

Policy Advisory Committee

Thursday, January 8, 2009
4:00 PM

VTA Conference Room B-104
3331 North First Street
San Jose, CA

AGENDA

CALL TO ORDER

1. ROLL CALL

2. ORDERS OF THE DAY

§ The quorum requirement for this meeting is: 8

3. PUBLIC PRESENTATIONS:

This portion of the agenda is reserved for persons desiring to address the Committee on any matter not on the agenda. Speakers are **limited to 2 minutes**. The law does not permit Committee action or extended discussion on any item not on the agenda except under special circumstances. If Committee action is requested, the matter can be placed on a subsequent agenda. All statements that require a response will be referred to staff for reply in writing.

4. Receive Committee Staff Report (Verbal Report) (Lawson)

5. Receive Chairperson's Report. (Verbal Report) (Moylan)

6. Receive City Grouping Report. (Verbal Report) (Committee)

BUSINESS REFERRED TO COMMITTEE BY THE BOARD OF DIRECTORS/ GENERAL MANAGER

CONSENT AGENDA

7. Approve the Minutes of December 11, 2008.

REGULAR AGENDA

8. ACTION ITEM - Election Process for 2009 Chairperson/Vice Chairperson: Conduct Elections.
9. INFORMATION ITEM - Receive a Brief Update on the Status and Progress of the Advisory Committee Enhancement Process to Date.
10. INFORMATION ITEM - PAC Advisory Committee Enhancement (ACE) Subcommittee Report. (Verbal Report) (Committee)
11. INFORMATION ITEM - Receive Information on 2009 Annual Transit Service Plan.
12. INFORMATION ITEM - Review and Discuss the Revised Joint Development Policy.

OTHER

13. Review the Committee Work Plan.
14. **Announcements**
15. **ADJOURN**

NOTE COMMITTEE MEMBERS: In order to establish a quorum for this meeting, members are asked to call the Office of the Board Secretary (408) 321-5680 or E-mail: board.secretary@vta.org before 5:00 p.m. on the day prior to the meeting. Thank you for your cooperation.

In compliance with the Americans with Disabilities Act (ADA), those requiring accommodations or accessible media for this meeting should notify the Board Secretary's Office 48 hours prior to the meeting at (408) 321-5680 or E-mail: board.secretary@vta.org TDD (408) 321-2330. VTA's Homepage is located on the Web at: <http://www.vta.org>.

All reports for items on the open meeting agenda are available for review in the Board Secretary's Office, 3331 North First Street, San Jose, California, (408) 321-5680, the Monday, Tuesday, and Wednesday prior to the meeting. This information is available on VTA's website at <http://www.vta.org>, and also at the meeting.



Date: December 18, 2008

Current Meeting: January 8, 2009

Board Meeting: N/A

BOARD MEMORANDUM

TO: Santa Clara Valley Transportation Authority
Policy Advisory Committee

THROUGH: General Manager, Michael T. Burns

FROM: Chief External Affairs Officer, Greta Helm

SUBJECT: Advisory Committee Enhancement Update: January

FOR INFORMATION ONLY

BACKGROUND:

In August 2008, the *Advisory Committee Enhancement (ACE)* process was initiated by VTA General Manager Michael Burns to engage advisory committee members in the development of recommendations for improving the advisory committee process of providing input and advice to the Board of Directors.

The ACE process is being led by VTA's Public Information Officer, Jennie Loft. Goals of the process include each advisory committee:

- Reviewing its role, responsibilities, and limitations as defined by the Board adopted bylaws, and how it can provide input as an advisory body to help VTA achieve the outcomes described in the recently revised VTA Vision and Mission statements. This includes identifying overlap and duplication and considering potentially underserved areas.
- Developing a committee mission statement that succinctly states the committee's area of focus.
- Reviewing its bylaws to ensure they accurately reflect current conditions that impact the committee's duties and responsibilities.
- Reviewing and clearly defining its primary alignment with VTA's Standing Committees
- Aligning its work plan (the mechanism used to plan and track the items each committee considers) to the work that is planned for review by the Board and Standing committees, as reflected in the Board of Directors Consolidated Work Plan.

In September, each of the advisory committees designated representatives to be their voice in ACE Subcommittee meetings with Ms. Loft and project manager Stephen Flynn. Several meetings of each ACE Subcommittee have been held to date.

To ensure each committee is kept informed, two items have been added to each advisory committee agenda until the completion of the ACE process. First is a written update from staff on the progress of the overall ACE process. The second is a brief verbal report from its subcommittee members on the efforts, progress made and issues identified by the subcommittee.

DISCUSSION:

Since each subcommittee defines its own timeline for completing the ACE process, they have been meeting with varying frequency depending on their need. By January, all ACE Subcommittees will have met a minimum of twice and most will have met three or more times.

All ACE subcommittees developed a draft mission statement that was submitted to their respective committee for approval. BPAC approved its mission statement in November whereas the other four advisory committees (CAC, CTA, PAC and TAC) adopted their mission statement at their December meeting. The mission statement approved by each advisory committee is “provisional” only, meaning it is a working draft until adopted by the Board of Directors, since all modifications to advisory committee bylaws, including the addition of a mission statement, require Board approval.

As a next step, the provisional mission statements will be submitted to the Administration and Finance Committee for review and ultimately to the board for consideration and approval. If approved by the full board, these statements will be incorporated into the respective committee bylaws at the conclusion of the ACE process.

The ACE subcommittees for BPAC, PAC, and TAC previously reviewed and, where needed, recommended modifications to their individual bylaws to clarify and more accurately reflect current conditions that affect their roles, responsibilities, duties and limitations. It is anticipated that both the CTA and CAC ACE subcommittee will continue this review during January. As with the provisional mission statements, these modifications will ultimately be submitted to the board for consideration and approval.

The next steps in the ACE process are to:

- Convene the ACE Task Force, which is a joint meeting of the subcommittee members and VTA staff, to review the roles and responsibilities of all the advisory committees, as a group and in a comprehensive manner, to more clearly define individual committee responsibilities, identify overlap and duplication, consider underserved areas, and discuss options to maximize the contribution each committee can make to the VTA Board process.
- Have the Task Force review and clearly define its primary alignment with VTA's Standing Committees.
- Have Task Force members provide input on the development of the Board's 2009 Consolidated Work Plan based on each advisory committee's duties, responsibilities and areas of expertise as defined in its bylaws.

The first Task Force meeting is being scheduled for late January. It is projected that multiple meetings will be required to fully complete the requested actions.

Any changes recommended by the Task Force will be returned to the advisory committees for consideration and, where necessary, approval. Once all subcommittees have finalized their proposed mission statements and defined alignment to their respective standing committee, the proposed changes for all advisory committees will be submitted as a comprehensive package to the Board of Directors for consideration and adoption, most likely in mid-2009.

Prepared By: Stephen Flynn, Sr. Management Analyst



Date: December 23, 2008

Current Meeting: January 8, 2009

Board Meeting: January 8, 2008

BOARD MEMORANDUM

TO: Santa Clara Valley Transportation Authority
Policy Advisory Committee

THROUGH: General Manager, Michael T. Burns

FROM: Chief Operating Officer, Donald A. Smith Jr.

SUBJECT: Annual Transit Service Plan - Information

FOR INFORMATION ONLY

BACKGROUND:

In 1999, the VTA Board of Directors approved the creation of a Service Management Plan, a process to evaluate the performance of the transit system using adopted standards of productivity. This plan, which included an evaluation of transit service ridership performance and recommendations for route improvements, was annually presented to the VTA Board for review and approval. This annual process was deferred in 2007 and 2008, while VTA developed and conducted the Comprehensive Operations Analysis (COA).

The COA was an 18-month in-depth process to analyze VTA's existing bus services, identify underserved markets, and ultimately produce a new structure for bus services. The VTA Board adopted a new Bus Service Operating Plan at its August 30, 2007 meeting and implementation occurred on January 14, 2008. The COA incorporated the latest in market research and a detailed examination of VTA's existing transit operations and ridership performance to develop a new cost-neutral bus transit network.

As part of the COA, the annual service review process was further defined and strengthened when the VTA Board of Directors adopted the Transit Sustainability Policy (TSP) and the accompanying Service Design Guidelines (SDG). The TSP provides a policy framework for the efficient and effective expenditure of funds to achieve the highest return on transit investments. The policy guides the development and implementation of new transit services, as well as the refinement of existing services. In accordance with the Transit Sustainability Policy, all transit services are subject to an annual evaluation of ridership and operating efficiency, based on the performance standards contained in the Service Design Guidelines.

The primary performance standard is Average Boardings per Revenue Hour. This standard applies to Community Bus, Local Bus, Bus Rapid Transit, and Light Rail. For evaluation purposes, the standard is calculated for all time-periods and for weekdays, Saturdays, and Sundays. This standard is recalculated quarterly and may move up or down. This indicator

shows how well service is utilized, given the hours of service provided.

The categorical minimum standard for any bus transit service is 15 Boardings per Revenue Hour. Bus lines that consistently operate below this threshold and that are unresponsive to marketing, restructuring, and operational refinements are subject to deletion. Express routes are evaluated on a different standard of 60% of the seated vehicle loading capacity to reflect the special characteristics of Express lines, where seat turnover is low.

The Annual Transit Service Plan functions as the process and document that implements the policies set forward in the Transit Sustainability Policy. The mandated annual review of transit services, which is now called the Annual Transit Service Plan, includes an evaluation of existing services compared to the performance standards contained in the Service Design Guidelines, review of potential new services, assessment of opportunities for service refinement and resource reallocation, route-specific service changes, and recommendations for further analysis and study. The plan includes an extensive marketing and community outreach effort, as described later in this memorandum.

The Quarterly Transit Operations Performance Report provides the VTA Board a regular report card on the performance of every line in the VTA transit system. Based on these performance updates, passenger and operator input, detailed ridership data, and other information, the Annual Transit Service Plan proposes modifications to the bus and rail service through measures such as increases or decreases in service hours or frequency, changes in routing or service span, and increased marketing. The ultimate alternative for underperforming lines is deletion and reinvestment of those resources into stronger transit markets.

VTA also has an adopted policy that requires proposed major service changes that meet any of the criteria listed below to be submitted to the VTA Board of Directors for review and approval. The approval process typically takes place with the adoption of the Annual Transit Service Plan, as presented here. Major service changes requiring VTA Board approval are:

- The establishment of a new transit line or service.
- The elimination of a transit line or service.
- A route change that impacts 25% or more of a line's route miles.
- Span of service or frequency changes affecting 25% or more of a line's revenue vehicle hours.
- Proposed changes anticipated to be controversial with a particular community or interested parties.

Service change proposals not meeting the criteria for formal approvals described above are handled at the staff level. However, these proposals are still subject to an appropriate level of public and community review and comment. These "minor" changes are included in the proposed Annual Transit Service Plan for public comment, review, and revision as necessary.

Finally, to comply with Federal Transit Administration (FTA) Title VI requirements, VTA must evaluate significant system-wide service changes and proposed improvements at the planning and programming stages to determine whether the changes have a discriminatory impact on

minority and low-income populations. A Title VI Evaluation will be completed for the major bus service changes and included in the submitted Annual Transit Service Plan.

The main proposals of the Annual Transit Service Plan included here will be presented to the Transit Planning and Operations Standing Committee at its December meeting as an information item. Public outreach and community meetings will be held during January and February 2009. Advisory Committee review will be during January and February also. The final draft plan will be submitted to the Transit Planning and Operations Committee at its March 19, 2009 meeting and to the VTA Board of Directors at its April 2, 2009 meeting for approval. Implementation of changes will start on July 13, 2009.

DISCUSSION:

The Annual Transit Service Plan includes three main categories of proposals.

- Major changes, as categorized earlier and requiring VTA Board approval.
- Minor changes, including adding/deleting specific trips, improving connections, span of service, frequency or routing changes -- all changes that do not meet the criteria for major changes.
- Additional study and community stakeholder involvement to improve community bus services. When many community bus routes were implemented in January 2008, VTA indicated that it was committed to returning to communities to evaluate performance, explore changes in routing and service, and identify new markets and marketing opportunities to improve the performance of the routes.

No change to VTA's light rail service is included in the Annual Transit Service Plan, as it is being studied through the Light Rail Systems Analysis. Also, while some Express bus changes are included, a more comprehensive Express Bus Study is also underway that could result in significant changes to our Express service in the future. Any service changes that result from these studies would undergo the appropriate public review and approval process in the future.

Proposed Major Service Changes

Lines 14 and 17 (Gilroy Community Buses): Routing of Line 14 would be extended to provide two-way service between the Gilroy Transit Center and medical facilities, the outlet stores, and St. Louise Hospital. The routing of Line 17 would be modified from a large one-way loop to provide two-way service between the Gilroy Transit Center and the Social Services facility on Tomkins Court on weekdays. The weekday frequency for both lines would be improved to operate every 30 minutes (instead of 60 minutes). This improved service is funded for three years from a Lifeline grant previously approved by the VTA Board. Final approval of the grant by MTC is expected in March 2009.

Line 15 (Morgan Hill Community Bus): This line would be discontinued due to poor ridership performance. Previous community stakeholder efforts resulted in service restructuring to this route in July 2007, when it was converted to a Community Bus route. Extensive marketing has also occurred over the past couple of years. All efforts have failed at improving ridership to meet VTA Board-adopted standards.

Line 37 (Capitol Light Rail Station to West Valley College - Community Bus): New Saturday service would operate every 60 minutes between the Capitol Light Rail Station and the Winchester Light Rail Station. Public comments and inquiries, along with good weekday performance of this route, indicate that Saturday service is warranted.

Line 45 (Alum Rock Light Rail Station to Penitencia Creek Light Rail Station - Community Bus): On weekdays and Saturdays, this line would be modified to operate every 60 minutes (instead of 30 minutes) due to low per-trip ridership.

Line 63 (Almaden Valley to San Jose State University): This line would be modified to operate every 60 minutes on Saturdays (instead of 30 minutes) due to substandard ridership performance.

Line 64 (Almaden Light Rail Station to McKee & White): This route would be modified to operate every 30 minutes on the entire line on Saturdays. Currently, extra trips that provide 15-minute service on the segment between the San Jose Diridon Transit Center and McKee & White have proven to be unnecessary for the ridership demand.

Lines 66 and 68 (Monterey Corridor): These lines would be modified to operate every 15 minutes all day over the entire route on weekdays. Currently, both line 66 and 68 provide a mixture of 15 and 30-minute service over different segments of the routes. Ridership demand on these routes has increased 15-20% over pre-January 2008 levels.

Line 88 (Palo Alto Community Bus): This line would be modified to operate every 60 minutes (instead of every 30 minutes) during peak hours due to low ridership. Special routing for one trip to Jordan Middle School would be discontinued due to low ridership. No changes are proposed to the trips serving Gunn High School, which are performing well and carrying significant student loads.

Line 89 (California Ave. Caltrain Station to Stanford Research Park): Due to high ridership, which includes transfers from Caltrain, this line would be converted from a Community Bus line to a regular bus line with standard VTA fares.

Express Lines 180 and 181 (Fremont BART to Great Mall and Downtown San Jose): On weekdays, Line 180 would be modified to operate every 30 minutes (instead of 15 minutes) between the Fremont BART Station and the Great Mall Transit Center all day. Line 181 would be modified to operate every 15 minutes, all day, in both directions (currently operates during peak hours only). Both Lines 180 and 181 would be modified to operate via Stevenson and I-880 instead of Mission Blvd. A Park & Ride lot along Stevenson is needed, as parking at the Fremont BART station has become difficult for most passengers. VTA staff is currently reviewing various parking alternatives.

Proposed Community Bus Studies

These studies would engage small groups of key stakeholders in a swift, yet thorough process to review the current route performance and recommend improvements to the route so it can

achieve our ridership performance standards. The specific implementation timelines for these changes would depend on the community involvement process. Also, staff would likely not commence each of these studies at the same time. However expectations are that all of these studies will be completed in calendar year 2009.

Community Bus Line 11 (San Jose Market Center - Japantown - Downtown San Jose)

This new Community Bus service was implemented in January 2008 and operates every 60 minutes from 6:00 a.m. to 7:00 p.m. on weekdays. It has below-standard performance, with low ridership on certain segments. However, community acceptance of the route has been positive, especially amongst senior citizens.

Community Bus Line 13 (Almaden Valley - Oakridge - Ohlone/Chynoweth Light Rail Station)

This route was converted to Community Bus service in January 2008. It operates every 30 minutes in peak hours, and 60 minutes midday from 5:30 a.m. to 8:00 p.m. on weekdays. It has below-standard performance, with low ridership on certain segments. Student ridership is positive. There is community interest to serve some other locations.

Community Bus Line 34 (Downtown Mt. View - San Antonio Shopping Center)

This route was converted to Community Bus service in January 2008. It operates every 60 minutes midday only from 9:30 a.m. to 3:00 p.m. on weekdays. It exhibits below-standard performance and low ridership. It primarily serves senior housing trips to access shopping and downtown. There is interest by city staff and the Mayor to study this route and the downtown Mountain View area to determine the best use of resources and to serve other locations.

New Community Bus Line (Santa Clara Kaiser to El Camino Corridor)

VTA's service network lacks a good north-south connection along Lawrence Expressway connecting the El Camino Corridor (Local 22/Rapid 522) directly into Santa Clara Kaiser. Many public comments have been received for this service. This would provide for 1 all-day bus (12 hours per day) with 30-minute frequency service. VTA would work with Kaiser, the City of Santa Clara, and other community interests to develop this service. Funding participation from Kaiser would also be pursued, possibly to provide a free service such as with other specific shuttles VTA operates such as DASH or Great America.

Milpitas Intracity Service

During discussions on the COA, VTA and the City of Milpitas agreed to review local intracity services based on the opening of new developments in the city. New senior housing, library and Valley Health Center all on Main Street, new high density housing on Abel Street and a proposed new Senior Center on Milpitas Boulevard all impact the bus service network. The study would review current lines 33, 46, 47 for possible conversion to community bus and improved connections to main bus line 66 and light rail. This study may also be combined with a Community Based Transportation Plan effort also planned for Milpitas.

Proposed Minor Service Change

About 114 distinct changes are being proposed on 39 individual routes. Many of the changes are adding trips where ridership demand has increased and deleting or combining unproductive trips.

Other minor changes include modifying the span of service, routing or schedules to improve connections. These small changes combine to provide service-hour and bus resources that enable other service improvements proposed here to occur within existing service levels. While VTA Board approval of the individual changes is not required, the changes will be presented to the public for review and comment and included in the Annual Transit Service Plan.

Marketing/Community Outreach Plan

A comprehensive community outreach and marketing plan will be implemented to afford the public numerous opportunities to learn of the proposed service changes and provide input and comment. The final draft Annual Transit Service Plan presented to the VTA Board in March and April will include feedback received from the community outreach activities and plan modifications based on the comments received. An outline of the plan follows.

Outreach to the Public

- Hold 8 public meetings in late January, in cities that will be impacted the most by the proposed service plan.

Location	Time(s)	Main Routes of Interest
Downtown San Jose	3pm & 7pm	11, 63, 64, 66/68, 180/181
Palo Alto	4pm	88, 89
East San Jose	3pm	31, 45
Campbell	3pm	37, 48/49, 63
Gilroy	7pm	14/17, 15, 68
Morgan Hill	4pm	15, 68
Fremont	7pm	180/181

- Advertise in community newspapers throughout Santa Clara County before public meetings.
- Send media releases to community newspapers, broadcast media, multilingual media, and daily publications.
- Post meeting announcements, and specific route-by-route information on the VTA.org website.
- Provide opportunity for web viewers to submit comments by email.
- Provide city websites and access cable channel outlets with meeting announcements.
- Mail meeting announcement fliers and plan information to community organizations (Title VI list, etc.), cities, Eco Pass employers, and other stakeholders.

Outreach to Passengers

- Interior car cards on all bus and light rail vehicles.
- December rider newsletter article giving passengers a “heads up” and to look for more details in a “Special Take One.”
- “Special Take One” passenger flyer distribution on all VTA vehicles in the first or second week of January with information on the proposed changes and meeting times/dates.
- Include meeting announcement fliers in mailing to monthly pass holders and Eco Pass participants/employers.
- Provide information at the Downtown Customer Service Center and River Oaks.

- Brief all Customer Service Representatives.

Outreach to Media

- Issue multiple news releases in advance of meetings.
- The first, a generalized meeting announcement news release, will be timed for deadlines of weekly, community newspapers.
- The second, more policy oriented, will target radio, television, and daily publications and will be released just in advance of the first meeting.

Outreach to VTA staff

- Include information in the December/January edition of "In the Loop."
- Include article in employee newsletter "Timepoint."
- Electronic distribution of meeting announcement flier.

STANDING COMMITTEE RECOMMENDATION:

The Committee asked what constitutes "limited routes." Staff explained that limited routes use the expressway system but are not typical "Express" buses. They run in peak periods for connections along the commute corridors.

The Committee remarked about the need for constant evaluation of service in order to deploy services where they are needed, noting the shift in ridership for Line 68 is exciting. The Committee cautioned that community involvement is the key to making appropriate decisions in order to maximize our resources.

Prepared By: Jim Unites, Deputy Director, Service Planning



Date: December 26, 2008
 Current Meeting: January 8, 2009
 Board Meeting: March 5, 2009

BOARD MEMORANDUM

TO: Santa Clara Valley Transportation Authority
 Policy Advisory Committee

THROUGH: General Manager, Michael T. Burns

FROM: Chief CMA Officer, John Ristow

SUBJECT: Revised Joint Development Policy

Policy-Related Action: Yes

Government Code Section 84308 Applies: No

INFORMATION ITEM

RECOMMENDATION:

Review and discuss the revised Joint Development Policy.

BACKGROUND:

The Santa Clara Valley Transportation Authority (VTA) has an extensive portfolio of real estate assets, many of which are underutilized at present. The Joint Development Program, operating under the CMA division of VTA, is responsible for managing the process by which development on these underutilized sites occurs. The mission of the Joint Development Program is to provide appropriate stewardship of VTA's publicly-owned real estate assets by maximizing their respective economic values through consensus-driven, site-appropriate development that also increases transit ridership, creates vibrant community assets and enhances the long-term life of VTA's facilities.

DISCUSSION:

VTA must have in place sound policy and procedural frameworks to guide VTA staff and the Board of Directors towards successful completion of the program mission. The Board of Directors approved a Joint Development Policy and Developer Selection Process at the Board meeting on January 6, 2005. Subsequently, a Board workshop on Joint Development was held on January 26, 2007, and the Joint Development Policy was amended at the Board meeting on May 3, 2007 based on input from this workshop.

While this amended policy provides some guidance to the organization for implementation of the Joint Development Program, it is inadequate in many respects. Key issues of the existing policy are that it:

1. Lacks clear metrics for evaluating competing projects
2. Fails to address potential impacts to transit operations
3. Omits comprehensive guidelines for building local jurisdiction consensus on development concepts
4. Specifies an inefficient procedure for developer selection
5. Is silent on which assets are affected and how they should be prioritized
6. Does not provide procedural guidelines for intra-agency decision-making

Several of the above flaws were reflected in the most recent transaction approved by the Board of Directors under the Joint Development Program: the sale of VTA's West San Carlos (San Jose) property to Green Republic, LLC. While VTA's intent was primarily to transfer ownership of this land to the developer for a stipulated price, the arrangement approved by the Board of Directors at its May 1, 2008 meeting is more complex and involves an extended relationship between the two parties in which VTA must wait to receive the purchase price until the developer procures entitlements for its development project on the land and implements them through a phased process. Neither the approval process of this transaction nor the resulting contractual relationship with the developer were ideal and could have been improved through VTA's implementation of more appropriate policies and procedures in advance of soliciting a developer for the property.

VTA staff proposes to replace the existing Joint Development Policy in its entirety with a new two part framework - Part I - Joint Development Policy and Part II - Implementation Plan. Drafts of this new framework will be presented to the VTA Congestion Management Program & Planning Committee at its January 15, 2009 meeting, the VTA Policy Advisory Committee at its February 12, 2009 meeting, and the VTA Board of Directors in a workshop scheduled for February 27, 2009. Joint Development Program staff will also solicit comments on the proposed framework from key VTA management and local jurisdiction stakeholders, such as the City of San Jose Planning Department, in Winter 2009. Staff will incorporate the feedback from these groups into a final revised Joint Development Policy (Part I) and a new Implementation Plan (Part II) for review and approval by the VTA Board of Directors at its March 5, 2009 meeting.

Staff will make a presentation at the meeting to facilitate the discussion of this agenda item.

FISCAL IMPACT:

There are no direct fiscal impacts related to revising the policy. However, the Joint Development Program can become a significant source of revenue for VTA once implemented.

Prepared by: Bijal Patel