reimburses programs for up to 50% of annual operating costs; however, the local entity must provide the remainder. The Lifeline Transportation Program typically requires a minimum match of 20% of total project cost. BAAQMD TFCA funds do not require a match, although applications with higher levels of matching funds scored higher on the match criterion.

Historically, employers and/or cities provided 25% of BART/Caltrain shuttle costs – the majority of such shuttles remain at this subsidy level. For some shuttles, however, upwards of 90% of funding is provided by employers. Interviewees expressed a concern that applications with larger, diversified matches are not properly rewarded in the grant process. Furthermore, the size of the required match may be too large given current economic conditions. Among the stakeholders interviewed, employers believe that there is no consistent policy on employer shuttle match requirements and that mobility benefits they support (i.e., access to BART and Caltrain) are undervalued. Opportunity may exist to develop a consistent and equitable subsidy policy and potentially establish a minimum public matching funds threshold.

Reporting requirements differ by funding source/agreement

Stakeholders felt that opportunity may exist to establish a consistent set of reporting requirements per funding source. Currently, C/CAG and SMCTA funding agreements require different sets of reports to assess ongoing performance, typically on a quarterly basis. For instance, C/CAG Local Transportation Services Program funds require reports on service costs, ridership, and cost per passenger. Measure A funds, however, require documentation of service effectiveness, service quality, and customer satisfaction. BAAQMD TFCA funds require documentation of how well modal shift and emission reduction targets are being achieved.

Consistency of auditing process and accuracy of performance monitoring

Stakeholders noted that performance reports are required by funding sources to justify funding and public use of funds. Each funding source has a different requirement. Transit services in California are typically subject to triennial performance audits, although the San Mateo County shuttle programs have received only one such program evaluation (in 2005 by C/CAG). However, no systematic ongoing performance management process exists. Some shuttle programs have fallen well below performance standards, but still retain shuttle funding. Stakeholders indicated that adoption of a systematic and consistent auditing program will help to improve the performance of routes and assure they meet funding requirements.

Timely and accurate data for performance measures is a key issue in the monitoring process. Some interviewees expressed concern over the accuracy and quality of data provided shuttle sponsors, but typically collected by shuttle vendors. Data is sometimes delayed for up to six months or not submitted at all. Lastly, the various reporting requirements for different funding sources noted above may also contribute to delays. Opportunity may exist to establish a regular monitoring function under a single entity.

Uncertainty of future funding sources

The stakeholder interviews indicated that some funding sources for San Mateo County shuttles are more certain than others. For instance, four percent of the sales tax generated by Measure A will be allocated to the shuttle program over its lifespan. Several cities use their local return portion of Measure A to support shuttle programs, although these funds are subject to sales tax generation and can fluctuate. Likewise, funding matches from cities and employers are subject to annual budgets. Opportunity may exist to develop a process/framework to address unforeseen gaps in local matching funds. A process needs to be developed to address funding certainty and security.

Operations & Administration Issues

Similar operations, management, and administrative roles performed by various operators

The stakeholder interview process found that several shuttle program managers perform similar functions across the industry. For instance, several managers perform similar service oversight and monitoring, performance evaluation, and general administration roles for their given routes. Staff from the Alliance, C/CAG, JPB, the City of Menlo Park, and the City of East Palo Alto monitor service and schedule, while compiling similar performance reports. Little sharing of information on a regular basis is evident. Staff conduct shuttle rider surveys, although there is no standard set of questions. Similar administrative efforts are performed by these entities, such as budgeting, invoicing, and fulfilling report requirements, etc. Opportunity may exist to reduce management and administrative costs through consolidation of shuttle management functions.

Limited program administrative resources at some shuttle sponsors

In some cases, administrative costs are not eligible uses of shuttle program funding – for instance, the C/CAG shuttle program does not allow for administrative expenses, while the SMCTA Call for Project Guidance specifically states that funds are for “operation of local shuttle services”. Community shuttles are thought to require approximately three to five times the administrative resources required by commuter shuttles, making community shuttles more difficult to resource and staff appropriately. Among stakeholders, some sponsor cities and employers noted that the economic downturn may force them to reduce staff devoted to administrative functions to operate the shuttle programs – potentially impacting shuttle efficiency. For many member cities, the Alliance has taken over administrative functions and generally received high marks. The stakeholder interview process indicated that opportunity may exist to consolidate administrative functions under one entity and reduce costs and required resources.

Procurement process handled by multiple operators

The Alliance, JPB, and the City of East Palo Alto are all responsible for shuttle bus procurement including the development of the request for proposals (RFP), the solicitation, proposal rating, and contracting process. Significant overlap exists in procurement functions among the three entities. Interviewees noted that SamTrans already conducts procurement and contracting, which is in fact publicly funded. Opportunity exists to coordinate efforts under a single entity to realize significant cost savings and allow shuttle sponsors to concentrate on operations and administrative functions. Private employers also conduct and manage their own shuttle bus procurement. Thus, any procurement consolidation could be flexible enough to allow employers the option to conduct their own procurement.

Public Information & Marketing Issues

Consistency of branding

Almost all interviewees expressed a desire to achieve a seamless and user-friendly transit system for their customers using branding to minimize confusion and bring consistency to shuttle marketing efforts. There is a lack of standards to create systematized and consistent shuttle branding and designs. On a station-by-station basis, interviewees expressed a need for enhanced wayfinding signs for shuttles at stations.

Limited coordination among agencies in providing shuttle information

Stakeholders noted that there are many websites, schedules, maps and brochures with shuttle service information. No one agency, however, is responsible for ensuring that materials are up-to-date, accurate and consistent. Furthermore, no single contact number is available to call to verify shuttle information – a central phone number and a consistent process for handling phone calls are two suggestions to improve coordination.

Limited participation of new employees in shuttle programs

The stakeholder interviews indicated that new employee participation in shuttle programs has lagged below expectations. During the interview process, conducting additional market research has been mentioned as an option to identify potential employers or to help determine whether a market is saturated. Funding for such research, however, is limited. It was also mentioned that the need exists for employers to take a greater role in marketing shuttle services. There is also a need to better incentivize cities and employers to participate in the shuttle program.

Constrained marketing budgets

Stakeholders noted that the funding sources do not allow marketing to be funded through their grants. Furthermore, among stakeholders, cities and employers are finding it increasingly difficult to fund marketing efforts. A minimum level of funding is required to publish rider materials, to inform riders of service improvements, and to plan for new service.

4. BACKGROUND OF COUNTY SHUTTLE PROGRAM

This Chapter describes the current status/structure of the shuttle program in San Mateo County. It identifies relevant agencies involved in planning, operations, funding, and administration of shuttles in San Mateo County, the roles and responsibilities of those agencies, and the typical shuttle program development process. A review of industry best practices in shuttle programs is also presented to provide guidance on identifying key issues and developing subsequent policy goals and strategies.

SHUTTLE INVENTORY

The shuttle program in San Mateo County is a public/private partnership involving an array of cities, employers, the Alliance, C/CAG, SamTrans, SMCTA, and BAAQMD. A total of 44 shuttles provide mobility benefits within the county. Twenty are managed by the Alliance, ten are managed by Caltrain, eight are managed by employers, four are managed by cities, one is managed by SamTrans, and one is a joint venture between Caltrain and East Palo Alto. A shuttle inventory listing route name, service type, lead organization (typically the shuttle sponsor and applicant for funding), administration/management entity, and funding source(s) are shown in Table 4-1 and a map of the routes is presented in Figure 4-1.

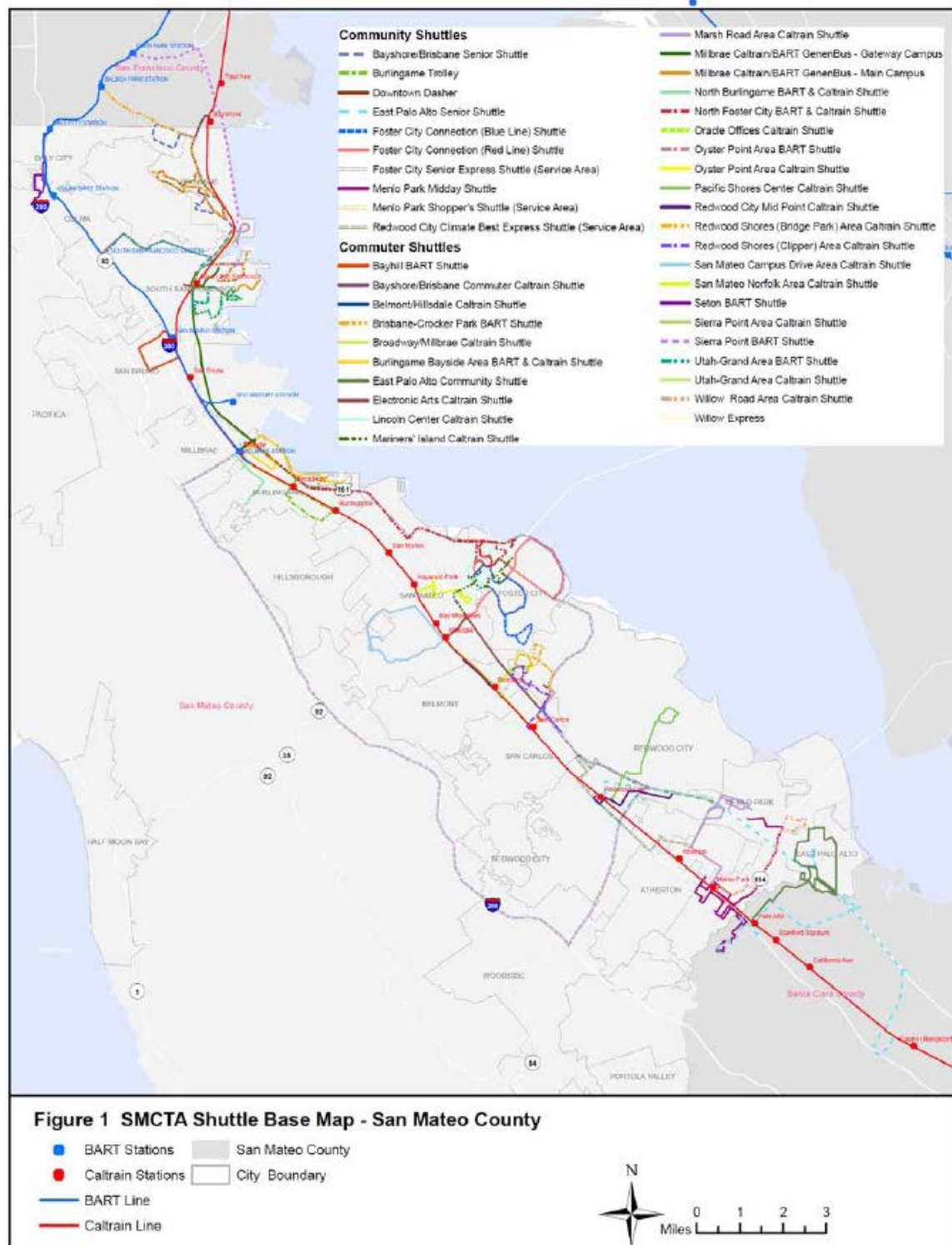
Table 4-1. San Mateo County Shuttle Inventory

Shuttle Route	Service Type	Lead Organization	Administration/ Management	Funded By
Bayhill-San Bruno BART	Commuter	Walmart	Walmart	BAAQMD, TA, TFCA, Walmart,
Bayhill-San Bruno Caltrain	Commuter	Caltrain	Caltrain	TA, C/CAG
Bayshore-Brisbane Senior	Community	Caltrain	Caltrain	TA, C/CAG
Bayshore-Brisbane Commuter Caltrain	Commuter	Caltrain	Alliance	TA, C/CAG
Belmont-Hillsdale Caltrain	Commuter	Caltrain	Caltrain	TA
Brisbane-Crocker Park BART/Caltrain	Commuter	Alliance	Alliance	TA, SamTrans, Employers
Broadway-Millbrae Caltrain	Commuter	Caltrain	Caltrain	TA
Burlingame-Bayside BART/Caltrain	Commuter	Caltrain	Alliance	TA, City of Burlingame
Burlingame Trolley	Community	Hotel Group	Hotel Group	Hotel Group
East Palo Alto Community	Community	East Palo Alto	Caltrain/ East Palo Alto	TA
East Palo Alto Shopper	Community	East Palo Alto	East Palo Alto	TA
Electronic Arts Caltrain	Commuter	EA	EA	JPB, TFCA, Employers
Foster City Blue Line	Community	Foster City	Alliance	TA, CCAG
Foster City Red Line	Community	Foster City	Alliance	TA, CCAG
Foster City Senior Express	Community	Foster City	Foster City	Foster City
Foster City-Lincoln Centre Caltrain	Commuter	Caltrain	Alliance	BAAQMD, C/CAG, TA, Employers
Mariners' Island Caltrain	Commuter	Caltrain	Alliance	TA, San Mateo, Employers
Marsh Road Caltrain	Commuter	Caltrain	Caltrain	JPB, TFCA, Employers
Menlo Park (Midday)	Community	Menlo Park	Menlo Park	TA, Menlo Park
Menlo Park Senior Shopper	Community	Menlo Park	Menlo Park	TA
Millbrae Caltrain/BART GenenBus - Gateway Campus	Commuter	Genentech	Genentech	JPB, Employers
Millbrae Caltrain/BART GenenBus - Main Campus	Commuter	Genentech	Genentech	JPB, Employers

Shuttle Route	Service Type	Lead Organization	Administration/ Management	Funded By
South San Francisco Ferry GenenBus	Commuter	Genentech	Genentech	Employers
North Burlingame BART/Caltrain	Commuter/Community	Burlingame	Alliance	C/CAG, Burlingame, Employers
North Foster City BART/Caltrain	Commuter	Alliance	Alliance	SamTrans, Employers
Oracle Caltrain	Commuter	Caltrain	Caltrain	JPB, TFCA, Employers
Oyster Point-South San Francisco BART	Commuter	Alliance	Alliance	BAAQMD, TA, CCAG, Employers
Oyster Point-South San Francisco Caltrain	Commuter	Alliance	Alliance	BAAQMD, TA, C/CAG, Employers
Oyster Point-South San Francisco Ferry*	Commuter	Alliance	Alliance	BAAQMD, TA, C/CAG, Employers
Pacific Shores Caltrain	Commuter	Caltrain	Caltrain	TA, Employers
Redwood City Midpoint	Commuter	Alliance	Alliance	BAAQMD, TA, Redwood City
Redwood City On Demand Community	Community	Alliance	Alliance	C/CAG, MTC Lifeline, Redwood City
Redwood Shores (Bridge Park) Caltrain	Commuter	Caltrain	Caltrain	JPB, TFCA, Employers
Redwood Shores (Clipper) Caltrain	Commuter	Caltrain	Caltrain	JPB, TFCA, Employers
San Mateo-Campus Drive Caltrain	Commuter	Caltrain	Alliance	BAAQMD, C/CAG, TA, San Mateo
San Mateo-Norfolk Caltrain	Commuter/Community	Caltrain	Alliance	BAAQMD, C/CAG, TA, San Mateo
Seton BART	Commuter	Seton	Seton	SamTrans, Seton
Sierra Point-South San Francisco Caltrain	Commuter	Sierra Point Employers	Sierra Point Employers	TA, San Mateo, Employers
Sierra Point BART	Commuter	Sierra Point Employers	SamTrans	SamTrans, TFCA, BAAQMD, Employers
South San Francisco Downtown Dasher	Community	South San Francisco	Alliance	South San Francisco
Utah-Grand South San Francisco BART	Commuter	Alliance	Alliance	BAAQMD, C/CAG, SamTrans, Employers
Utah-Grand South San Francisco Caltrain	Commuter	Alliance	Alliance	BAAQMD, TA, CCAG, Employers
Utah-Grand South San Francisco Ferry	Commuter	Alliance	Alliance	BAAQMD, TA, CCAG, Employers
Willow Road Caltrain	Commuter	Caltrain	Caltrain	JPB, TFCA, Employers

Source: *San Mateo County Shuttles Inventory and Analysis* (AECOM, June 2010); Fehr & Peers, 2012

Figure 4-1. San Mateo County Shuttle System Map



Source: San Mateo County Shuttles Inventory and Analysis (AECOM, June 2010)

CURRENT ROLES AND RESPONSIBILITIES IN THE SHUTTLE PROGRAM

Figure 4-2 presents the current roles and responsibilities of agencies involved in county shuttle programs within the context of the four functional categories (Planning, Funding, Operations & Administration, Marketing & Public Information).² For each category, three primary functions are listed.

Within all functional categories, there is significant overlap and duplication of effort among the agencies that plan, fund, operate, and administer shuttle services. Potential benefits may be achieved in terms of efficiency and cost savings by streamlining functions and responsibilities. The most notable examples of overlap are:

- Numerous entities plan new service, including the Alliance, Caltrain, SamTrans, several cities, and employers;
- SamTrans and C/CAG are both responsible for establishing performance criteria for measuring shuttle performance;
- Numerous entities separately apply for shuttle program funding including the Alliance, Caltrain, several cities, and employers;
- Eight entities separately manage daily operations;
- Five entities separately monitor performance and provide monitoring reports to funding sources;
- Five entities separately procure vendors to provide contracted service; and
- Numerous entities independently handle marketing, branding, and information provision responsibilities, including the Alliance, SamTrans, several cities, and employers.

² The cities of Burlingame, Daly City, Millbrae, Palo Alto, Redwood City, San Mateo, and South San Francisco are not indicated in the matrix as their shuttle services are handled by the Alliance.

Figure 4-2. Matrix of Roles and Responsibilities for San Mateo County Shuttle Program

Stakeholder/Entity	Funder	Planning			Funding			Operations & Administration			Marketing & Public Information		
		Plans Future Service	Sets Performance Measures	Implements Improvement Plans	Manages Funding Allocation Process/Sources	Applies for Funding	Fulfills Funding Requirements	Procures Vendors	Manages Daily Operations	Monitors Performance	Provides Route/Schedule Information	Conducts Branding	Conducts Marketing Activities
Alliance		X		X		X	X	X	X	X	X	X	X
BAAQMD (TFCA)	X												
C/CAG	X		X	X	X			X					
Caltrain		X				X		X		X	X		
City of East Palo Alto		X				X	X	X	X	X	X	X	X
City of Foster City	X	X				X		X		X	X	X	X
City of Menlo Park	X	X				X	X	X	X	X	X	X	X
Joint Powers Board (JPB)	X					X	X		X				
MTC	X												
Private Employers	X	X				X	X	X	X	X	X	X	X
SamTrans	X	X	X	X				X		X	X	X	X
SMCTA	X			X	X								

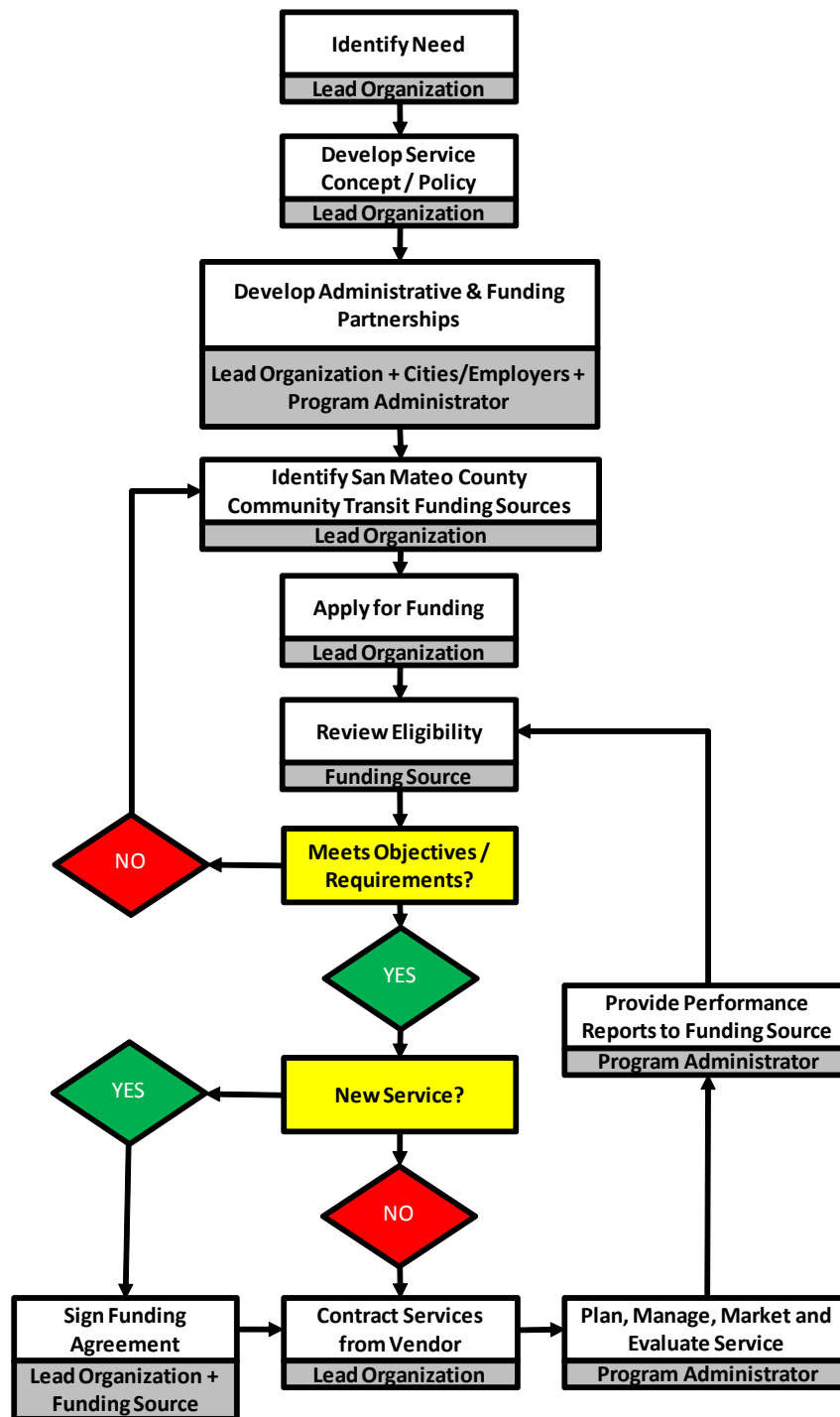
Source: Stakeholder Interviews and San Mateo County Shuttle Inventory and Analysis, June 2010.

CURRENT SHUTTLE PROGRAM DEVELOPMENT PROCESS

Figure 3 shows the existing process undertaken to first identify potential shuttle service, fund the service, and then implement and monitor the service in the county. Key entities undertaking each activity in the shuttle development process are identified in the grey shaded box beneath each activity. As defined in *San Mateo County Shuttle Inventory and Analysis*, June 2010, these entities include:

- **Lead Organization** – typically bears responsibility for major policy decisions regarding the shuttle such as service expansions or cuts. Lead organizations are involved with originating the service concept and type, conducting outreach, setting service policies, developing funding and administrative partnerships, seeking and applying for funds, and contracting the shuttle service from a vendor. Caltrain is the Lead Organization for 40 percent of the shuttles, while cities account for about 24 percent of the shuttles. The Alliance is the Lead Organization for 22 percent, while the private sector is the lead for 14 percent of shuttle services.
- **Program Administrator** – typically responsible for administrative roles associated with the shuttle such as ongoing planning, marketing, budgeting, service oversight, and evaluation. The majority of shuttles are administered by Caltrain or the Alliance. In some cases, the Alliance manages a shuttle contracted by Caltrain or by a city.
- **Funding Source** – the organization providing the funds to operate the shuttle. Organizations providing funding include SMCTA, C/CAG, BAAQMD, Caltrain, and SamTrans. Local match funds are provided by cities and employers as well.
- **Vendor** – a contracted entity that operates service, but is managed by the Program Administrator.

Figure 4-3. Typical Shuttle Development Process



SHUTTLE INDUSTRY BEST PRACTICE

At the outset of the study, published studies on shuttle services from around the country were reviewed to examine industry best practices for developing and maintaining efficient, cost-effective, and high ridership routes. Several best practices were identified that served to guide the identification of key issues and the subsequent development of policy goals.

Sources include:

- *Community Oriented Transit Best Practices* (AC Transit, August 2004)
- *Community Transit Planning and Funding Guidebook* (SamTrans, March 2009)
- *Coordinated Public Transit-Human Services, Best Practices Handbook* (Indian Nations Council of Governments (INCOG), April 2008)
- *RTD Shuttle Circulator Services Review and Evaluation* (TMD, October 2008)
- *Spectrum Shuttle Implementation Best Practices Study* (Fehr & Peers, March 2011)
- *Transit Shuttle Projects: A Literature Review and Best Practices* (Hampton Roads Metropolitan Planning Organization, June 2008)
- *West Contra Costa Transit Enhancement Strategic Plan, Best Practices Shuttle Services* (Nelson Nygaard, December 2010)

1. Create Employer/Organization-Based Advisory/Stakeholder Group

Engaging employers is crucial to the success of a shuttle system. All successful shuttle systems have employer/community buy-in and ongoing involvement. An advisory/stakeholder group can:

- Assess current operations;
- Review rider experience and suggestions;
- Make service change recommendations; and
- Advocate for service.

2. Coordinate with Stakeholders at All Levels, Especially for Service Planning and Operations

Successful shuttle programs often have close coordination for all aspects of the program, but especially for shuttle planning and operation. This includes coordination between lead organizations and transit operators to develop and market the shuttle, but also lead organizations working with stakeholders to modify schedules and routes.

- Detroit's Suburban Mobility Authority for Regional Transportation (SMART) is one example. Each municipality in the service area participates in the design details of local community transit service.

- Portland's Swan Island shuttle services is jointly developed and marked by the Director of the Swan Island Transportation Management Association (TMA) and TriMet staff.

Identify Innovative Funding Mechanisms to Augment Existing Sources

While San Mateo County shuttles are unique in the scope and extent of employer involvement in shuttle program funding, other areas use other means to procure sufficient funding.

- Emery Go Round in Emeryville has a stable funding source provided by a Property Based Business Improvement District (PBID). The PBID, in effect since 2002, levies fees on commercial property based on the type of business and square footage, varying from 8.5 cents to 17.5 cents per square foot per year. This type of funding would be most applicable to new business areas served by shuttles.
- NET, the Norfolk Electric Transit, serves as a free downtown connector in Norfolk, Virginia. NET is partially supported by funds received from the city's Parking Division, which manages its parking system. Nearly half of NET's operating costs are funded from parking revenues. This funding arrangement would be most applicable to community shuttles and/or circulators, not employee shuttles.

3. Develop Innovative Contracting Arrangements to Lower Costs

Several shuttle programs in San Mateo County are operated by outside vendors or contractors. Typically, the contractor would operate and maintain the vehicles. The Emery Go Round has a unique arrangement aimed at lowering costs whereby different activities are contracted out to separate vendors. Penske handles maintenance, SFO Shuttle Bus provides drivers, and AC Transit provides fueling and bus washing.

4. Apply New Technologies to Improve Passenger Experience and Productivity

Several shuttle programs have implemented real-time information systems at stops to display arrival information of incoming shuttles. While such systems require a Global Positioning System (GPS) unit aboard each vehicle, passengers benefit from knowing when the next shuttle is expected to arrive and where it is headed. Emery Go Road is one example of a shuttle program deploying real-time passenger information at stops. GPS is also useful for tracking route performance from the operator perspective.

5. Continuously Market Services

Active marketing should be considered a key objective when promoting services. Passive marketing (including posted shuttle information on-site, at employer locations, or on the shuttle website) only works for those who are already interested and are willing to seek out more information on their own. Prospective riders must be persuaded to shift their mode of travel. Marketing can amplify awareness and understanding of the shuttle and increase the likelihood that people will use the service. Activities include:

- Making potential riders aware of shuttle service, including route, service span, frequency, and benefits to all user types;

- Engaging in direct email advertising to employees and residents;
- Marketing service in-person at employers;
- Using stakeholders to help market services in addition to the above methods;
- Encouraging potential riders to contact the service for more information;
- Replying to questions from potential riders as soon as possible;
- Offering incentives to try service (for instance offering complimentary one month passes on Caltrain); and
- Setting yearly marketing budgets, both for new service launches and ongoing services.

6. Continuously Evaluate and Adjust Ongoing Operations

It is important for shuttle services to be responsive to the needs of their users. Periodic satisfaction surveys and performance/productivity reviews should be undertaken to identify necessary service or program changes required. Feedback from users needs to be considered and taken seriously. Service should be responsive to rider and employer needs, but individual demands should be viewed in light of the overall transit market. For instance:

- Is service frequent enough to meet rider needs?
- Is on-time performance satisfactory?
- Are all buses clean inside and out?
- Are stops accessible enough to both riders and buses?

5. BUSINESS PRACTICE STRATEGIES DEVELOPMENT PROCESS

The business practice strategies selected for inclusion in this Guidebook Development Report and accompanying Guidebook address policy goals that, when achieved, will lead to improved coordination, transparency, efficiency, and effectiveness in the shuttle program over the next three to five years within the four functional categories:

- Planning
- Funding
- Operations & Administration
- Marketing & Public Information

The identification and refinement of these business practice strategies required a multi-step process involving input from a wide variety of stakeholders and consensus of the Task Force.

DEVELOPMENT PROCESS

Figure 5-1 illustrates the business practice strategies development process. The following description summarizes this process.

- **Key Issues** – At the outset of the study, 15 stakeholders were interviewed to help describe the key issues facing the San Mateo County shuttle program. The results of the interviews were developed into a Working Paper (#1). In draft form, the paper and its key findings were presented to the Task Force for discussion and comment (Meeting #1). These key issues were refined with guidance from the Task Force. These refined issues then informed the strategy development and other related activities.
- **Policy Goals** – While key issues were being refined, potential policy goals to address those issues and provide objectives for the succeeding business practice strategies were identified. Potential policy goals were reviewed by the Task Force and a meeting was held to further discuss the goals and reach consensus on the intent and wording (Meeting #2). A second Working Paper (#2) was produced that presented the revised set of key issues and resulting policy goals.
- **Business Practice Strategies** – Following the development of policy goals, a series of business practice strategies were presented to address each policy goal. Each strategy is a suggested approach that is intended to improve shuttle program efficiency and effectiveness within the planning, funding, operations/ administration, and marketing/public information realms. Three Task Force subcommittee meetings (over the week of August 29, 2011) were held to illicit feedback on the potential strategies. Based on the feedback, strategies were refined and presented at a Task Force meeting where final changes were suggested.
- **Strategy Champion** – During the Task Force meeting (Meeting #4) on potential business practice strategies, the Task Force was introduced to the concept of a strategy champion. Following the Task Force meeting (Meeting #4), further refinements to the definition of a strategy champion

were made and strategy champions for each strategy were confirmed. A third Working Paper (#3) was produced that presents the final set of strategies and strategy champions that appear in the Guidebook.

- **Barriers to Implementation** – Once the business practice strategies were finalized, consideration was given to potential barriers to implementation for each strategy. The Task Force reviewed these barriers and discussed them (Meeting #5). A fourth Working Paper (#4) was produced that confirmed the low/medium/high barriers by strategy through consensus from the Task Force.
- **Ranking of Strategies by Implementation Priority** – The Task Force members individually ranked each strategy based on their perceived level of effort and return on investment. The results were summarized in a quadrant graphic which compares the implementation priority of each strategy.
- **Guidebook and Guidebook Development Report** – The prior working papers and strategy rankings were compiled into the *Shuttle Business Practices Guidebook*. The process outlining the strategy and Guidebook development process was detailed in the *Shuttle Business Practices Guidebook Development Report*. The Task Force reviewed these efforts and suggested refinements (Meeting #6).

Figure 5-1. Business Practice Strategies Development Process

Principal Activities	Key Inputs	Key Outputs
Identify Key Issues	- Conduct stakeholder interviews - Task Force Meeting #1	- Working Paper #1 (Key Issues)
Identify Policy Goals	- Task Force Meeting #2	- Working Paper #2 (Policy Goals)
Identify Business Practice Strategies	- Task Force Sub-Committee Meetings (Meeting Set #3) - Task Force Meeting #4	- Working Paper #3 (Strategies and Strategy Champions)
Identify Strategy Champions		
Identify Barriers to Implementation	- Task Force Meeting #5	- Working Paper #4 (Barriers to Implementation)
Rank Implementation Priority of Each Strategy	- Task Force members rank each strategy by level of effort (LOE) required and perceived return on investment (ROI)	- Ranking of each strategy by LOE and ROI to assess implementation priority
Develop Guidebook and Guidebook Development Report	- Previous Working Papers - Ranking of strategies by implementation priority - Task Force Meeting #6	- Shuttle Business Practices Guidebook - Guidebook Development Report

KEY ISSUES, POLICY GOALS, BUSINESS PRACTICE STRATEGIES, AND STRATEGY CHAMPIONS

The development process detailed in the previous section led to the identification of key issues, resulting policy goals, business practice strategies, and strategy champions. Each key issue and corresponding policy goal, desired outcome, recommended strategy, and proposed strategy champion are discussed in detail below in Table 5-1 through Table 5-9, organized by functional category. It is noted that barriers to implementation and the ranking of strategies based on implementation priority are presented in separate chapters.

How to Read the Tables

This guide provides instruction on how to read the tables below. Shuttle business practices for the San Mateo County shuttle program are organized into four general categories (shown at the top of each table):

- Planning
- Funding
- Operations and Administration
- Public Information and Marketing

Key Issue – Each business practice category has one or more key issue facing the shuttle program. A key issue in the context of the San Mateo County shuttle program is an existing practice or approach that is seen to be negatively affecting shuttle business practices and one that could be improved upon to achieve greater efficiency and effectiveness in program coordination or operation.

Policy Goal & Desired Outcome – To address each key issue, a policy goal was developed. The policy goals identify general intentions that would lead to improved efficiencies and effectiveness of the shuttle program. The desired outcome expands on the goal language to provide the desired result from achieving a policy goal.

Strategy & Strategy Champion – Each strategy is a specific objective, that, when implemented, would help achieve a policy goal. Each goal may have multiple strategies associated with it. They are measurable targets that require action in order to achieve them. Each strategy will require a strategy champion to advance it and become its primary proponent to maintain momentum and progress. Strategies will also require planning, implementation, and monitoring to assess its effectiveness in achieving the desired outcome.

Table 5-1. Planning Issue/Goal/Strategies #1

Issue #1:	Shuttle planning is typically based on available funding, with a limited understanding of market potential	
Policy Goal:	Develop a consistent countywide shuttle planning process that includes a market-based approach	
<i>Desired Outcome:</i>	<i>A market-based (cost/benefit) approach would identify key target areas/markets and match appropriate service to meet these needs given budgetary limitations. This approach would ensure consistency with the wider SamTrans public transit network, ensuring service complements fixed-route service and minimizes service duplication.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Develop and adopt a planning document for entities involved in shuttle planning 	SamTrans
	<ul style="list-style-type: none"> <ul style="list-style-type: none"> Develop and adopt consistent planning criteria to assess potential market demand (e.g., ridership, cost effectiveness) for commuter shuttles. Other criteria, such as access to transit for low income populations, may be used for community shuttle planning 	SamTrans
	<ul style="list-style-type: none"> <ul style="list-style-type: none"> Undertake periodic market research studies 	Alliance
	<ul style="list-style-type: none"> Engage SamTrans/Alliance in planning process for all entities that receive public funding for shuttles 	SamTrans/ Alliance
	<ul style="list-style-type: none"> Define roles and responsibilities of stakeholders in the planning process 	All

Table 5-2. Planning Issue/Goal/Strategies #2

Issue #2:	The improvement process for under-performing routes is not clearly defined	
Policy Goal:	Define the process to address under-performing routes	
Desired Outcome:	<i>To achieve a market-based approach, a process to address under-performing routes is needed to: (i) identify modifications to better align service with minimum performance thresholds; (ii) define other key steps to be taken by shuttle operators to improve performance; and (iii) establish thresholds and a timeframe to potentially cancel service and/or reallocate shuttle funding if a service continues to under-perform. Performance should be measured differently for commuter and community-based shuttles due to differences in needs addressed by each service.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Develop phased improvement plan 	SMCTA / C/CAG
	<ul style="list-style-type: none"> <ul style="list-style-type: none"> Tie improvement plan to funding framework and require improvement plan as part of funding process 	SMCTA / C/CAG
	<ul style="list-style-type: none"> <ul style="list-style-type: none"> Define minimum and ideal performance standards by service type (commuter and community shuttles, respectively) 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Seek board approval on performance standards (for reducing or canceling service) 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Identify relevant technical assistance role and parties responsible 	Alliance
	<ul style="list-style-type: none"> Aggressively work with route sponsor to address under-performing routes 	SMCTA / C/CAG

Table 5-3. Planning Issue/Goal/Strategies #3

Issue #3:	Robust employer participation in the shuttle program is limited	
Policy Goal:	Develop complementary Transportation Demand Management strategies to support shuttle program	
Desired Outcome:	<i>Encourage more employer participation in the shuttle program and promotion of other alternative travel modes. More extensive employer involvement could improve existing route performance, provide more frequent service on existing routes, and allow for additional routes and service to other potential markets in the county.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Conduct outreach to determine potential support for adoption of TDM ordinance and/or Transportation Management Associations to support shuttle operations and complementary alternative modes 	C/CAG
	<ul style="list-style-type: none"> Develop and market TDM strategies specifically targeted at reducing congestion and providing first/last mile mobility solutions 	Alliance

Table 5-4. Funding Issue/Goal/Strategies #1

Issue #1:	The funding process consists of multiple funding sources, calls for projects, and match requirements	
Policy Goal:	Establish a consistent and clear funding process	
Desired Outcome:	<i>A consistent funding process and framework is needed to: (i) clarify program eligibility for different funding sources; (ii) define minimum local match requirements, if any; (iii) define a clear evaluation process for prospective program applicants; and (iv) identify parties responsible for providing guidance and advice in each stage of the process.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Develop clear funding framework to define the process, establish key scoring criteria, define roles/responsibilities, and determine eligibility for funding 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Consolidate funding program under one entity 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Conduct single funding call 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Assign specific weighting for local match in evaluation process 	SMCTA / C/CAG

Table 5-5. Funding Issue/Goal/Strategies #2

Issue #2:	Reporting requirements differ by funding source, while no uniform performance monitoring process is applied across the shuttle program	
Policy Goal:	Develop consistent performance criteria and systematic performance monitoring program	
Desired Outcome:	<i>A refined performance monitoring process is needed to: (i) identify consistent performance measures and simplify the reporting process for all shuttle operators; (ii) establish a uniform performance auditing procedure applicable to all shuttle services in San Mateo County; and (iii) provide a baseline to assess routes against one another.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Adopt single set of performance metrics for commuter and community-based shuttle programs, respectively 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Reassess and refine performance metrics 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Develop and adopt systematic shuttle performance monitoring program for commuter and community-based shuttle programs, respectively 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Develop validation program to assure data accuracy 	SMCTA / C/CAG

Table 5-6. Operations & Administration Issue/Goal/Strategies #1

Issue #1:	Several entities perform similar operations, management, procurement, and administrative roles	
Policy Goal:	Explore opportunities to consolidate responsibilities	
Desired Outcome:	<i>Consolidation of responsibilities and roles under the most appropriate entity or entities would facilitate cost and operating efficiencies.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Conduct a study to assess the cost and benefit of consolidation or realignment related to: 	SamTrans
	<ul style="list-style-type: none"> Shuttle Operations 	SamTrans / Alliance
	<ul style="list-style-type: none"> Shuttle Administration 	SamTrans / Alliance
	<ul style="list-style-type: none"> Shuttle Procurement 	SamTrans / Alliance

Table 5-7. Marketing & Public Information Issue/Goal/Strategies #1

Issue #1:	Coordinated regional transportation information integrating shuttle information is limited	
Policy Goal:	Explore the potential for centralizing and coordinating regional transportation information	
Desired Outcome:	<i>Enhanced regional transportation information that includes comprehensive and easy-to-use shuttle information would: (i) provide a single "go-to" location for shuttle information in the Bay Area; (ii) emphasize the role that shuttles play as both feeders and distributors within the larger integrated fixed-route transit system in the Bay Area; and (iii) encourage greater use of shuttles.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Work with regional transportation portals (such as 511.org) to augment existing shuttle service information (schedule, routes, service change notifications) 	Alliance
	<ul style="list-style-type: none"> Develop comprehensive information portal dedicated to shuttle services in San Mateo County 	Alliance / SamTrans
	<ul style="list-style-type: none"> Work with local municipalities and Chambers of Commerce to augment existing website information with shuttle links 	Alliance

Table 5-8. Marketing & Public Information Issue/Goal/Strategies #2

Issue #2:	Marketing budgets are constrained	
Policy Goal:	Ensure sufficient marketing resources for shuttle program to be successful	
Desired Outcome:	<i>Sufficient marketing resources would be available to all shuttle programs to enhance shuttle performance and utilization.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Allocate portion of annual operating budget to ongoing marketing activities for commuter and community shuttles 	SMCTA / C/CAG
	<ul style="list-style-type: none"> Develop mechanism to tie funding call to City or employer participation in marketing (if shuttle is specific to an employer) 	SMCTA / C/CAG

Table 5-9. Marketing & Public Information Issue/Goal/Strategies #3

Issue #3:	Shuttle vehicles, stations, and marketing materials lack a consistent brand identify	
Policy Goal:	Explore the potential for brand consistency	
Desired Outcome:	<i>A consolidated and consistent shuttle brand for San Mateo County would: (i) provide a powerful and unifying marketing tool to increase shuttle program awareness; and (ii) improve the perception of a coordinated and integrated shuttle service.</i>	Strategy Champion:
Strategies:	<ul style="list-style-type: none"> Develop common look and feel of county shuttles 	Alliance / SamTrans
	<ul style="list-style-type: none"> Produce common marketing materials 	Alliance / SamTrans
	<ul style="list-style-type: none"> Explore opportunity to consolidate marketing activities 	Alliance / SamTrans
	<ul style="list-style-type: none"> Create a brand name scheme for county shuttles with easily identifiable signage 	Alliance / SamTrans

6. BARRIERS TO IMPLEMENTATION

This chapter assesses the severity of potential barriers to strategy implementation. This barrier assessment identifies those strategies with a potentially smooth and easy implementation compared to those with a more difficult and time-consuming implementation path requiring extensive collaboration and discussion/negotiations. It is noted that this assessment is qualitative in nature.

TYPES OF IMPLEMENTATION BARRIERS

Potential implementation barriers are classified into four types:

- **Governance** – Governance barriers connote legal, institutional, or regulatory barriers that may hinder strategy implementation. Governance barriers also include the degree of Board support for a given strategy. Cross-cutting strategies that involve reorganizing and streamlining current processes/frameworks may encounter such barriers (for instance, the consolidation of shuttle responsibilities under fewer entities).
- **Resources** – Resource barriers represent financial and/or staffing limitations that may hinder implementation of a given strategy. Strategies requiring additional staff or financial commitments may encounter such barriers (for instance, the creation of consolidated shuttle marketing materials).
- **Community Support** – Community support barriers connote the level of political support for a strategy at the regional and local levels including relevant agencies, cities and employers. Strategies that require agreement of multiple stakeholders with differing objectives/perspectives may encounter such barriers (for instance, the development of a common look and feel for county shuttles).
- **Operational** – These barriers represent practical operating barriers to implementation. Strategies that represent a significant departure from existing, established practices may encounter such barriers (for instance, the adoption of a systematic shuttle performance monitoring program).

A preliminary assessment of these four types of operating barriers for each proposed strategies was presented to the Task Force on September 27th to foster discussion and elicit feedback. The barriers assessment presented below in Table 6-1 through Table 6-9 are the refinement of the preliminary assessment and consensus of the Task Force at the September 27th meeting.

ASSESSMENT OF IMPLEMENTATION BARRIERS

The four categories of implementation barriers are scored based on a color coding system, as shown below.




Color	Description
	<ul style="list-style-type: none">• Easy to implement with some minor barriers to implementation, if at all
	<ul style="list-style-type: none">• Moderately difficult to implement with a few major implementation barriers, which will require coordination among stakeholders
	<ul style="list-style-type: none">• Major barriers to implementation, with significant difficulties to overcome, and requiring significant coordination among stakeholders

Table 6-1. Planning Strategy Barriers to Implementation #1





















Policy Goal: Develop a consistent countywide planning process that includes a market-based approach		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Develop and adopt a planning document for entities involved in shuttle planning	<i>The staff effort and associated cost of developing a planning document as well as requiring it for use by entities involved in planning could result in moderate implementation barriers.</i>				
- Develop and adopt consistent planning criteria to assess potential market demand (e.g., ridership, cost effectiveness) for commuter shuttles. Other criteria, such as access to transit for low income populations, may be used for community shuttle planning	<i>Similar to the above, support and application of uniform evaluation criteria among all entities involved in shuttle planning could be moderately difficult to implement.</i>				
- Undertake periodic market research studies					
Engage SamTrans/Alliance in planning process for all entities	<i>Involving SamTrans in the planning process would be new and would require support from entities currently involved in shuttle planning and a commitment to apply the strategy. Moderate implementation barriers would likely be encountered.</i>				
Define roles and responsibilities of stakeholders in the planning process	<i>This strategy requires a high level of coordination among and a commitment by stakeholders to successfully implement this strategy</i>				

Table 6-2. Planning Strategy Barriers to Implementation #2

























Policy Goal: Define the process to address under-performing routes		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Develop phased improvement plan	<p><i>Currently no codified countywide process exists to address underperforming routes. As a result, institutional barriers are likely to be encountered during the process to develop a phased improvement plan and address an under-performing route with a route sponsor. Support for a phased improvement plan will require agreement among route sponsors and represents a departure from existing practice. As a result, it is expected that these strategies will be moderately difficult to implement.</i></p>				
- Tie improvement plan to funding framework and require improvement plan as part of funding process					
- Define minimum and ideal performance standards by service type (commuter and community shuttles, respectively)					
- Seek board approval on performance standards (for reducing or canceling service)					
- Identify relevant technical assistance role and parties responsible					
Aggressively work with route sponsor to address under-performing routes					

Table 6-3. Planning Strategy Barriers to Implementation #3









Policy Goal: Develop complementary Transportation Demand Management strategies to support shuttle program		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Conduct outreach to determine potential support for adoption of TDM ordinance and/or Transportation Management Associations (TMAs) to support shuttle operations and complementary alternative modes	<i>A countywide TDM ordinance and/or TMAs would entail a significant political process and require support from a wide variety of stakeholders and employers. Development of the ordinance and/or TMAs would also require a commitment of staff.</i>				
Develop and market TDM strategies that are specifically targeted at reducing congestion and providing first/last mile mobility solutions					

Table 6-4. Funding Strategy Barriers to Implementation #1

















Policy Goal: Establish a consistent and clear funding process		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Develop clear funding framework to define the process, establish key scoring criteria, define roles/responsibilities, and determine eligibility for funding	<i>SMCTA and C/CAG are currently working towards establishing a consistent and clear funding process and call. No major hurdles or implementation barriers are foreseen for any of these strategies.</i>				
Consolidate funding program under one entity					
Conduct single funding call					
Assign specific weighting for local match in evaluation process					

Table 6-5. Funding Strategy Barriers to Implementation #2

















Policy Goal: Develop consistent performance criteria and systematic performance monitoring program		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Adopt single set of performance metrics for commuter and shuttle programs, respectively	<i>Commuter and shuttle programs are now assessed against different performance metrics depending on the funder and service type. Blending these into a consistent and realistic set of parameters for commuter and shuttle programs, respectively, may require significant coordination to obtain consensus among operators.</i>				
Reassess and refine performance metrics					
Develop and adopt systematic shuttle performance monitoring program for commuter and community-based shuttle programs, respectively	<i>At present, no systematic shuttle performance monitoring program is in place for county shuttles operating in the county. While some shuttle programs are closely monitored, others are inconsistently assessed. It is possible that some cities/agencies may be reluctant to adopt a systematic performance monitoring program. In addition, additional staff to oversee such a monitoring program may be limited.</i>				
Develop validation program to assure data accuracy	<i>A new data validation program requires a moderate level of commitment (both financially and staffing-wise). In addition, some cities and shuttle entities may not agree on the need for a validation program to assess vendor performance.</i>				

Table 6-6. Operations and Administration Strategy Barriers to Implementation #1

















Policy Goal: Explore opportunities to consolidate responsibilities		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Conduct a study to assess the cost and benefit of consolidation or realignment related to:	<i>Initiating a study to explore consolidation/realignment of shuttle responsibilities would require a significant financial and staffing commitment from involved parties. When assessing potential consolidation scenarios, it is likely that governance, community support, and operational barriers would be identified within entities and between entities involved in shuttle programs.</i>				
- Shuttle Operations					
- Shuttle Administration					
- Shuttle Procurement					

Table 6-7. Marketing and Public Information Strategy Barriers to Implementation #1













Policy Goal: Explore the potential for centralizing and coordinating regional transportation information		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Work with regional transportation portals (such as 511.org) to augment existing shuttle service information (schedule, routes, service change notifications)	<i>Centralizing and coordinating regional transportation information is expected to encounter few, if any legal, institutional, or regulatory barriers or community support issues due to a desire to streamline and improve shuttle information for customers. Augmenting existing shuttle service information would require significant staff time and a coordinated effort among regional transportation portals, which may result in a major barrier to implementation.</i>				
Develop comprehensive information portal dedicated to shuttle services in San Mateo County	<i>Development of a new comprehensive information portal would require significant staff time and a commitment to maintain the portal. Moderate barriers to implementation would likely be encountered.</i>				
Work with local municipalities and Chambers of Commerce to augment existing website information with shuttle links					

Table 6-8. Marketing and Public Information Strategy Barriers to Implementation #2

























Policy Goal: Ensure sufficient marketing resources for shuttle program to be successful		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Allocate portion of annual operating budget to ongoing marketing activities for commuter and community shuttles	<i>This strategy would require financial commitments and a departure from existing practices among route sponsors. No major legal, institutional, regulatory, or community support barriers are foreseen.</i>				
Develop mechanism to tie funding call to City or employer participation in marketing (if shuttle is specific to an employer)					

Table 6-9. Marketing and Public Information Strategy Barriers to Implementation #3

Policy Goal: Explore the potential for brand consistency		Assessment of Implementation Barriers			
Potential Strategies:	Comments on Implementation Barriers:	Governance	Resources	Community Support	Operational
Develop common look and feel of county shuttles	<i>In order to realize the goal of achieving brand consistency, significant financial resources may be needed to implement this set of strategies. A common look and feel for county shuttles would improve the customer experience, but would require support among route sponsors and a commitment to implementing the strategy.</i>				
Produce common marketing materials					
Explore opportunity to consolidate marketing activities					
Create a brand name scheme for county shuttles with easily identifiable signage	<i>A consistent brand name scheme would be a departure from existing practices and require a commitment among route sponsors to implement the strategy.</i>				

7. IMPLEMENTATION PRIORITY

The myriad of proposed business practice strategies cannot all be implemented at the same time. Implementation choices and tradeoffs must be made. Task Force members were requested to rank each strategy according to two perceived measures: level of effort and return on investment. These two qualitative measures are briefly defined below:

- **Return on Investment (ROI)** – This measure assesses the overall program-wide benefits that implementing a strategy would generate relative to the expected costs. Each strategy was ranked from 1 to 10 (with 10 having the highest ROI) by each Task Force member.
- **Level of Effort (LOE)** – This measure assesses the amount of (additional) staffing, resources, and coordination required to implement the strategy. Each strategy was ranked from 1 to 10 (with 10 having the highest LOE) by each Task Force member.

As each Task Force member scored each strategy, scores were averaged, and then plotted onto a quadrant graphic to further tier strategies by implementation priority. Rankings by each Task Force member and the quadrant graphic can be found in Appendix A. Four priority tiers are defined based on the maximum, minimum, and average scores for the strategies:

- **Tier 1 Strategies (Low LOE and High ROI)** – The highest priority strategies for implementation, which generate significant benefits, while requiring minimal effort. Seven of the 34 strategies are classified as Tier 1 strategies.
- **Tier 2 Strategies (High LOE and High ROI)** – Medium priority strategies for implementation, which generate significant benefits, but require significant effort as well. Thirteen of the 34 strategies are classified as Tier 2 strategies.
- **Tier 3 Strategies (Low LOE and Low ROI)** – Medium priority strategies for implementation, which generate low benefits, while requiring minimal effort. Seven of the 34 strategies are classified as Tier 3 strategies.
- **Tier 4 Strategies (High LOE and Low ROI)** – The lowest priority strategies for implementation, which generate low benefits, while requiring significant effort. Seven of the 34 strategies are classified as Tier 4 strategies.

Figures 7-1 through Figure 7-4 below present the perceived implementation potential of each strategy based on a collective assessment of the Task Force according to the four tiers defined above. The Tier 1 strategies are the highest priority for implementation and have the greatest probability for implementation in the short-term.

Figure 7-1. Implementation Potential – Planning

PLANNING			
Policy Goal:	P1	Develop a consistent countywide planning process that includes a marketbased approach	Tier
Potential Strategies:	P1A	Develop and adopt a planning document for entities involved in shuttle planning	Tier 2
	P1A1	o Develop and adopt consistent planning criteria to assess potential market demand (e.g. ridership, cost effectiveness)	Tier 2
	P1A2	o Undertake periodic market research studies	Tier 3
	P1B	Engage SamTrans/Alliance in planning process for all entities	Tier 1
	P1C	Define roles and responsibilities of stakeholders in the planning process	Tier 1
Policy Goal:	P2	Define the process to address underperforming routes	Tier
Potential Strategies:	P2A	Develop phased improvement plan	Tier 2
	P2A1	o Tie improvement plan to funding framework and require improvement plan as part of funding process	Tier 3
	P2A2	o Define minimum and ideal performance standards by service type (commuter and community shuttles, respectively)	Tier 3
	P2A3	o Seek board approval on performance standards (for reducing or canceling service)	Tier 4
	P2A4	o Identify relevant technical assistance role and parties responsible	Tier 3
	P2B	Aggressively work with route sponsor to address underperforming routes	Tier 4
Policy Goal:	P3	Develop TDM strategies for shuttle program	Tier
Potential Strategies:	P3A	Conduct outreach to determine potential support for adoption of TDM ordinance and/or Transportation Management Associations to support shuttle operations and complementary alternative modes	Tier 4
	P3B	Develop and market TDM strategies that are specifically targeted at reducing congestion and providing first/last mile mobility solutions	Tier 3

Figure 7-2. Implementation Potential – Funding

FUNDING			
Policy Goal:	F1	Establish a consistent and clear funding process	Tier
Potential Strategies:	F1A	Develop clear funding framework to define the process, establish key scoring criteria, define roles/responsibilities, and determine eligibility for funding	Tier 2
	F1B	Consolidate funding program under one entity	Tier 2
	F1C	Conduct single funding call	Tier 1
	F1D	Assign specific weighting for local match in evaluation process	Tier 3
Policy Goal:	F2	Develop consistent performance criteria and systematic performance monitoring program	Tier
Potential Strategies:	F2A	Adopt single set of performance metrics for commuter and shuttle programs, respectively	Tier 1
	F2B	Reassess and refine performance metrics	Tier 1
	F2C	Develop and adopt systematic shuttle performance monitoring program	Tier 2
	F2D	Develop validation program to assure data accuracy	Tier 2

Figure 7-3. Implementation Potential – Operations & Administration

Operations & Administrative			
Policy Goal:	O1	Explore opportunities to consolidate or realign responsibilities	Tier
Potential Strategies:	O1A	Conduct a study to assess the cost and benefit of consolidation or realignment related to:	Tier 2
	O1A1	o Shuttle Operations	Tier 2
	O1A2	o Shuttle Administration	Tier 2
	O1A3	o Shuttle Procurement	Tier 2

Figure 7-4. Implementation Potential – Operations & Administration

Marketing & Public Information			
Policy Goal:	M1	Explore the potential for centralizing and coordinating regional transportation information	Tier
Potential Strategies:	M1A	Work with regional transportation portals (such as 511.org) to augment existing shuttle service information (schedule, routes, service change notifications)	Tier 2
	M1B	Develop comprehensive information portal dedicated to shuttle services in San Mateo County	Tier 2
	M1C	Work with local municipalities and Chambers of Commerce to augment existing website information with shuttle links	Tier 3
Policy Goal:	M2	Ensure sufficient marketing resources for shuttle programs to be successful	Tier
Potential Strategies:	M2A	Allocate portion of annual operating budget to ongoing marketing activities for shuttles	Tier 1
	M2B	Develop mechanism to tie funding call to City or employer participation in marketing (if shuttle is specific to an employer)	Tier 1
Policy Goal:	M3	Explore the potential for brand consistency	Tier
Potential Strategies:	M3A	Develop common look and feel of county shuttles	Tier 4
	M3B	Produce common marketing materials	Tier 4
	M3C	Explore opportunity to consolidate marketing activities	Tier 4
	M3D	Create a brand name scheme for county shuttles with easily identifiable signage	Tier 4

8. RECOMMENDED NEXT STEPS

The business practice strategies proposed in the Guidebook and Guidebook Development Report are intended to improve the efficiency and effectiveness of the county shuttle program over the next three to five years. The *San Mateo County Transit District Strategic Plan* (SamTrans, 2009) is a policy framework that will guide SamTrans investments over the next five years that provides a road map to a sustainable business practices for the entire agency. The underlying goals of this report and the Strategic Plan are aligned. By improving shuttle business practices, the financial sustainability and longevity of the shuttle program, including the ability to expand to new markets when a demand exists, will be greatly improved.

NEXT STEPS

Shuttles are operated, maintained, and funded by a variety of different entities and stakeholders, including multiple agencies and 20 cities. Thus, with little centralization of the shuttle program, it is very important for strategy champions to come forward to take ownership and oversight of advancement of these strategies. Without strategy champions, realization of these strategies will not occur.

In order to implement these strategies to fulfill and achieve the goals defined in the Guidebook, several key steps must occur to continue the advancement of the Guidebook and its recommended actions.

- **Seek Board Adoption of the Guidebook** – The Board must adopt the Guidebook and its recommended goals and strategies in order to initiate the implementation process.
- **Reconvene Task Force** – While the Guidebook and Guidebook Development Report identify key issues facing the shuttle program, policy goals that would improve coordination, planning, and management, and business practice strategies designed to achieve those goals, continued momentum is needed realize each strategy. One of the first steps would be to reconvene the Task Force to discuss approach and progress in identifying strategies to implement first and strategy champions that would assume responsibility for moving the process forward.
- **Select Strategies for Short-Term Implementation** – The Task Force should reconfirm that the following seven Tier 1 strategies should be pursued for short-term implementation. Based on the consensus of the Task Force, Tier 1 strategies should be added or subtracted from this list.
 - Engage SamTrans/Alliance in planning process for all entities (Planning #1B)
 - Define roles and responsibilities of stakeholders in the planning process (Planning #1C)
 - Conduct single funding call (Funding #1C)
 - Adopt single set of performance metrics for commuter and shuttle programs, respectfully (Funding #2A)
 - Reassess and refine performance metrics (Funding #2B)

- Allocate portion of annual operating budget to ongoing marketing activities for commuter and community shuttles (Marketing #2A)
 - Develop mechanism to tie funding call to City or employer participation in marketing (if shuttle is specific to an employer) (Marketing #2B)
- **Develop Timeline for Implementation** – For each strategy or tiers of strategies, a timeline for implementation should be developed. While some flexibility here is warranted, Tier 1 strategies should be able to be implemented within one fiscal year, and all strategies, if desired, should be able to be implemented within five years.
- **Contact Strategy Champion** – While the strategy champions identified in this report are agencies, it will be the responsibility of an individual (or group) within each agency that will facilitate the strategy implementation process. Each strategy would likely follow an independent path to implementation (with the exception of those strategies that are connected to one another) and development of the implementation plan, identification of funding sources, and monitoring of implementation process would be planned for, seek approval by, and followed through to implementation by the strategy champion.
- **Develop Implementation Plan** – For each of the proposed strategies, an implementation plan should be developed. This plan would define the scope of the strategies planned, indicative schedules, and levels of effort. The Task Force would approve this plan prior to the initiation of implementation activities.
- **Identify Funding Sources** – Some of the recommended strategies require additional staff and resource outlay to implement and then carry forward. It is essential to identify innovative and alternative funding sources to augment existing traditional sources.
- **Monitor Implementation Progress** – Once strategy champions and relevant stakeholders begin the strategy implementation process, it is important to monitor progress in a systematic and timely manner. The Task Force would review progress to date and provide input on dealing with particularly contentious implementation issues.

APPENDIX A: IMPLEMENTATION PRIORITY RANKINGS

INDIVIDUAL STRATEGY RATINGS BY TASK FORCE MEMBER

PLANNING			Aidan		Christine		Corinne		Linda		Richard		Sandy		Susan		Average		
Policy Goal:	P1	Develop a consistent countywide planning process that includes a marketbased approach	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	P1A	Develop and adopt a planning document for entities involved in shuttle planning	4	8	9	10	4	10	6	8	8	4	8	4	9	10	6.9	7.7	Tier 2
	P1A1	o Develop and adopt consistent planning criteria to assess potential market demand (e.g. ridership, cost effectiveness)	8	10	7	9	7	6	8	6	8	4	6	5	7	8	7.3	6.9	Tier 2
	P1A2	o Undertake periodic market research studies	3	4	7	9	8	5	5	5	4	5	6	3	7	8	5.7	5.6	Tier 3
	P1B	Engage SamTrans/Alliance in planning process for all entities	1	6	7	9	2	10	7	10	2	7	5	8	7	8	4.4	8.3	Tier 1
	P1C	Define roles and responsibilities of stakeholders in the planning process	3	8	8	10	2	10	7	8	2	4	3	3	9	10	4.9	7.6	Tier 1
Policy Goal:	P2	Define the process to address underperforming routes	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	P2A	Develop phased improvement plan	4	7	8	10	9	8	8	6	4	5	5	8	8	10	6.6	7.7	Tier 2
	P2A1	o Tie improvement plan to funding framework and require improvement plan as part of funding process	4	7	8	9	6	8	8	6	3	6	4	8	7	10	5.7	6.3	Tier 3
	P2A2	o Define minimum and ideal performance standards by service type (commuter and community shuttles, respectively)	6	8	6	9	5	4	6	5	3	5	4	8	7	9	5.3	5.6	Tier 3
	P2A3	o Seek board approval on performance standards (for reducing or canceling service)	3	8	8	9	9	4	7	5	3	3	5	9	8	9	6.1	5.4	Tier 4
	P2A4	o Identify relevant technical assistance role and parties responsible	4	6	6	8	7	7	6	7	2	2	5	2	7	9	5.3	4.6	Tier 3
	P2B	Aggressively work with route sponsor to address underperforming routes	5	3	8	9	8	6	6	6	6	6	5	8	9	10	6.7	5.4	Tier 4
Policy Goal:	P3	Develop TDM strategies for shuttle program	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	P3A	Conduct outreach to determine potential support for adoption of TDM ordinance and/or Transportation Management Associations to support shuttle operations and complementary alternative modes	5	7	9	10	10	10	6	5	6	5	8	4	9	10	7.6	5.9	Tier 4
	P3B	Develop and market TDM strategies that are specifically targeted at reducing congestion and providing first/last mile mobility solutions	5	5	6	10	7	9	6	10	4	4	6	8	7	10	5.9	6.6	Tier 3

FUNDING			Aidan		Christine		Corinne		Linda		Richard		Sandy		Susan		Average		
Policy Goal:	F1	Establish a consistent and clear funding process	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	F1A	Develop clear funding framework to define the process, establish key scoring criteria, define roles/responsibilities, and determine eligibility for funding	4	8	8	10	8	10	6	10	4	3	5	10	9	10	6.3	8.7	Tier 2
	F1B	Consolidate funding program under one entity	4	10	8	10	9	9	7	8	4	2	8	9	7	8	6.7	8.0	Tier 2
	F1C	Conduct single funding call	4	10	7	9	5	8	7	8	4	8	4	7	9	8	5.7	8.3	Tier 1
	F1D	Assign specific weighting for local match in evaluation process	4	5	6	9	3	5	5	7	3	3	2	5	7	10	4.3	6.3	Tier 3
Policy Goal:	F2	Develop consistent performance criteria and systematic performance monitoring program	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	F2A	Adopt single set of performance metrics for commuter and shuttle programs, respectively	4	9	7	9	7	8	6	7	4	5	7	8	6	9	5.9	7.9	Tier 1
	F2B	Reassess and refine performance metrics	4	9	6	9	6	8	7	7	4	6	8	6	6	10	5.9	7.9	Tier 1
	F2C	Develop and adopt systematic shuttle performance monitoring program	7	10	7	9	8	9	6	7	4	5	6	8	6	9	6.3	8.1	Tier 2
	F2D	Develop validation program to assure data accuracy	7	8	6	9	7	8	8	5	4	2	8	5	6	10	6.6	6.7	Tier 2

Operations & Administrative			Aidan		Christine		Corinne		Linda		Richard		Sandy		Susan		Average		
Policy Goal:	O1	Explore opportunities to consolidate or realign responsibilities	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	O1A	Conduct a study to assess the cost and benefit of consolidation or realignment related to:	9	8	8	10	8	8	6	8	4	5	9	8	8	9	7.4	8.0	Tier 2
	O1A1	o Shuttle Operations	7	10	8	10	8	8	6	8	4	5	9	8	8	9	7.1	8.3	Tier 2
	O1A2	o Shuttle Administration	8	6	8	10	6	8	6	9	4	5	9	6	8	9	7.0	7.6	Tier 2
	O1A3	o Shuttle Procurement	9	6	8	10	5	8	6	8	4	5	6	8	8	9	6.6	7.7	Tier 2

Marketing & Public Information			Aidan		Christine		Corinne		Linda		Richard		Sandy		Susan		Average		
Policy Goal:	M1	Explore the potential for centralizing and coordinating regional transportation information	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	M1A	Work with regional transportation portals (such as 511.org) to augment existing shuttle service information (schedule, routes, service change notifications)	5	6	8	9	7	9	6	9	3	3	7	9	7	9	6.1	7.7	Tier 2
	M1B	Develop comprehensive information portal dedicated to shuttle services in San Mateo County	8	6	9	10	5	5	9	9	3	5	7	5	9	10	7.1	7.1	Tier 2
	M1C	Work with local municipalities and Chambers of Commerce to augment existing website information with shuttle links	3	6	7	8	7	5	8	7	2	2	7	5	7	9	5.9	6.0	Tier 3
Policy Goal:	M2	Ensure sufficient marketing resources for shuttle programs to be successful	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	M2A	Allocate portion of annual operating budget to ongoing marketing activities for shuttles	5	5	7	9	6	8	7	7	4	4	3	8	7	9	5.6	7.1	Tier 1
	M2B	Develop mechanism to tie funding call to City or employer participation in marketing (if shuttle is specific to an employer)	5	5	7	9	3	9	7	8	4	4	7	7	7	9	5.7	7.3	Tier 1
Policy Goal:	M3	Explore the potential for brand consistency	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	LOE	ROI	Tier
Potential Strategies:	M3A	Develop common look and feel of county shuttles	9	5	7	8	8	5	8	9	4	3	9	5	7	7	7.4	6.0	Tier 4
	M3B	Produce common marketing materials	7	5	7	7	6	6	8	7	4	2	9	5	7	7	6.9	5.6	Tier 4
	M3C	Explore opportunity to consolidate marketing activities	3	4	8	7	9	9	9	7	4	4	9	5	7	7	7.0	6.1	Tier 4
	M3D	Create a brand name scheme for county shuttles with easily identifiable signage	10	4	7	8	7	7	9	8	4	4	9	6	7	7	7.6	6.3	Tier 4

SUMMARY OF EVALUATION

Summary Statistics	LOE	ROI
Average:	6.4	7.3
Maximum:	7.6	8.7
Minimum:	4.3	4.6
Median of Maximum/Minimum:	5.9	6.6

Definition of Tiers

Tier	Definition	Conditions
Tier 1	High Return, Low Effort	LOE < 5.9 ROI > 6.6
Tier 2	High Return, High Effort	LOE > 5.9 ROI > 6.6
Tier 3	Low Return, Low Return	LOE < 5.9 ROI < 6.6
Tier 4	Low Return, High Effort	LOE > 5.9 ROI < 6.6

STRATEGY RANKINGS BY TIER

