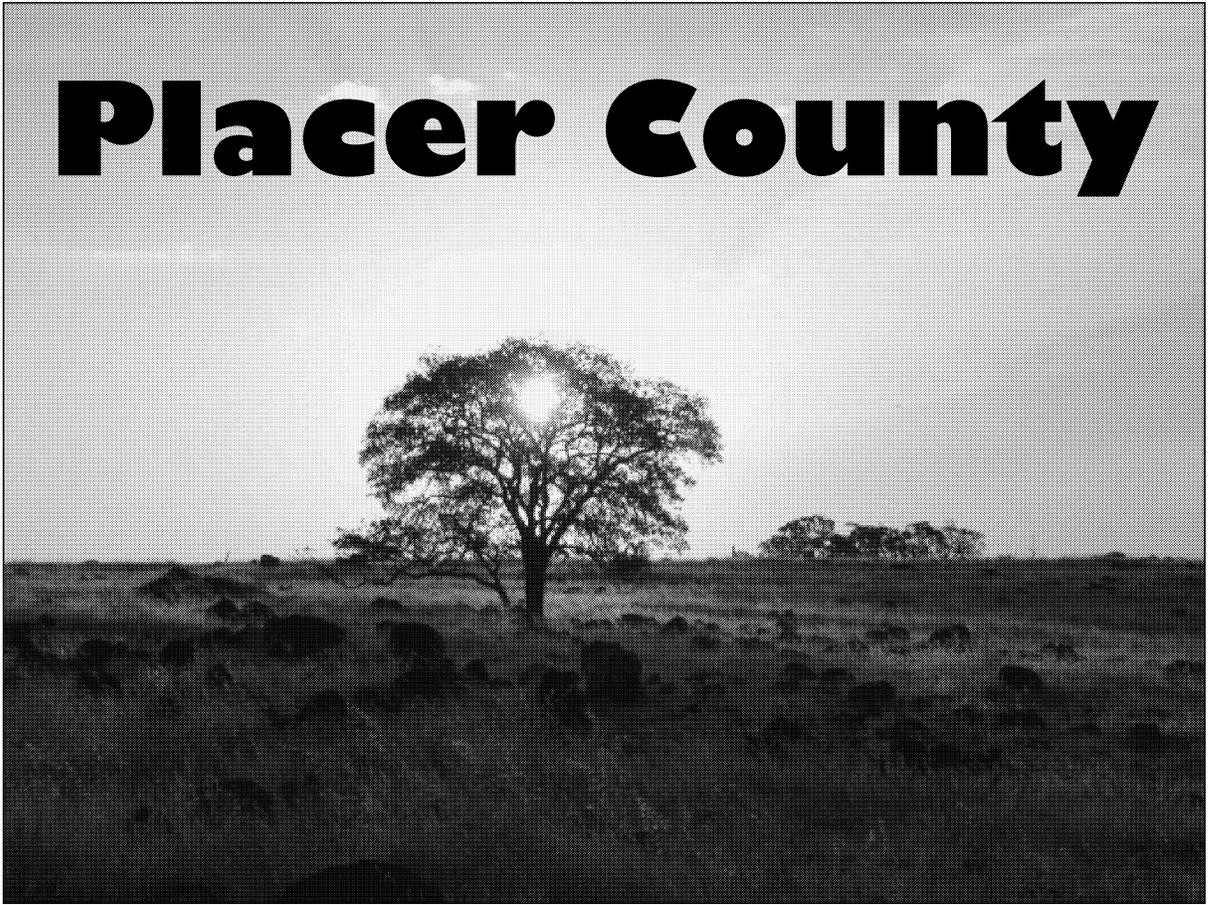
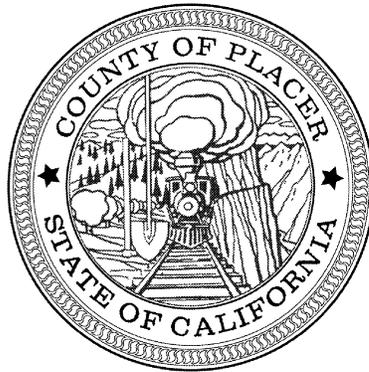


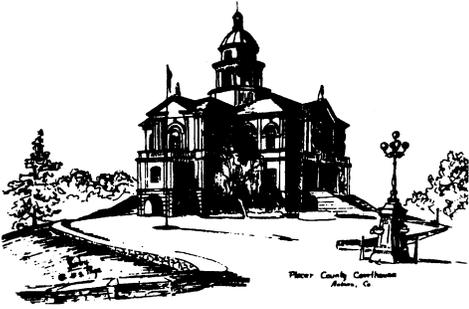
Placer County



Grand Jury Final Report



2003-2004



PLACER COUNTY GRAND JURY

(530) 889-7469
Mailing Address:

FAX (530) 889-7447
11490 C Avenue, Auburn, CA 95603

June 14, 2004

The Honorable Alan Pineschi
Presiding Judge, Superior Court
County of Placer
11546 B Avenue
Auburn, CA 95603

The Honorable Larry Gaddis
Judge of the Superior Court and
Advising Grand Jury Judge
11546 B Avenue
Auburn, CA 95603

Reference: 2003-2004 Placer County Grand Jury Final Reports

Dear Judge Pineschi and Judge Gaddis:

The Placer 2003-2004 Placer County Grand Jury herewith submits its final report.

This Report contains the result of investigations required by law, suggested by citizen complaints or presented by other sources. Most of our investigations were completed, however, there are some which we were prevented from completing by time constraints and these are recommended to the incoming 2004-2005 Grand Jury requesting they finish our efforts.

In general we found Placer County to operate efficiently and effectively. The County staff we dealt with were uniformly cooperative and helpful and anxious to assist us in our duty to do an effective job. We did find that budgetary constraints are becoming a larger problem as the County attempts to do its business for the citizens of this county and will loom ever larger as a problem in the future.

I want to thank the members of this year's Grand Jury. The members worked diligently and gave hundreds of hours of their time on behalf of this civic duty. It was an honor for me to serve with such a distinguished group.

The members of the 2003-2004 Grand Jury are honored to have had the opportunity to be of service to the community. We come away from our service with a heightened awareness and respect for the role of the Grand Jury in our community lives.

Sincerely,

Alan A. Parker, Foreman
2003-2004 Placer County Grand Jury

2003-2004
Placer County Grand Jury

The following Placer County residents have qualified and been sworn to serve on this Grand Jury:

Jim Boltman	Charles Gray	Ed Kleinecke
Alice Bothello	Linda Hall	Maurice Oppenheim
Carroll Brock	Christopher Jensen	Alan Parker
Sherry Chesney	Art Johansen	Harry Powell, Jr.
Alice Crotty	David Kibbe	Denny Valentine
Ken Gandee	Loren King	Camiel Van De Weghe
		Al Wharton

The Grand Jury organized itself into nine Standing Committees for purposes of research, study and preparation of reports. All reports herein have been approved by the full panel of the Grand Jury.

Audit and Finance	Cities	Continuity	County Administration
Criminal Justice	Editorial	Health and Welfare	
Schools and Libraries	Special Districts		

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PLACER COUNTY PAYROLL/PERSONNEL SYSTEM

Introduction

Placer County's payroll system was designed in the late 1970's by the federal government and acquired by the county in 1980. This payroll system did not have a human resources component for personnel data and employee history. The data was recorded manually and resulted in significant duplication of effort between each department staff, the Personnel Department and the Auditor-Controller. The system was not adequate to meet Placer County's substantial growth coupled with numerous changes in State and Federal laws.

Narrative

To resolve the deficiencies a Request for Proposal was issued to solicit bids from qualified vendors for a complete computer system to support the Personnel Department and the Auditor-Controller's office. Three bids were received with vendor presentations and site demonstrations during 2002. Selection of the successful vendor was forwarded to the Board of Supervisors and approved in April 2003.

Finding

The Board of Supervisors approved a contract to implement the new system at a cost of approximately \$5 million. The new system is expected to be fully tested and operational by the spring of 2004.

Recommendation

The members of the 2004-2005 Placer County Grand Jury continue to monitor the progress of the new Payroll/Personnel systems.

Commendation

The Grand Jury agrees with the Board of Supervisors that the contractor has achieved all scheduled implementation milestones.

No Response Required

CITY OF ROSEVILLE CAL CARD

INTRODUCTION

The 2003-2004 Placer County Grand Jury initiated an investigation of the issuance of Cal Cards to employees of the City of Roseville (City). A large percentage of purchases by the employees of the City are with a Cal Card. The card was originally designed for the State of California for official business-related purchases. The Cal Card Program is currently managed by the U.S. Bank Government Services Department. The program provides for rebates to the City when certain dollar amounts are reached on the total monthly purchases for all employees combined. Rebates could amount to a maximum 2% credit.

Limits can be set on the spending allowed per day and month for each employee. For example, an employee can have their limit set so no single purchase can exceed \$500 and the total for the month for all purchases not to exceed \$5,000. The program has the ability to limit purchases to certain product categories by selecting restrictive codes for each card; Code "S" selection is for fuel only.

The Grand Jury learned the objectives of the program are to drastically streamline the procurement cycle for the purchaser, make quick payments possible at the point of sale and standardize the approval process for purchases. The Grand Jury also examined whether the program as operated by the City utilizes the cards to achieve maximum benefit.

NARRATIVE

The Grand Jury was provided with a copy of the City's Card Program Instructions and Procedures with provisions that became effective December 15, 1997. The document was revised on November 14, 2002. The City, in accordance with its written procedures, uses the cards to pay for travel, supplies, small cost items or emergency needs. The City also permits employees to pay for items with their own money or a personal credit card and then file a reimbursement claim.

The Grand Jury met with the City Manager and Finance Director. The Grand Jury reviewed expense/reimbursement reports for fiscal year 2002-2003 (July 1, 2002 through June 30, 2003) and for the period July 1,

2003, through November 30, 2003. The Grand Jury noted the high usage of Cal Cards. The Grand Jury requested a list of the employees of Roseville, by department, who have been issued cards. At the time of the investigation the City had 900 employees, approximately 585 of whom have been issued cards. Of the 585 cards issued approximately 194 cards were either never used, or used less than six times during the fiscal year.

It is the responsibility of each department supervisor to have a card issued to an employee if warranted. Each employee issued a card is assigned a dollar limit per purchase and per month. The card has the capability of strict purchasing criteria by pre-coding with a Merchant Category Code Table (MCCT). This restricts the usage to specific needs. The Grand Jury learned this MCCT system has not been used in Roseville.

The Grand Jury reviewed the 12,524 entries contained in the Card records. Also investigated were 1,519 entries contained in the records of reimbursement claims submitted by employees to determine which entries appeared to be eligible for card usage.

The Grand Jury examined the written procedures for the use of the cards and for claiming reimbursements for payments made by employees from their personal funds.

Employees have three options under City policy with regard to travel expenses: An employee may use a Cal Card, may pay the expenses with their own funds or split the claim between the Card and their personal funds. The last alternative results in duplication of administration cost and the reimbursed funds are excluded from the rebate program.

The card purchases ranged from \$2,743.50 for a software purchase to the smallest card purchase of under one dollar. For reimbursement, the smallest charge was \$8.54 for office supplies, and the largest was \$518.43 for supplies. Overall, the larger the expenditure, the more likely a Cal Card was used.

FINDINGS

1. The City of Roseville has issued almost 65% of its employees a Cal Card.

2. Employees are not restricted as to what items can be purchased. Only the dollar amount of the purchase for each day and a total dollar amount for the month is restricted.

3. The Grand Jury found 236 or 16% of the reimbursement transactions would have been eligible for payment by the use of a Cal Card and would have increased program rebates.

RECOMMENDATIONS

The 2003-2004 Placer County Grand Jury recommends:

1. The City of Roseville re-evaluate, and restrict its issuance of Cal Cards, and cancel cards issued unnecessarily.

2. The City analyze expenditure reimbursement costs including consideration of the program rebates to justify the use of personal credit cards rather than Cal Cards.

Responses (within 60 days):

Roseville City Manager
Roseville City Finance Director

Responses (within 90 days):

Roseville City Council

Respond to:

The Presiding Judge Superior Court
110 Maple Street
Auburn, CA 95603

Send Copy to:

Foreperson, Placer County Grand Jury
11490 C Ave
Auburn, CA 95603

CITY OF LINCOLN PURCHASING PRACTICES

INTRODUCTION

The 2003-2004 Placer County Grand Jury, as part of their function, reviewed the purchasing practices of the City of Lincoln (City). Jurors met with the City Manager, Finance Director, Public Works Director and various City employees. The Grand Jury also reviewed relevant City Codes and other documents.

NARRATIVE

Chapter 3.24 of the Lincoln Municipal Code creates and sets forth the duties and responsibilities of the Purchasing Officer. As stated in Section 3.24.010, "The purpose of this chapter is to establish efficient procedures for the purchase of supplies and equipment by the city which will assure the acquisition of supplies and equipment at the lowest cost commensurate with sound quality and in accordance with appropriate standards and specifications, to provide for positive financial control over purchases, to provide for competitive bidding, and to provide a uniform procedure and notice thereof to prospective suppliers." See exhibit A.

At the time of the review the City did not use blanket purchase orders, and did not access the majority of purchasing cooperatives available to local government. The City's reason given for this is the lack of sufficient space to store inventory. New facilities now being occupied should alleviate this obstacle. The Grand Jury reviewed the City's purchasing records and determined a large volume of purchases were made from local vendors, as per City policy.

The City does not have a Purchasing Officer. In its place the City has appointed a clerk to act as a Purchasing Clerk. This clerk has limited duties and responsibilities primarily to the Department of Finance with other departments functioning independently.

An interview with the Placer County Purchasing Director verified significant savings could be obtained by implementing an organized and coordinated purchasing process. Most government agencies have the opportunity and advantage of purchasing from selected vendors for

discounts. In the case of Placer County savings exceeded the operating costs of the department.

The Grand Jury, during its review of the City's purchasing practices, learned the City does not negotiate volume discounts, even though records indicate hundreds of purchases a year are made from the same vendors.

FINDINGS

1. The City has not implemented Chapter 3.24. Instead, it has appointed a clerk to also function as a Purchasing Clerk with limited duties and responsibilities limited primarily to the Department of Finance with other departments functioning independently. This is far less than what is contained in Chapter 3.24.

2. The City has not negotiated volume discounts even though records reviewed by the Grand Jury indicate hundreds of purchases a year are made from the same vendors, which should entitle the City to such discounts.

3. An interview with the Placer County Purchasing Director verified significant savings could be obtained by implementing an organized and coordinated purchasing process. In the case of Placer County, savings exceeded the operating costs of the department.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The City of Lincoln implement Chapter 3.24 of the Lincoln Municipal Code as soon as possible. There is every indication a Purchasing Officer would save individual staff time by accumulating purchases. Also by negotiating volume discounts, and taking advantage of purchasing cooperatives the City may reduce costs.

Exhibits:

A. The City of Lincoln Municipal code 3.24.010 through 3.24.140

Responses (within 60 days):

Lincoln City Manager

Responses (within 90 days):

Lincoln City Council

Response To:

The Presiding Judge of the Superior Court
110 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson, Placer County Grand Jury
11490 C Ave.
Auburn, CA 95603

Chapter 3.24PURCHASINGSections:

- 3.24.010 Purpose of provisions.
- 3.24.020 Purchasing officer.
- 3.24.030 Competitive bidding required--Exception.
- 3.24.040 Independent departmental purchasing.
- 3.24.050 Purchase orders.
- 3.24.060 Formal bidding--Notice inviting bids--Bidders' list.
- 3.24.070 Formal bidding--Bid security.
- 3.24.080 Formal bidding--Bid opening.
- 3.24.090 Formal bidding--Bid rejection--Readvertisement.
- 3.24.100 Formal bidding--Award--Local preference.
- 3.24.110 Formal bidding--Tie bids.
- 3.24.120 Formal bidding--Performance bond.
- 3.24.130 Informal bid procedure.
- 3.24.140 Computer, telecommunications equipment and similar products--Requests for proposals.

3.24.010 Purpose of provisions. The purpose of this chapter is to establish efficient procedures for the purchase of supplies and equipment by the city which will assure the acquisition of supplies and equipment at the lowest cost commensurate with sound quality and in accordance with appropriate standards and specifications, to provide for positive financial control over purchases, to provide for competitive bidding, and to provide a uniform procedure and notice thereof to prospective suppliers. (Ord. 467B §1, 1985)

- 3.24.020 Purchasing officer. A. There is created the position of purchasing officer for the city.
- B. The city manager, or his or her authorized representative, is designated as the purchasing officer.
- C. The purchasing officer shall have the authority to:
1. Implement the fiscal budget as approved by the city council;
 2. Purchase or contract for supplies and equipment required by any office or department of the city in accordance with purchasing procedures required by this chapter and such other rules and regulations as may be prescribed by resolution of the council;
 3. Negotiate, recommend, and execute contracts for the purchase of supplies, equipment, and services;
 4. Act to procure for the city optimum quality in supplies, services, and equipment to meet the needs of the city at the least expense to the city;

5. Seek to obtain as full and open competition as possible on all purchases commensurate with the needs of the city;
6. Prepare and recommend to the council rules and regulations governing the purchase of supplies and equipment for the city;
7. Prescribe and maintain such forms as necessary to the operation of this chapter and such other rules and regulations as may be adopted;
8. Supervise the inspection of all supplies and equipment purchased to ensure conformance with specifications;
9. Approve change orders up to fifteen percent of the original contract award;
10. Transfer surplus or unused supplies and equipment between departments as needed; and
11. Maintain a bidders' list, vendors catalog file, and records needed for the efficient operation of the purchasing department. (Ord. 467B §2, 1985)

3.24.030 Competitive bidding required--Exception. Except as provided in this chapter, purchase of supplies and equipment shall be by competitive bidding pursuant to procedures established by this chapter and rules and regulations adopted pursuant to this chapter. Competitive bidding shall not be required in any of the following cases:

- A. Emergencies;
- B. When the commodity can be obtained from only one vendor;
- C. When the total amount involved is less than two thousand five hundred dollars;
- D. Purchases from other public agencies.
- E. When the city council determines that it is in the best interest of the city to do so. (Ord. 721B §1, 2002: Ord. 467B §3, 1985)

3.24.040 Independent departmental purchasing. The purchasing officer may authorize, in writing, any department to purchase specified supplies and equipment independently, provided that such purchases shall be made in conformity with procedures established by this chapter. (Ord. 467B §4, 1985)

3.24.050 Purchase orders. Purchase of a single supply or a single piece of equipment over two thousand five hundred dollars shall be made only by purchase orders. Except as provided in this chapter, no purchase order shall be issued without the prior approval of the purchasing officer or his designated representative. (Ord. 721B §2, 2001: Ord. 467B §5, 1985)

3.24.060 Formal bidding--Notice inviting bids--Bidders' list. Except as otherwise provided in this chapter, purchases of supplies and equipment of an estimated value of ten thousand

dollars or more shall be by written contract with the lowest responsible bidder pursuant to the procedure prescribed as follows:

A. Notice Inviting Bids.

1. Notices inviting sealed bids shall include a general description of the article(s) to be purchased, shall state where bid forms and specifications may be obtained, and the time and place for opening bids. The notice shall specify the amount and form of bidder's security if required. The notice shall state that bids shall be submitted and contracts awarded pursuant to the provisions of this chapter and any resolution setting forth other applicable rules and regulations.

2. Notices inviting bids shall be published at least once in a newspaper of general circulation, printed and published in the county and circulated in the city. A notice shall also be posted on a bulletin board in City Hall.

B. Bidder List. The purchasing officer shall also solicit sealed bids from all responsible suppliers known to the purchasing officer or who have made written requests by certified mail that their names be added to the bidders' list maintained by the purchasing officer. (Ord. 721B § 3, 2001; Ord. 467B §6, 1985)

3.24.070 Formal bidding--Bid security. A. In all transactions where sealed bids are required, the city council or city manager may require bidder's security and specify the amount and form thereof in the call for bids.

B. The deposit of the successful bidder shall be held to secure the capacity, readiness, and willingness of the successful bidder to execute the contract. The deposits of the unsuccessful bidders shall be mailed back ten days following the bid award. The successful bidder shall forfeit the deposit of bid security upon refusal or failure to execute the contract within ten days after notice of award of contract has been mailed, unless the city is responsible for the delay.

C. The city council may, on refusal or failure of the successful bidder to execute the contract, award the contract to the next lowest responsible bidder. If the city council awards the contract to the next lowest responsible bidder, the amount of the said successful bidder's security shall be applied by the city to the difference between the successful bid and the next lowest responsible bid and the surplus, if any, shall be forfeited as the reasonable cost to the city of delay and/or administrative costs involved in reletting the contract. (Ord. 467B §7(a), 1985)

3.24.080 Formal bidding--Bid opening. Sealed bids shall be submitted to the city clerk and shall be identified as "bids" on the envelope and opened by the purchasing officer at a time and place stated in the published notice. Sealed bids shall be

reviewed by the purchasing officer or a designated representative and a recommendation submitted to the city council for approval within thirty days of its next regularly scheduled meeting after the date on which bids are opened. A tabulation of all bids received shall be open for public inspection. (Ord. 467B §7(b), 1985)

3.24.090 Formal bidding--Bid rejection--Readvertisement. The council may, in its discretion, reject any and all bids and may readvertise for bids pursuant to the procedures prescribed by this chapter. (Ord. 467B §7(c), 1985)

3.24.100 Formal bidding--Award--Local preference. Except as otherwise provided in this chapter, a contract shall be awarded by the council to the lowest responsible bidder as determined by the council; provided, however, that when the combination of price, quality, terms and conditions of sale are substantially equal, the council may, in its discretion, give preference in purchasing of goods and services to suppliers located within the city. (Ord. 467B §7(d), 1985)

3.24.110 Formal bidding--Tie bids. If two or more bids are received for the same total amount or unit price and all other applicable considerations are equal, the council may, in its discretion, accept either bid. (Ord. 467B §7(e), 1985)

3.24.120 Formal bidding--Performance bond. The council may require a performance bond in such amount as it may find reasonably necessary to protect the interests of the city, and the form and amount of such bond shall be specified in the notice inviting bids. (Ord. 467B §7(d), 1985)

3.24.130 Informal bid procedure. A. Purchases of supplies and equipment of an estimated value less than ten thousand dollars may be made by the purchasing officer pursuant to the procedure prescribed in this section and subject to the provisions of Section 3.24.030, without compliance with procedures set forth in Sections 3.24.060 through 3.24.120.

B. Purchases shall, whenever possible, be based upon at least three independent bids, and shall be awarded to the lowest responsible bidder subject to the local option in Section 3.24.100, as determined by the purchasing officer.

C. The purchasing officer may solicit bids by written requests, by telephone, advertising, or by notice posted on a public bulletin board in City Hall or by any combination of these methods. (Ord. 721B §4, 2001: Ord. 467B §8, 1985)

3.24.140 Computer, telecommunications equipment and similar products--Requests for proposals. A. Recognizing that acquisition of some goods and services such as computer and/or telecommunications equipment are of such a unique or complex nature that a structured competitive bid process based solely on lowest price would detract from the city's ability to acquire the most appropriate goods or services for city use, the purchasing officer may determine that it is in the best interests of the city to purchase such goods and services based on criteria other than lowest cost. In such cases, notwithstanding any other provision of this chapter, the purchasing officer may prepare requests for proposals (RFP's) which shall establish the criteria that the city will use in selecting a vendor and in purchasing the goods and services.

B. In structuring an RFP, the RFP should include the following:

1. Company background;
2. Price of product;
3. Time of delivery;
4. References;
5. Product capabilities; and
6. Any other consideration that may aid the council or purchasing officer in evaluating the proposal.

C. RFP's may be accepted, rejected, or negotiated prior to final contract approval by the city council. (Ord. 467B §9, 1985)

Chapter 3.26

PUBLIC PROJECTS BIDDING PROCEDURES

Sections:

- 3.26.010 Uniform Public Construction Cost Accounting Act.
- 3.26.020 Public projects defined.
- 3.26.030 Public projects of twenty-five thousand dollars or less.
- 3.26.040 Public projects of fifty thousand dollars or less.
- 3.26.050 Public projects of more than fifty thousand dollars.

3.26.010 Uniform Public Construction Cost Accounting Act. The city elects to be subject to the Uniform Public Construction Cost Accounting Act as set forth in Section 22000 et seq. of the Public Contract Code ("Act"), and the uniform construction cost accounting procedures as set forth in said Act. (Ord. 711B §1 (part), 2001)

MUNICIPAL TRANSIT SYSTEM - CITY OF LINCOLN

INTRODUCTION

The City of Lincoln (City) over the past five years has grown from a rural community with a population of 6,000 to a fast-growing city of almost 25,000. Local transit is funded by a one-quarter cent State sales tax, which started in 1971. These funds are divided between the cities in Placer County based on the population of each city. Each city can choose to run its own municipal transit system, or contract with the County to be served by Placer County Transit (PCT).

Placer County's total apportionment for local transit for the fiscal year 2003-2004 (July 1, 2003 through June 30, 2004) was \$13,370,439. The City received \$1,041,978 based on a population of 20,527. This amount is 7.79% of the total. See Exhibit A.

The Placer County Transit Planning Agency (PCTPA), as the umbrella agency coordinating transit in Western Placer County, has the following 5 major goals, objectives and standards: service efficiency, service effectiveness, service quality, accessibility and planning and management. Standards are provided for different types of services (i.e., regional, community, rural and demand-response). Standards are based upon observed performance of similar transit systems in California, as well as the existing performance of Western Placer County transit services.

Narrative

The Grand Jury met with the City Manager, Public Works Director, City Transit Supervisor, transit drivers, and three local grammar school principals. The Principals expressed their concerns relative to the locations of the bus stops at each of the three schools. They felt that the bus stops should be relocated to a point in front of the school posing less of a hazard to their students. Jurors also interviewed personnel of the Roseville Transit Department and Placer County Transportation Planning Agency (PCTPA).

The City hired a Transportation Department Supervisor in 2000 to evaluate the needs of the City, and to make recommendations on better scheduling, hours, routes and staff. The City, with its growing population, determined the transportation system needed to be changed from the major emphasis being placed on transporting school children to a system

that would meet the needs of more citizens. This change was started in 2001.

PCTPA has written a draft report called Placer County Transit Operators Short Range Transit Plan. Chapters 12 through 14 address Lincoln Transit. The report states, "It should be noted that all three routes provide general public service, although the design of the fixed route system focuses on the transportation needs of school-age children. In particular, the route schedules were based on the bell times of area schools." The three routes mentioned in the report are Route 102 that runs once a day in early morning to the Lincoln Airport, Route 202 covering the eastern part of the City and Lincoln Hills and Route 203 runs all day throughout the western part of the City. The report suggests eliminating a portion of routes 202 and 203 in low demand areas and replacing them with "on demand Dial A Ride" for the general public at two dollars each way. See Exhibit B

PCTPA holds meetings regularly. The City Transit Supervisor is unable to attend all meetings because of dual position as a substitute driver. PCTPA annually looks into the unmet needs of the county transit services and publishes a report, Unmet Transit needs, Analysis and Recommendations Report, on whether these needs are reasonable. PCTPA does not enforce the changes; it only recommends them. The report issued by PCTPA in February 2004 mentions many of the unmet needs of the City regarding transit. It recommends very few changes as PCTPA members feel these needs can be met in other ways such as Dial A Ride, Placer Transit, IRIDE (Pride Industries), and a voucher system for low-income citizens. See Exhibit C. The cost to implement some unmet needs may be too high to warrant any action according to PCTPA.

The City management has been working together with PCTPA on an integrated system that would benefit County residents. At the present time the City's on demand Dial A Ride is not allowed to stop at any location outside the City with one exception, the transfer point at the Galleria Mall in Roseville.

The majority of the passengers riding the City transit system are school children. The ratio is approximately 90% school children to 10% adults. Only six to ten adults are picked up on these routes per day.

The Grand Jury reviewed the regulations and policies for transit drivers. Members of the Grand Jury rode all routes to observe the timing of schedules and frequency of use by passengers. See Exhibit D.

Adult passengers reported to the Grand Jury that buses had been observed in areas not part of regular routes, and buses did not always stay on schedule. Some citizens of Lincoln observed buses stopping mid-

block where there was no scheduled bus stop. The Grand Jury witnessed 2 very young children getting off buses in mid block at a day care center. One citizen submitted an affidavit regarding buses driving down the street when no bus was scheduled to be on that street.

The City has not updated its transit manual since the change from a school bus system to a transit system. There is a draft manual dated January 2002 that has not been finalized as of the issuance of this report.

The Placer County Transit bus arrives hourly at a central Lincoln transfer point. Lincoln Transit buses are also scheduled to arrive hourly at this same central location. Lincoln Transit bus is scheduled to arrive 10 minutes after the scheduled departure of the Placer County Transit bus. This leaves passengers waiting up to 50 minutes. The transit driver can call the office and request permission to deviate from the posted schedule to accommodate a passenger needing to meet the outgoing Placer County Transit bus.

There are 93 scheduled bus stops in the City. Of those, eight have shelters. Lincoln Hills has two of the eight bus shelters. These two shelters are installed on a divided roadway on the opposite sides of the direction the bus travels. Very rarely has a passenger boarded a bus in Lincoln Hills.

Approximately 10 of the 93 bus stops are marked with a sign, the rest of the stops have no markings or posted schedules. The curbs are not painted and buses are allowed to stop in the middle of the street to pick up and drop off passengers. For current scheduling a passenger wanting to take a bus may call the City of Lincoln.

FINDINGS

1. The City has been re-evaluating transit routes for the last four years.
2. The Lincoln Municipal Transit System is not run in an efficient manner.
3. The Transit Bus Manual is not current.
4. The Transit system continues to primarily transport students to and from school.
5. The Transit Supervisor does not attend all necessary meetings with the PCTPA, because she is substitute driver, thus missing the opportunity to provide input as to the current transit needs of the City.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The City of Lincoln conduct a survey of citizens. The means for this survey could include the local paper, utility bill flyer and local TV station. This survey would allow potential riders the opportunity to express their opinion.

2. The advertising budget be increased to assure all potential patrons have knowledge of the bus system and its schedules.

3. The Lincoln Transit Department adhere to the adopted Rules and Procedures manual.

4. The City consider expanding the Dial A Ride destinations and write a letter notifying the City of Roseville that the City of Lincoln will be transporting passengers to Kaiser Eureka, Kaiser Riverside, Sutter Roseville Medical facilities and the Union Pacific/Greyhound Depot with the on demand Dial-A-Ride. It is further recommended that the City of Lincoln and the City of Roseville enter into a Memorandum of Understanding.

5. The City of Lincoln and the Western Placer Unified School District meet and reach an agreement satisfactory to both parties regarding the safe loading and offloading of students at the three elementary schools and one middle school.

6. Staffing shortages for the City Transit System be recognized as a deficiency, and corrective measures taken.

7. The City of Lincoln form a Citizen Oversight Committee for the City Transit System.

8. The City Transit Supervisor attend all meetings held by PCTPA.

9. The City of Lincoln mark all designated bus stops in conformance with the City municipal code, once the PCTPA report is concluded later this year.

10. The City coordinate scheduling of buses between Placer County Transit and Lincoln Transit.

11. The 2004-2005 Placer County Grand Jury conduct a review of other transit districts within the county.

Exhibits:

- A. PCTPA Final Apportionment report
- B. Chapters 12 through 14 of the Placer County Transit Operators Short Range Transit Plan Report.
- C. PCTPA Unmet Transit Needs Report
- D. City of Lincoln Rules and Procedures Manual

Responses (within 60 days)

Lincoln City Manager
Lincoln Public Works Director
Western Placer Unified School District Superintendent
PCTPA Senior Transportation Planner

Responses (within 90 days):

Lincoln City Council

Respond to:

Presiding Judge of the Superior Court
110 Maple Street
Auburn, Ca 95603

Send Copy to:

Foreperson, Placer County Grand Jury
11490 C Ave
Auburn, CA 95603

**PLACER COUNTY
TRANSPORTATION PLANNING AGENCY
FINAL APPORTIONMENT
LOCAL TRANSPORTATION FUND
FY 2003/04
September, 2003**

		FY 2002/03 Fund Balance Subtotal	FY 2003/04 Revenue Subtotal	FY 2003/04 Apportionment Total
LTF REVENUE ESTIMATE 2002/03		\$965,266	\$14,232,003	\$15,197,269
TRPA REVENUE ESTIMATE (1)	4.4316%		\$630,705	\$630,705
TRPA 2003/04 LTF Fund Balance		\$35,173		\$35,173
TRPA TOTAL		-	-	\$665,878
PCTPA REVENUE ESTIMATE	95.5684%		\$13,601,299	\$13,601,299
PCTPA 2003/04 LTF Fund Balance		\$930,093		\$930,093
AVAILABLE FOR APPORTIONMENT BY PCTPA		-	-	\$14,531,391
COUNTY AUDITOR ADMINISTRATIVE COSTS			\$5,017	\$5,017
PCTPA ADMINISTRATIVE AND PLANNING COSTS(2)			\$165,000	\$165,000
PEDESTRIAN AND BICYCLE ALLOCATION (3)		\$18,602	\$268,626	\$287,227
CONSOLIDATED TRANSP. SERVICE AGENCY (4)		\$45,575	\$658,133	\$703,707
BALANCE OF APPORTIONMENT		\$865,917	\$12,504,523	\$13,370,439

Apportionment of 2003/04 Estimated Revenue			
JURISDICTION	POPULATION 01-Jan-03 D.O.F	PERCENT	FY 2003/04 REVENUE APPORTIONMENT
PLACER COUNTY	88,415	33.57%	\$4,488,065
AUBURN	12,235	4.65%	\$621,065
COLFAX	1,712	0.65%	\$86,903
LINCOLN	20,527	7.79%	\$1,041,978
LOOMIS	6,163	2.34%	\$312,842
ROCKLIN	43,607	16.56%	\$2,213,550
ROSEVILLE	90,739	34.45%	\$4,606,034
TOTAL	263,398	100.00%	\$13,370,439

	FY 2003/04 REVENUE APPORTIONMENT	PLANNING CONTRIBUTION (5)	AVAILABLE TO CLAIMANT
PLACER COUNTY	\$4,488,065	(\$179,523)	\$4,308,542
AUBURN	\$621,065	(\$24,843)	\$596,223
COLFAX	\$86,903	(\$3,476)	\$83,427
LINCOLN	\$1,041,978	(\$41,679)	\$1,000,299
LOOMIS	\$312,842	(\$12,514)	\$300,329
ROCKLIN	\$2,213,550	(\$88,542)	\$2,125,008
ROSEVILLE	\$4,606,034	(\$184,241)	\$4,421,793
TOTAL	\$13,370,439	(\$534,818)	\$12,835,622

NOTES:

- (1) Tahoe Regional Planning Agency receives funds proportional to its population within Placer County (see box below)
- (2) Apportioned to PCTPA for the 2003/04 Overall Work Program pursuant to Section 7.1 of the PCTPA Rules and Bylaws
- (3) The Pedestrian and Bicycle Allocation is 2% of the remaining apportionment.
- (4) CTSA Receives 5% of remaining apportionment.
- (5) PCTPA Receives 4% of apportionment for Regional Planning Purposes and Implementation of TEA-21 Requirements

Jan 1, 2003 DOF Population		
TRPA Population	12,214	4.4316%
PCTPA Population	263,398	95.5684%
TOTAL	275,612	

Placer County SRTPs 2003

TECHNICAL MEMORANDUM NUMBER TWO:



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- Ch 15-17 (Roseville)
- Ch 18-19 (CTSA)

Lincoln's Section

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Straw*

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Attachment B

2/19/2004

Chapter 12

Lincoln Transit Service Alternatives

The basis for any transit plan is the development of an effective and appropriate service strategy. The types of service provided, their schedules and routes, and the quality of service can effectively determine the success or failure of a transit organization. Based upon the service plan, capital requirements, and funding requirements, the appropriate institutional and management strategies can then be determined.

Status Quo Service

A good starting point for the evaluation of Lincoln Transit service alternatives is the consideration of the impacts of the “status quo” – those conditions expected if current services remain unchanged over the upcoming planning period. As presented in Table 7 below, operating the current service plan in Fiscal Year 2004-05 would provide approximately 25,230 annual one-way passenger-trips on the fixed-route service and 9,050 on the Dial-A-Ride service, based on existing ridership and population trends. The annual operating cost would be approximately \$361,470 (not including fixed costs or capital costs), based on Fiscal Year 2001-02 operating costs, factored up 3.0 percent annually to account for inflation. A peak of three buses are used on Lincoln Transit’s existing services: two buses on the fixed-route service and one on the Dial-A-Ride service.

The largest single factor that can be expected to impact the Lincoln Transit system over the Plan period is anticipated growth in population in areas not currently served. This is particularly important in Lincoln, as a host of large residential developments have already been approved or are currently being considered for approval. The current “effective service area” for the fixed-route program is presented in Figure 21 below. The effective service area is defined as a 1/4 mile boundary around each fixed-route, as studies have demonstrated that riders in smaller urban and rural areas are typically willing to walk up to 1/4 mile to access fixed-route services.

As presented in Table 7 of the *Supporting Documentation* report, Lincoln’s population is expected to more than double (grow at a rate of 15.1 percent annually) between 2000 and 2005. Population growth between 2006 and 2010 is expected to slow slightly, although it is still anticipated to grow 8.0 percent annually. Given the recent high growth in population groups that have a high propensity to use public transit (elderly, mobility-limited, low-income persons and zero-vehicle households) and the projected high overall population growth in Lincoln, demand for transit services will likely increase during the Plan period. It should be noted that the majority of this population growth will occur in areas of Lincoln that are not currently served.

In addition to projected population growth in the area, Lincoln Transit has recently experienced difficulty in attaining the state-mandated minimum 10 percent farebox recovery ratio. As such, this document presents an evaluation of methods to increase the financial efficiency of the Lincoln’s transit program. For these reasons, the Status Quo alternative is deemed infeasible. To address the farebox return ratio issue as well as growth in demand, a host of service, institutional and financial alternatives are presented in this and subsequent chapters.

Interestingly, the Dial-A-Ride service under the Status Quo alternative is expected to achieve a farebox recovery ratio that is higher than the anticipated fixed-route farebox recovery ratio. In

TABLE 7: Lincoln Transit Service Alternatives

Fiscal Year 2004-05

Alternative	Operating Characteristics														
	Additional Vehicles Required (1)	Runs Per Day	Time (Hours)	Length (Miles)	Per Run		Total Daily		Operating Days (2)	Veh. Hours	Total Annual Veh. Serv. Miles (3)	Ridership Impact (One-Way Trips) (4)		Annual Farebox Revenue	Annual Subsidy Required
					Hours	Miles	Hours	Miles				Daily	Annual		
Status Quo															
Fixed Route	2	--	--	--	17.00	257.2	255	4,335	65,586	\$236,390	99	25,230	\$15,330	\$221,060	
Dial-A-Ride	1	--	--	--	9.75	107.2	255	2,486	27,346	\$125,080	35	9,050	\$18,100	\$106,980	
Subtotal	3	--	--	--	26.75	364.4	255	6,821	92,932	\$361,470	134	34,280	\$33,430	\$328,040	
Streamline Existing Fixed-Route Service															
Eliminate Fixed-Route Service in Areas with Low Demand															
Route 202 - Replace Sun City Fixed-Route Service with Dial-A-Ride Service	0	(6)	--	--	0.00	(59.2)	255	0	(15,096)	(\$11,580)	13	3,250	\$2,390	(\$13,970)	
Route 203 - Replace Airport Service with On-Call Deviation Service	0	(7)	--	1.8	0.00	(12.6)	255	0	(3,026)	(\$2,320)	0	0	\$0	(\$2,320)	
Route 203 - Replace Airport Service with DAR Service	0	(7)	--	1.8	0.00	(12.6)	255	78	(2,693)	\$640	(0)	(20)	\$80	\$560	
Expand Service to Developing Areas															
Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario															
Fixed-Route Service	1	--	--	--	11.00	143.0	255	2,805	36,465	\$143,150	76	19,400	\$11,790	\$131,360	
Route Deviation Service	1	--	--	--	11.00	128.7	255	2,805	32,819	\$140,350	58	14,700	\$9,820	\$130,530	
Dial-A-Ride Service	2	--	--	--	19.00	208.0	255	4,845	53,295	\$244,670	41	10,440	\$17,620	\$227,050	
Subtotal	4	--	--	--	41.00	480.7	255	10,455	122,579	\$528,170	175	44,540	\$39,230	\$488,940	
Replace Existing Service	(3)	--	--	--	(26.75)	(364.4)	255	(6,821)	(92,932)	(\$361,470)	(134)	(34,280)	(\$33,430)	(\$328,040)	
Total Impact	1	--	--	--	14.25	116.3	255	3,634	29,647	\$166,700	40	10,260	\$5,800	\$160,900	
Provide General Public Dial-A-Ride to New Areas	1	--	--	--	8.00	88.0	255	2,040	22,440	\$105,830	22	5,720	\$9,650	\$96,180	
General Public Service Scenario															
New General Public Service	3	--	--	--	30.00	408.7	255	7,650	104,227	\$398,920	147	37,490	\$34,060	\$364,860	
Replace Existing Service	(3)	--	--	--	(26.75)	(364.4)	255	(6,821)	(92,932)	(\$361,470)	(134)	(34,280)	(\$33,430)	(\$328,040)	
Total Impact	0	--	--	--	3.25	44.3	255	829	11,295	\$37,450	13	3,210	\$630	\$36,820	
Provide Roseville Medical Subscription Service	1	2	--	--	6.00	60.0	104	624	6,240	\$26,450	8	830	\$2,910	\$23,540	

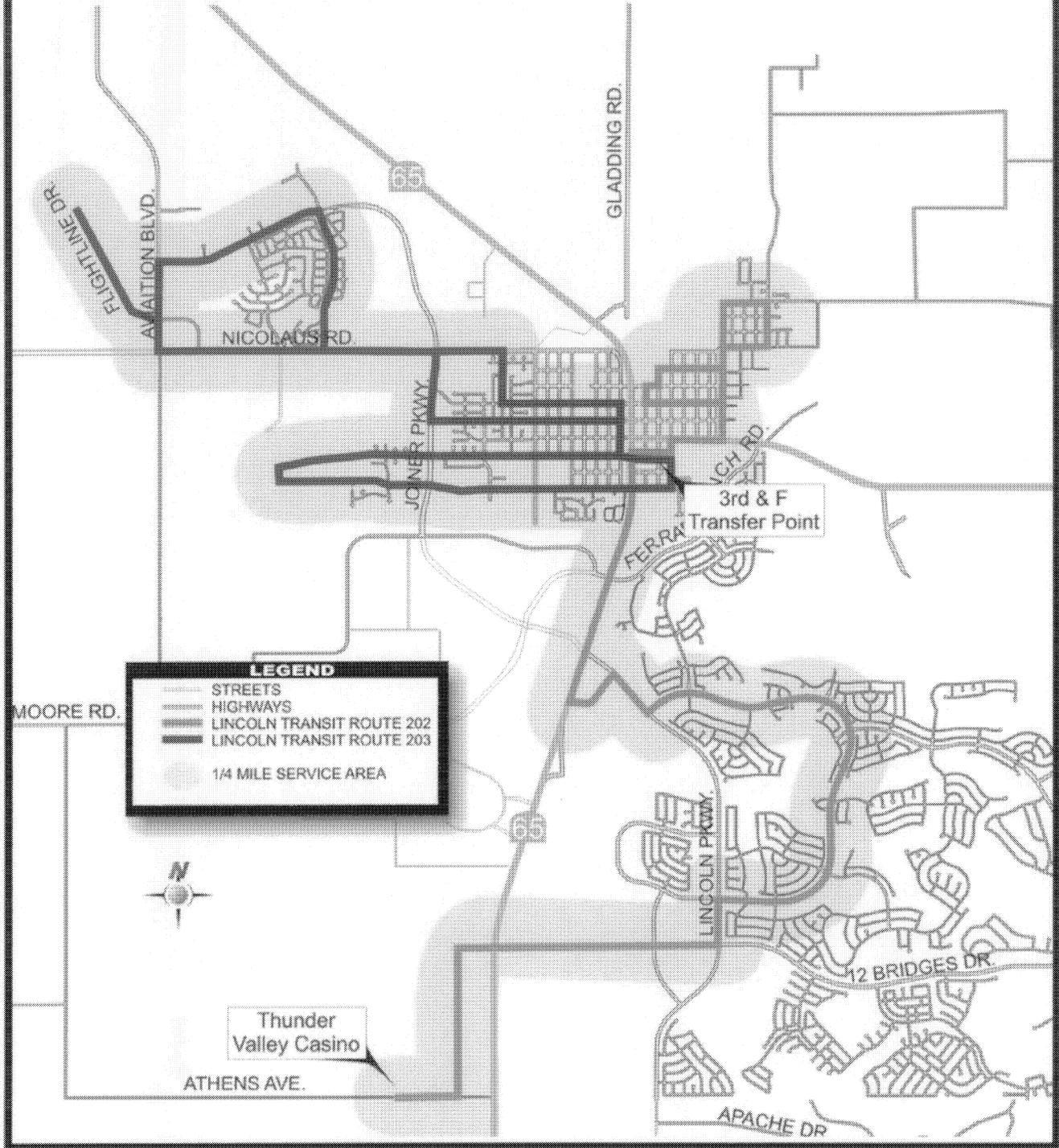
Note 1: Excluding spares, which can only be calculated for the system as a whole.

Note 2: Assumes eight annual holidays.

Note 3: Based on Lincoln Transit FY 2001-02 operating cost data, factored up by the rate of inflation (3 percent annually).

Note 4: Based on Lincoln Transit FY 2001-02 ridership data, factored up by the annual population growth rate (15.1 percent through 2005 and 8.0 percent from 2006 through 2010).

LINCOLN TRANSIT 1/4 MILE EFFECTIVE SERVICE AREA



most transit systems, the opposite is true. This suggests that the City of Lincoln has not yet achieved the population density and concentration of activity centers that make an extensive fixed-route service financially viable. Nonetheless, as the city continues to develop, the financial efficiency of the fixed-route service will likely improve as ridership.

Streamline Existing Fixed-Route Service

The current fixed-route service plan calls for the operation of three routes using two peak buses on weekdays from 7:00 A.M. to 5:30 P.M. Specifically, a single run of Route 102 is operated between 7:00 A.M. and 8:00 A.M., Route 202 is operated on hourly headways from 9:45 A.M. to 5:30 P.M., and Route 203 is operated on hourly headways from 8:45 A.M. to 5:30 P.M. The Routes 202 and 203 schedule include a 15-minute layover at the 3rd & F Transfer Point from 30 to 45 minutes past each hour.

According to a review of ridership data in the third and fourth week of October 2003, the following average daily one-way passenger-trips were provided by route:

<u>Route</u>	<u># Student Trips</u>	<u># Total Trips</u>
102	30	30
202	15	35 to 40
203	25	30 to 35

This equates to productivity figures of approximately 30.0 one-way passenger-trips per vehicle service hour on Route 102, 4.8 one-way passenger-trips per vehicle service hour on Route 202, and 3.8 one-way passenger-trips per vehicle service hour on Route 203. It should be noted that all three routes provide general public service, although the design of the fixed-route system focuses on the transportation needs of school-age children. In particular, the route schedules were based on the bell times of area schools. A review of the boarding and alighting data for Route 102 (as presented in Table C-3A of the *Supporting Documentation* report) indicates that all 45 alightings occurred at bus stops located adjacent to a school. Routes 202 and 203 primarily provide intracommunity service during the mid-day, although “School Tripper” service is provided during afternoon school bell times.

As mentioned above, Lincoln Transit has recently experienced difficulty in attaining the minimum 10 percent farebox recovery ratio. Two options are presented below that could improve the financial efficiency of the system.

Eliminate Fixed-Route Service in Areas with Low Demand

In order to focus existing resources in those areas with the highest potential demand, the Consultant Team developed a number of options that would improve services in those portions of the City with high potential demand in lieu of service in areas with low potential demand. The two sub-options detailed below provide potential route changes based on discussions with Lincoln Transit staff, boarding and alighting data presented in Tables C-3A through C3-C of the *Supporting Documentation* report, and transit patronage patterns typically seen in similar communities.

Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service

Although more than half of Route 202 service (as measured by route miles and hours) is provided to the Sun City Lincoln Hills development and the Thunder Valley Casino, ridership in these areas is very low. Of the 26 boardings recorded on Route 202 during the October 2002 boarding/alighting survey, only 1 boarding was recorded in the Sun City Lincoln Hills area. In addition, if PCT implements service to the Thunder Valley Casino as part of route modifications to its Lincoln / Rocklin / Sierra College commuter route (as described in Chapter 6 above), Lincoln Transit fixed-route service to this area would essentially become redundant. A reasonable option would be to eliminate Lincoln Transit fixed-route service to these areas in order to increase the farebox ratio, improve service in other areas of Lincoln and to serve the new Sterling Pointe Shopping Center.

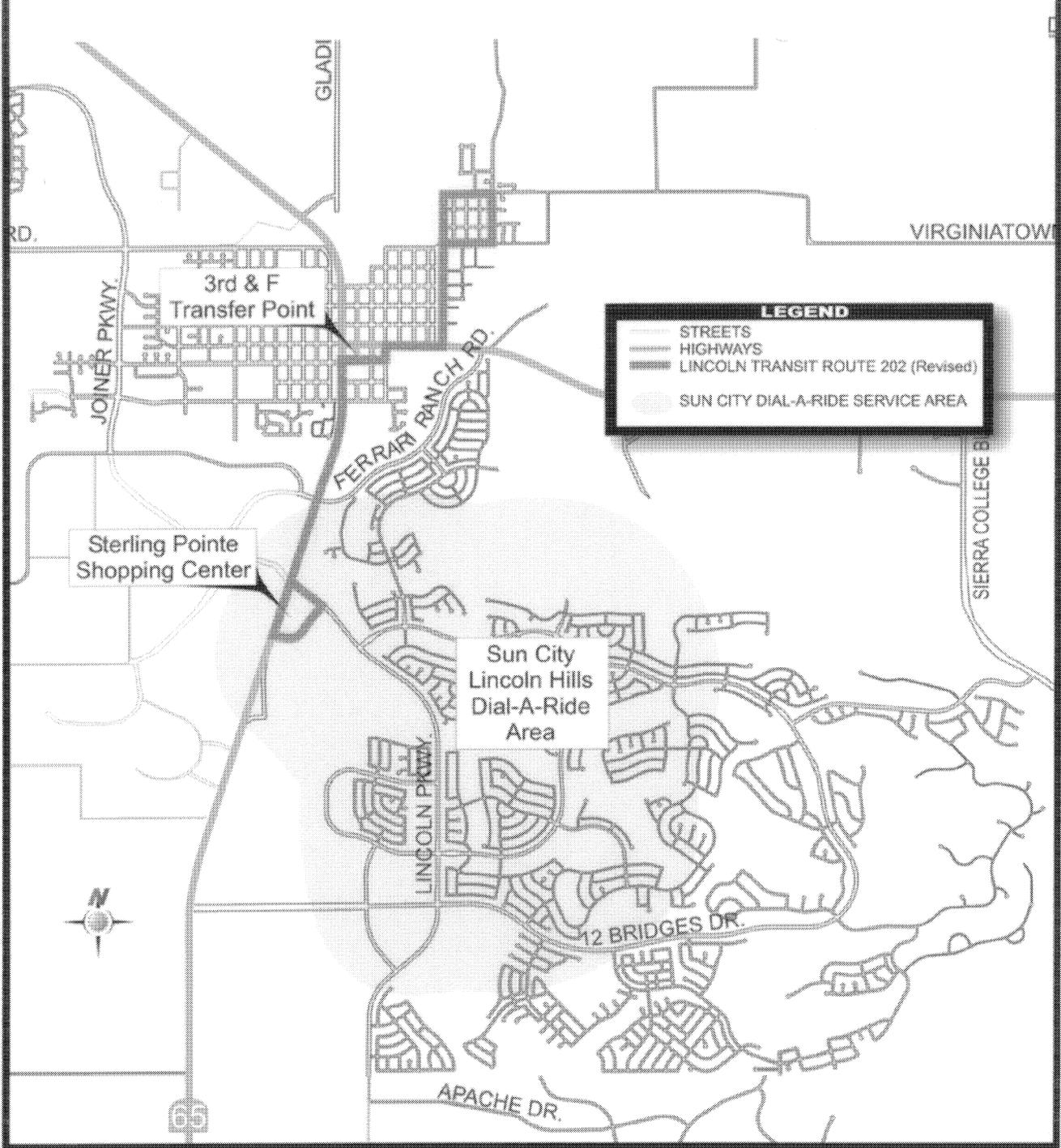
Under this service alternative sub-option, the resources currently used to provide fixed-route service to the Sun City Lincoln Hills area and the Thunder Valley Casino would instead be used to provide 30-minute frequency service between the established northeast portion of Lincoln and the new Sterling Pointe Shopping Center. Besides the 66,000 square foot Raley's supermarket, the Sterling Point Shopping Center will also house financial institutions, two sit-down restaurants, two stand-alone fast-food restaurants and other small eateries selling coffee, sandwiches, ice cream and pizza. Figure 22 below depicts the revised route. The bus would require 15 minutes to operate the northeast Lincoln segment and 15 minutes to operate the Sterling Pointe segment, and would be scheduled to still provide timed transfers every other run with both Lincoln Transit Route 203 and the PCT Lincoln / Rocklin / Sierra College commuter route at the 3rd and F Transfer Point. General public Dial-A-Ride service would be provided to the Sun City Lincoln Hills area, and free transfers would be provided from Lincoln Transit buses to potential PCT service to the Thunder Valley Casino.¹⁰ The one-way general public fare for Dial-A-Ride service in the Sun City Lincoln Hills area would be \$2.00.

As presented in Table 7 above, this service alternative sub-option would result in a net reduction of approximately 15,096 annual vehicle service miles, although no impact to annual vehicle service hours or the number of peak vehicle would result. Applying this reduction in annual vehicle service miles to the cost per mile presented in Table 30 of the *Supporting Documentation* report (factored up 3.0 percent annually to account for inflation) results in a reduction in annual operating costs of approximately \$11,580.

The impact to Route 202 ridership can be estimated by applying an elasticity analysis to the existing ridership, which considers the typical change in ridership associated with a change in service level. In this case, increasing service frequency from every 60 minutes to every 30 minutes in the established northeast portion of Lincoln is expected to increase ridership in this area by 22.3 percent, based upon the observed ridership impact of service frequency improvements in similar smaller urban / rural areas. This equates to an increase of 2,440 annual one-way passenger-trips (10 per day). In addition, service to the new Sterling Pointe Shopping Center is anticipated to add four one-way passenger-trips per day (1,020 annually), based on existing ridership at the Rainbow Market bus stop. Finally, the reduction in ridership due to a change from fixed-route service to general public Dial-A-Ride service would reduce annual

¹⁰ If PCT ultimately decides not to revise its Lincoln / Rocklin / Sierra College route to serve the Thunder Valley Casino, Lincoln Transit could provide general public Dial-A-Ride service to the Casino.

LINCOLN TRANSIT REVISED ROUTE 202 & SUN CITY DIAL-A-RIDE SERVICE AREA



ridership in the Sun City Lincoln Hills area by approximately 210 annual one-way passenger-trips.¹¹ The net impact to Route 202 ridership under this service alternative option is anticipated to be 3,250 annual one-way passenger-trips, or 13 additional daily one-way passenger-trips. Applying the average fares under the fixed-route and Dial-A-Ride programs to these ridership impacts would result in an additional \$2,390 of annual farebox revenues. The resulting operating subsidy requirement (annual operating costs minus annual farebox revenues) would be \$13,970 less than under the current service plan.

The advantage of this service alternative option are that existing resources would be focused on areas with high transit demand, service frequency would be improved in the northeast portion of Lincoln, the farebox return ratio would be improved, and annual subsidy requirements would be reduced. The disadvantage is that fixed-route service would be eliminated in the Sun City Lincoln Hills area and to the Thunder Valley Casino, although general public Dial-A-Ride service would be provided in the Sun City Lincoln Hills area and PCT service could continue to provide direct service to the Casino from Lincoln.

An option under this service alternative would be to provide general public Dial-A-Ride service in the Sun City Lincoln Hills area for the same base adult fixed-route fare. This would reduce the financial impact to riders who formerly used Route 202 service. However, since many residents in this area currently use Dial-A-Ride service at the \$2.00 fare level, this option would reduce annual farebox revenues, which would adversely affect Lincoln Transit's already-low farebox recovery ratio. As such, this option was not considered further.

Route 203 – Replace Airport Service with Demand Response Service

Although Lincoln Transit Route 203 provides seven round-trips daily to the high-technology Lincoln Business Park, ridership is very low. According to the boarding/alighting data presented in Table C-3C of the Supporting Documentation report, no boardings or alightings were recorded in the Business Park during the survey period. Lincoln Transit staff state that only one or two one-way passenger-trips are provided to this area per week. The low transit potential of this area is also reflected by the fact that, after the 2001 departure of Hewlett-Packard from the Business Park, ridership on Yuba-Sutter Transit Authority's (YSTA) regional Lincoln commuter service has declined substantially¹². For these reasons, a reasonable service alternative option would be to eliminate scheduled Lincoln Transit fixed-route service to this area, and to offer demand response service instead.

¹¹ This analysis assumes that one-half of annual fixed-route riders in the Sun City Lincoln Hills area (420 annual one-way passenger-trips) would not choose to ride the higher-priced Dial-A-Ride service.

¹² The YSTA Lincoln commuter route currently provides two round-trips each weekday between Marysville / Yuba City and the Lincoln Business Park. YSTA's service is currently averaging less than 10 one-way passenger-trips per day over the last five months, which is down from an average of 20 daily passenger-trips during the first quarter of 2003 and down from a high of 38 daily passenger-trips in January and April 2001. Once among the most productive of the services operated by YSTA, the farebox recovery rate for this service has dropped to a monthly average of less than 10 percent over the last four months from a high of 34 percent over the first six months of 2001. Because of the prolonged negative performance trend, the YSTA Lincoln commuter route is being proposed for elimination, but the YSTA Board will also consider alternate modifications that could include fare increases or schedule changes designed to increase both ridership and fare revenue. As proposed, any changes to the service would become effective on February 1, 2004.

Two sub-options exist under this service alternative option: 1) replace scheduled fixed-route service with on-call route deviation service, and 2) replace scheduled fixed-route service with Lincoln Transit Dial-A-Ride service:

- Under the first sub-option, the Route 203 bus would deviate to/from the Business Park upon request. Persons wishing to be picked-up in the Business Park would reserve a pick-up with the dispatcher at least one hour in advance, and riders wishing to travel to the Business Park would merely request that the bus driver deviate to the area. No impact to annual ridership is anticipated under this sub-option, as most Lincoln Transit riders appear to be transit-dependent and would be willing to alter their travel patterns to accommodate this potential revision to the current service plan. No premium fare would be levied for service to/from the Business Park.

As presented in Table 7 above, each round-trip between the intersection of Aviation Boulevard and Flightline Drive to the Airport Business Park requires approximately 1.8 vehicle service miles. This equates to approximately 3,213 annual vehicle service miles. Adding back in the vehicle service miles required to provide on-call deviations (assumed to be two round-trips per week), the net impact to annual vehicle service miles is estimated to be 3,026. This reduction in annual vehicle service miles would reduce annual operating costs by \$2,320. Since there would be no effect on annual ridership, no impact to annual farebox revenues would be incurred. As such, the annual operating subsidy would be reduced by \$2,320.

The advantage of this service alternative sub-option is that resources would be saved by only providing service for those relatively rare requests for service to an area with low transit demand. The disadvantage is that riders would be required to pre-arrange for service to and from the area.

- Under the second sub-option, general public Dial-A-Ride service would be provided to and from the Business Park. The one-way fare would be \$2.00, which is the same as the existing Dial-A-Ride fare for elderly and disabled riders. This analysis assumes that two round-trips would be provided on the Dial-A-Ride service per week, and that each trip would average 0.75 vehicle service hours and 5.0 vehicle service miles. As presented in Table 7 above, this option would require an increase of \$640 annually in operating funds. The impact to Route 203 ridership to/from the Airport Business Park can be estimated by applying a fare elasticity analysis to the existing ridership, which considers the typical change in ridership associated with a change fare level. In this case, increasing the base fare from \$0.75 to \$2.00 is expected to reduce ridership in this area by 23.1 percent, based upon the observed ridership impact of service frequency improvements in similar smaller urban areas. This equates to a reduction of 20 annual one-way passenger-trips. However, the increased fare would increase annual farebox revenues by \$80. This increased fare level would result in an increase in annual operating subsidy (operating costs minus farebox revenues) of \$560.

The advantage of this sub-option are that riders to and from the Lincoln Business Park would be provided a higher quality of service (door to door service). The disadvantages are the slight increase in annual operating subsidy and the higher fare associated with the higher quality of service.

System Reconfiguration Using One Fixed-Route Bus & Two Dial-A-Ride Buses

The existing Lincoln Transit fixed-route service plan provides relatively indirect service, with many mid-route one-way loops and circuitous routing around activity centers. In addition, an industry rule of thumb is that riders are willing to walk up to 1/4 mile in order to access fixed-route service. However, Route 202 provides redundant service along the 4th Street, 6th Street and 8th Street corridors in the northeast portion of Lincoln, and Route 203 provide redundant service along the 1st Street, 3rd Street and 5th Street corridors in the northwest portion of the city. Finally, both Routes 202 and 203 have 15 minutes of layover built-in to the schedule each hour, reflecting a relatively poor use of resources. In order to provide the greatest access and the most direct and service and the most efficient service, a potential option would be to reconfigure the existing fixed-route service plan so that direct hourly service is provided to areas with relatively high transit demand, and to increase the Dial-A-Ride service level in order to serve the general public in areas with relatively low transit demand.

Under this service alternative option, two all-day fixed-routes would be provided using one bus. As depicted in Figure 23 below, the two routes would be streamlined to operate on major thoroughfares and adjacent to most major activity centers. Each route would terminate at the Sterling Pointe Shopping Center, and each route would require 30 minutes to complete (including layover time). This scenario would continue to allow timed-transfers to the PCT Lincoln / Rocklin / Sierra College route at the top of each hour.¹³ In addition, the Dial-A-Ride program would provide service to all Lincoln residents whose origin and/or destination is greater than 1/4 mile from a Lincoln Transit fixed-route bus stop. The fare charged on the Dial-A-Ride service for persons who live outside the 1/4 mile service area would be slightly higher than the fixed-route base fare (\$1.00 versus \$0.75 under the current fare structure) to account for the relatively higher per passenger-trip cost of providing Dial-A-Ride service in comparison to fixed-route service and the higher quality of service provided. It should be noted that this service alternative option would require that the City install formal bus stop signs at each bus stop in order to determine which addresses are within the 1/4 mile service area boundary. No net change in annual vehicle service hours or miles is anticipated under this service alternative option, since the reduction in fixed-route miles/hours would be replaced by the increase in Dial-A-Ride service levels. As such, no impact to the annual operating cost of the system is anticipated.

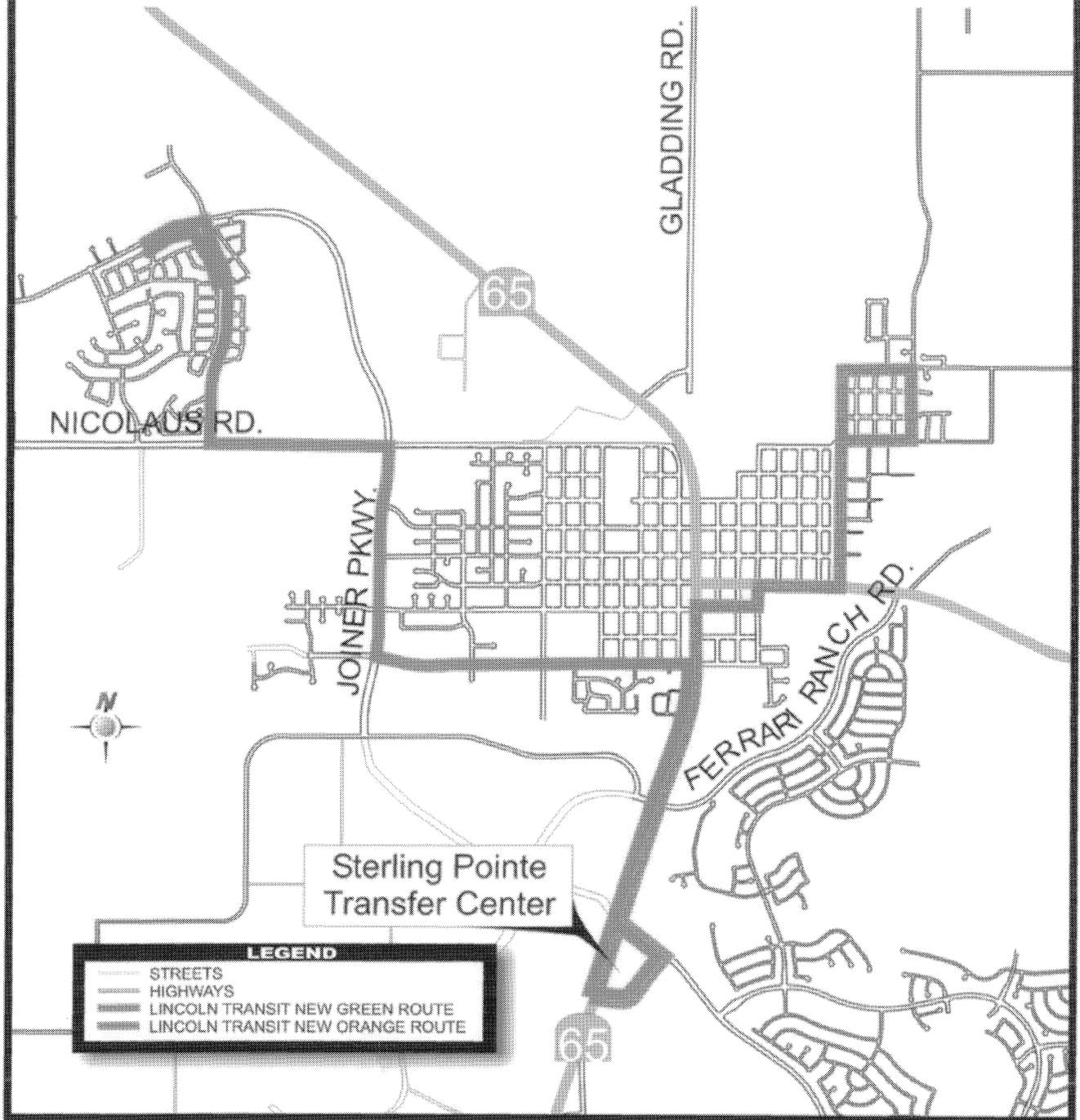
The optimal manner to determine the impact to ridership is typically estimated by reviewing the travel patterns of riders, usually determined as part of a passenger survey. However, since only ten surveys were completed as part of Moore & Associates's October 2002 survey effort, this data cannot be deemed statistically valid. Another method to determine the potential impact is to review the experience of other transit agencies. As noted in *Traveler Response to Transportation System Changes*,¹⁴ replacement of fixed-route service with demand response service is typically adopted as a measure to contain costs rather than to improve service. In these instances, the overall cost of providing transit service in an area has risen over time to the point that some action was necessary, but termination of the service was not an acceptable action. The

¹³ Under this service alternative option, the PCT Lincoln / Rocklin / Sierra College route could provide timed-transfer service at the Sterling Pointe Shopping Center in lieu of traveling all the way into downtown Lincoln, thereby reducing running miles and increasing layover time.

¹⁴ Transit Cooperative Research Program, Project B-12, March 2000.

F I G U R E 2 3

SYSTEM RECONFIGURATION USING ONE FIXED-ROUTE & TWO DIAL-A-RIDE BUSES



reported effectiveness of changing from fixed-route to demand response service is somewhat mixed. In most cases, ridership increased. In those instances that ridership increased substantially, very limited prior fixed-route coverage and/or service frequency may have been a factor. In those instances where ridership declined, other factors (reduced service levels, substantially higher fare levels, etc.) were deemed most attributable.

The experience in Norfolk, Virginia has particular relevance with regard to this service alternative option. In the late 1970s, several member jurisdictions of the Tidewater Transportation District Commission (TTDC) perceived that the costs of supporting transit service were increasing. As part of the system revisions that were ultimately implemented in 1981, low-productivity fixed-routes were replaced with Dial-A-Ride services, using contracted taxicab providers. The adult base fare on the prior fixed-route service was \$0.50, which was maintained in the more densely populated areas, while the fares in the less-densely populated areas were increased to as high as \$1.50. In general, in those territories where the service level and fare level remained the same, ridership dropped 25 percent in the first six months of the new service, but subsequently rebounded by the end of the first year. In light of this experience, it is estimated that this service alternative option would not adversely impact ridership in those areas where fixed-route service would be replaced with Dial-A-Ride service.

One advantage of this service alternative option is that the current fleet of active fixed-route buses would be sufficient during the Plan period, even after the 1984 and 1985 buses are surplus, since one peak in-service bus and one spare bus would be required. However, two additional Dial-A-Ride minibuses would be required to provide two peak in-service minibuses and one spare minibus. Another advantage of this option is that the reconfigured fixed-route service would provide more direct service for riders living within the 1/4 mile service area boundary in comparison to the existing route structure, since riders on the remaining fixed-route service would benefit from reduced travel times. In addition, those persons living outside the 1/4 mile service area boundary would be provided a higher quality of service on the Dial-A-Ride buses (i.e., curb-to-curb versus fixed-route) in comparison to the existing service plan. This is particularly beneficial for persons who live in developing areas and who are not currently eligible for Dial-A-Ride services (i.e., non-elderly and non-disabled persons). This advantage cannot be over stressed, since, as the considerable planned expansion of residential development occurs, providing additional fixed-route services would likely not be cost-efficient in the early years of development when density is relatively low and residents are relatively affluent and mobile. However, as density increases, families expand and the population ages, increased demands on the transit program may well dictate the need for additional fixed-route service. Ridership patterns on the new Dial-A-Ride service could be evaluated periodically to determine if sufficient patterns are emerging to the point where fixed-route service or route-deviation service is justified. The greatest disadvantages are that new operating policies and procedures would need to be developed, and the demands on the dispatching function may increase.

Expand Service to Developing Areas

The options presented below are meant to be considered as the planned outward growth of the city progresses over the Plan period. The majority of the residential growth will be low-density housing, which is typically more difficult to serve with transit since it tends to attract relatively low ridership. However, there are pockets of mid- and high-density residential areas, as well as new commercial development, that can efficiently and effectively be served by transit.

In the next five years, the following major development projects are anticipated:

Planned Unit Developments

- **Twelve Bridges** – This is a very large planned unit development, including a total of almost 6,000 acres of residential (11,231 dwelling units in 2,861 acres), commercial, open space and public/quasi-public land uses. The majority of commercial and high-density housing will be located near Twelve Bridges Drive and East Lincoln Parkway. This area is currently served by the Route 202 route segment to Thunder Valley Casino.
- **Lincoln Crossing** – This is another large planned unit development, with 2,958 single-family dwelling units planned on approximately 622 acres, and approximately 43 acres of commercial development. This development will be constructed on currently undeveloped land west of SR 65. Due to the relatively large lot sizes and low-density, this project will likely generate relatively low transit demand.

Specific Developments

- **Foskett Ranch** – A total of 323 dwelling single-family and high-density housing units on 290 acres (119 acres of which are designated open space and 58 acres are designated public/quasi-public facilities). This development will be constructed near Lakeside Drive in the northwest section of Lincoln in the area currently served by Routes 102 and 203.
- **Lincoln Terrace Apartments** – An 80-unit apartment complex on 5.1 acres located at the southwest corner of 5th Street and Joiner Parkway.
- **Eskaton Senior Housing** – This facility will provide 90 independent living units, 120 assisted living units, and 20 special care units. This facility will be located in the Twelve Bridges Planned Unit Development near the intersection of SR 65 and Ferrari Ranch Road.
- **Sterling Pointe Shopping Center** – This is a planned new shopping center with a Raley's supermarket anchor. This commercial development will be constructed on the northeast corner of SR 65 and Sterling Parkway. Lincoln Transit Route 202 currently provides service adjacent to this planned development.
- **Lincoln Commercial Center** – This is another planned new shopping center with a supermarket anchor, and will be constructed on the northwest corner of Twelve Bridges Drive and East Lincoln Parkway. Lincoln Route 202 currently provides service adjacent to this planned commercial development.

In large part, the anticipated development in Lincoln is single-family housing, primarily occupied by middle- and upper-middle-class families. This demographic group generally exhibits low transit ridership. For these reasons, it is likely to be neither efficient nor effective to provide new fixed-route transit service in these areas within this Plan period. However, the potential for transit service should be re-evaluated in the future.

Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario

The current fixed-route service plan provides relatively inconsistent service, as Route 102 operates a single morning school bell time service and Routes 202 and 203 are altered throughout the day to provide service during afternoon school bell times. A reasonable service alternative option would be to provide consistent all-day service to existing and planned new developments, using a slightly expanded fleet of buses.

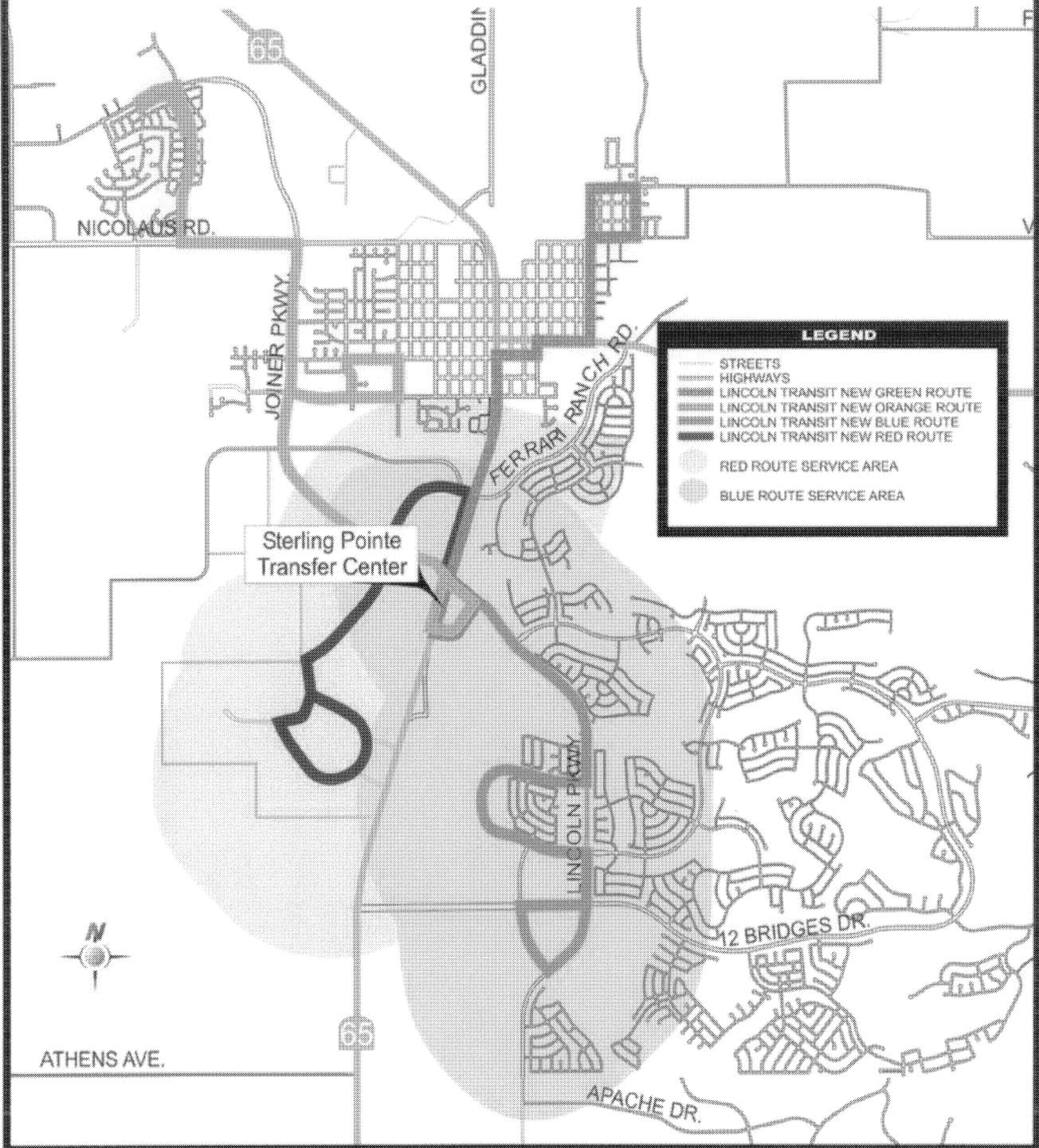
Under this service alternative option, one fixed-route bus and one deviated fixed-route minibus would provide hourly fixed-route service from 7:00 A.M. to 6:00 P.M. on weekdays, with a transfer point at or near the Sterling Pointe Shopping Center. See Figure 24 below for details. In short, the following 30-minute routes operating on hourly headways would be provided:

- **Orange Route** – This route would provide fixed-route service from the Sterling Pointe Shopping Center to the northwest portion of the city, including service to the Foskett Ranch, Brookview IV, Three D North and Lincoln Crossing residential developments, and the Lincoln Terrace Apartments.
- **Green Route** – This route would provide fixed-route service from the Sterling Pointe Shopping Center to the northeast portion of the city, including service to downtown, the planned Eskaton senior housing development and the Lincoln Gateway commercial development.
- **Blue Route** – The Blue Route would provide route deviation service from the Sterling Pointe Shopping Center to the medium- and high-density housing and commercial developments in Twelve Bridges Area A, the Lincoln Village Shopping Center and the Lincoln Commercial Center, as well as the planned schools near East Lincoln Parkway and Twelve Bridges Drive.
- **Red Route** – This route would provide route deviation service from the Sterling Pointe Shopping Center to the Lincoln Crossing residential development.

It should be noted that the Blue and Red routes would be operated in a route deviation mode, in order to contain costs and to meet the requirements of the Americans with Disabilities Act (ADA). In a route deviation mode, an 18- to 22-passenger minibus would deviate up to 3/4 mile from the established route to accommodate individual trip requests. Riders requesting a route deviation would be charged a premium fare, as follows: the total trip cost for ADA-eligible riders would be twice the base fixed-route fare, and non-ADA eligible riders would be charged three times the base adult fare. This “premium” fare structure is allowed under ADA, and is justifiable given the impacts that deviations can impose on the on-time performance of the system. As required under the ADA for fixed-route services, complementary paratransit service would be provided to ADA-eligible persons within 3/4 mile of the Orange and Green routes.

General public Dial-A-Ride service would be provided to residents outside the 3/4 mile ADA service area boundary adjacent to the Orange and Green routes (Sun City Lincoln Hills, west Lincoln, and north-central Lincoln), as well to residents whose origins/destinations are located outside the Red and Blue 3/4 mile route deviation service area boundary. A peak of two minibuses would be used for Dial-A-Ride service; one would be operated all-day, while the second bus would be operated approximately 8.0 vehicle service per day.

FOUR-BUS FIXED-ROUTE / ROUTE DEVIATION / DIAL-A-RIDE SCENARIO



As presented in Table 7, this service alternative would operate a total of 10,455 annual vehicle service hours and 122,579 vehicle service miles. This service level equates to an annual operating cost of \$528,170. Since this service would replace the existing service, a total of \$361,470 in operating costs would be deducted, which results in a net increase in operating costs of \$166,700. It should be noted that this service alternative option would require operation of one additional route deviation minibus and one additional Dial-A-Ride minibus, not including spare buses. However, the peak number of fixed-route buses would be reduced from two to one. As such, the net overall impact to the number of buses required would be an increase of one vehicle.

Ridership on this service alternative option can be estimated based upon per capita trip rates for each type of service provided and the estimated population that would be served by each type of service. The existing Lincoln Transit service provided 25,877 one-way passenger-trips in Fiscal Year 2001-02. Although distinct fixed-route versus Dial-A-Ride information was not maintained during the fiscal year, a review of driver run sheets in October 2003 indicates that the fixed-route system provides approximately 73.6 percent of systemwide ridership. Lincoln's 2002 population was estimated to be 17,090, based on the 2000 population factored up 15.1 percent annually to reflect growth. These data equate to a fixed-route per capita trip rate of approximately 1.10 and a Dial-A-Ride per capita trip rate of 0.40. However, the Consultant Team factored the fixed-route rate up 25 percent (1.40 one-way passenger-trips per resident) to account for the increase in ridership that would be expected with consistent services that would be provided throughout the service day under this service alternative option. Per capita trip rates for deviated fixed-route services are typically 10 to 15 percent lower than fixed-route rates; a per capita trip rate in Lincoln is therefore assumed to be 1.20, since the Red and Blue routes would serve areas with relatively low population density.

Applying these per capita trip rates to Lincoln's projected 2005 population by block group (based the 2000 U.S. Census and projected population of the new residential developments) indicates that this service alternative option would provide a total of 44,540 one-way passenger-trips in Fiscal Year 2004-05, or approximately 175 passenger-trips per day. Deducting the estimated Fiscal Year 2004-05 ridership on the existing services, a net increase of 10,260 annual one-way passenger-trips would be provided (or 40 additional daily passenger-trips). Applying estimated average fares to each service mode, this service alternative option would increase annual farebox revenues by a net of approximately \$5,800. The resulting annual subsidy would be \$160,900.

It should be noted that this scenario would be significantly less expensive than merely adding traditional fixed-routes to newly-developed areas. In rough terms, providing new fixed-routes similar to Routes 202 and 203, as well as the accompanying increase in complementary ADA paratransit service, would increase operating costs by approximately \$361,470. In light of Lincoln Transit's on-going struggle to attain the minimum 10 percent farebox recovery ratio and the fact that this alternative would substantially reduce the farebox recovery ratio, this option was not evaluated further.

The principal advantage of this service alternative option is that service would be expanded to developing areas at a relatively low operating cost. In addition, residents in the established neighborhoods would be provided with more consistent and direct service. Another advantage is that the fixed-route fleet of two buses would be sufficient under this service alternative option; under the current service plan two very old buses (which are not ADA accessible) are used for

spares. The principal disadvantage is the additional funding – both operating and capital – that would be required. In addition, this scenario would likely require a higher dispatch effort, unless drivers can be equipped with cellular telephones on the route deviation service in order to self-dispatch.

Provide General Public Dial-A-Ride to New Areas

Another option to serve newly-developed areas during the Plan period would be to provide general public Dial-A-Ride service to areas not currently provided with fixed-route service. In order to ensure that the additional demand for Dial-A-Ride service does not result in a pattern of trip denials for ADA-eligible riders (which is expressly prohibited by the ADA), residents who do not currently qualify for Dial-A-Ride service (either due to age or under the ADA) would pay a premium fare equal to three times the base fixed-route adult fare. This analysis assumes that one additional minibus would be required, and that it would operate an additional 8.0 vehicle service hours per day.

As presented in Table 7 above, this option would increase annual operating costs by approximately \$105,830, based on operation of one additional bus operating 2,040 vehicle service hours and 22,440 vehicle service miles. Applying the per capita Dial-A-Ride trip rate to the population of the those areas that would not be served by fixed-route service (factored down 10 percent to account for the higher fare), approximately 5,720 additional annual one-way passenger-trips would be provided (or 22 per day). Assuming a fare of \$2.25, this option would generate an additional \$9,650 in annual farebox revenues, leaving an operating subsidy requirement of \$96,180.

The primary advantage of this service alternative option is that service would be provided to newly-developed areas for minimal cost. The disadvantages are the additional capital and operating funds required.

General Public Service Scenario

As discussed above, Lincoln Transit focuses a large proportion of its resources on meeting the travel needs of school-age children. More than half of annual passenger-trips are made by youth for school- or daycare-related trips. Indeed, a review of boarding and alighting data demonstrates that 100 percent of trips during school bell times are for school purposes, and no trips were provided to the general public for employment, shopping or other purposes during these periods.

An alternative to this current service strategy would be to refocus City of Lincoln resources on the travel needs of the general public. This represents a substantial change in service philosophy. Under this alternative scenario, three services would be provided:

- **Fixed-Route Service** – Consistent fixed-route service would be provided from 7:00 A.M. to 6:00 P.M., using one bus operating the Orange and Green routes presented in Figure 24 above.
- **ADA / General Public Dial-A-Ride** – One minibus would provide both complementary ADA paratransit service for persons who meet ADA-eligibility requirements and for general public demand response rides for persons whose origins/destinations are greater than 3/4 mile from

a fixed-route bus stop. ADA eligible riders would pay a fare equal to twice the base adult fixed-route fare, and general public riders would pay a fare equal to three times the base adult fixed-route fare. In order to meet the service requirements of the ADA, scheduling priority would be given to ADA-eligible riders. This is particularly important, since the ADA mandates that no pattern of ADA-eligible trip denials can exist.

- School Subscription Service – one minibus would provide subscription school service during peak periods when school is in full session.

Under this alternative, daily vehicle service hours would increase from the existing level of 26.75 to a total of 30.00 (all three service combined). As presented in Table 7 above, this alternative would result in a net increase in annual vehicle service hours of 829 and vehicle service miles of 11,295. The resulting net increase in annual operating cost would be \$37,450.

The net effect on annual ridership can be estimated by determining the ridership for each service under this service scenario. A good place to start is to review ridership under the current service plan. As discussed above, 34,280 one-way passenger-trips are anticipated in Fiscal Year 2004-05 under the current service plan. Next, ridership on each of the three new services under this scenario can be estimated. The ridership on the fixed-route service can be estimated using the same method used for the fixed-route and Dial-A-Ride portions of the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario* service alternative option above (19,400 and 10,440 annual one-way passenger-trips, respectively). Finally, ridership on the Subscription Van can be estimated by analyzing the current student ridership on Routes 102 and 203. As presented in Table 7, annual ridership under this service scenario is anticipated to be a net increase of 3,210 one-way passenger-trips. Farebox revenues can be estimated by applying the average fare anticipated for each service. As presented in Table 7 above, annual farebox revenues would increase by approximately \$630 annually. The annual subsidy would be increased by \$36,820.

The greatest advantage of this service alternative is that more consistent and direct service would be provided to all Lincoln residents, instead of services focused on the transportation needs of school-age children. This may become more important in the coming years, as the proportion of student riders has decreased over the last five years and this trend will likely continue. Another advantage is that the number of fixed-route buses will not have to be expanded to provide a sufficient spare ratio. The greatest disadvantage is the additional operating funds required. Additional capital funds would also be required to purchase additional minibuses.

Provide Lincoln-Roseville Non-Emergency Medical Service

A number of respondents to recent public outreach efforts have indicated the need for medical transportation between Lincoln and Roseville. To some degree, Lincoln Transit already meets this need by providing scheduled demand response service on Tuesdays and Thursdays from Lincoln to the Roseville Galleria, where riders can transfer to Roseville Dial-A-Ride buses. In addition, CTSA provides service between the two communities as part of its. However, Lincoln Transit's service could potentially violate the ADA, since the Dial-A-Ride bus is not available for complementary paratransit service within Lincoln while the minibus is providing the service to and from Roseville. To ensure no violations of the ADA, a reasonable service alternative is to purchase an additional minibus to provide scheduled specialized transportation service between the two communities, primarily focusing on medical needs.

Under this service alternative, one minibus would operate two days per week, providing a total of 6.0 vehicle service hours per service day (two round-trips per service day). Reservations would be accommodated between 2 and 30 days in advance. Riders would provide the dispatcher with origin/destination information, appointment time (if applicable) and a phone number the dispatcher can use to call back and confirm the trip. The dispatcher would compile the requests on a log sheet, arrange the rides in the most efficient manner possible, and call riders at the end of the business day to confirm the pick-up and drop-off times. Given the longer trip distances anticipated under this service alternative, in comparison to existing the Lincoln Transit Dial-A-Ride fare of \$2.00, a reasonable fare would be \$3.50 per one-way passenger-trip. Although this service would be focused on non-emergency medical trips, other trip purposes would be accommodated on a space-available basis.

As presented in Table 7 above, this service alternative would incur an annual operating cost of \$36,060, based on two days of service per week, 6.0 vehicle service hours per service day and average vehicle service miles per round-trip of 30 miles (including travel within both Lincoln and Roseville). This cost reflects a worst-case scenario, as the service would not be operated unless sufficient rides are booked, assumed to be four round-trips per run. Ridership can be estimated based on a passenger-load of four round-trips per run. In total, this service alternative would provide approximately 832 annual one-way passenger-trips, which would generate approximately \$2,910 in annual farebox revenues. The resulting annual subsidy would be \$23,540.

The advantage of this alternative is that access to transit service would be increased for area residents. In addition, this service could be operated relatively efficiently if schedulers could group rides effectively. The primary disadvantage of this alternative is the additional operating and capital funds required, for a relatively small proportion of the population. Moreover, demand for this program has the potential to expand quickly, which would require additional operating funds and vehicles.

COMPARISON OF SERVICE ALTERNATIVES

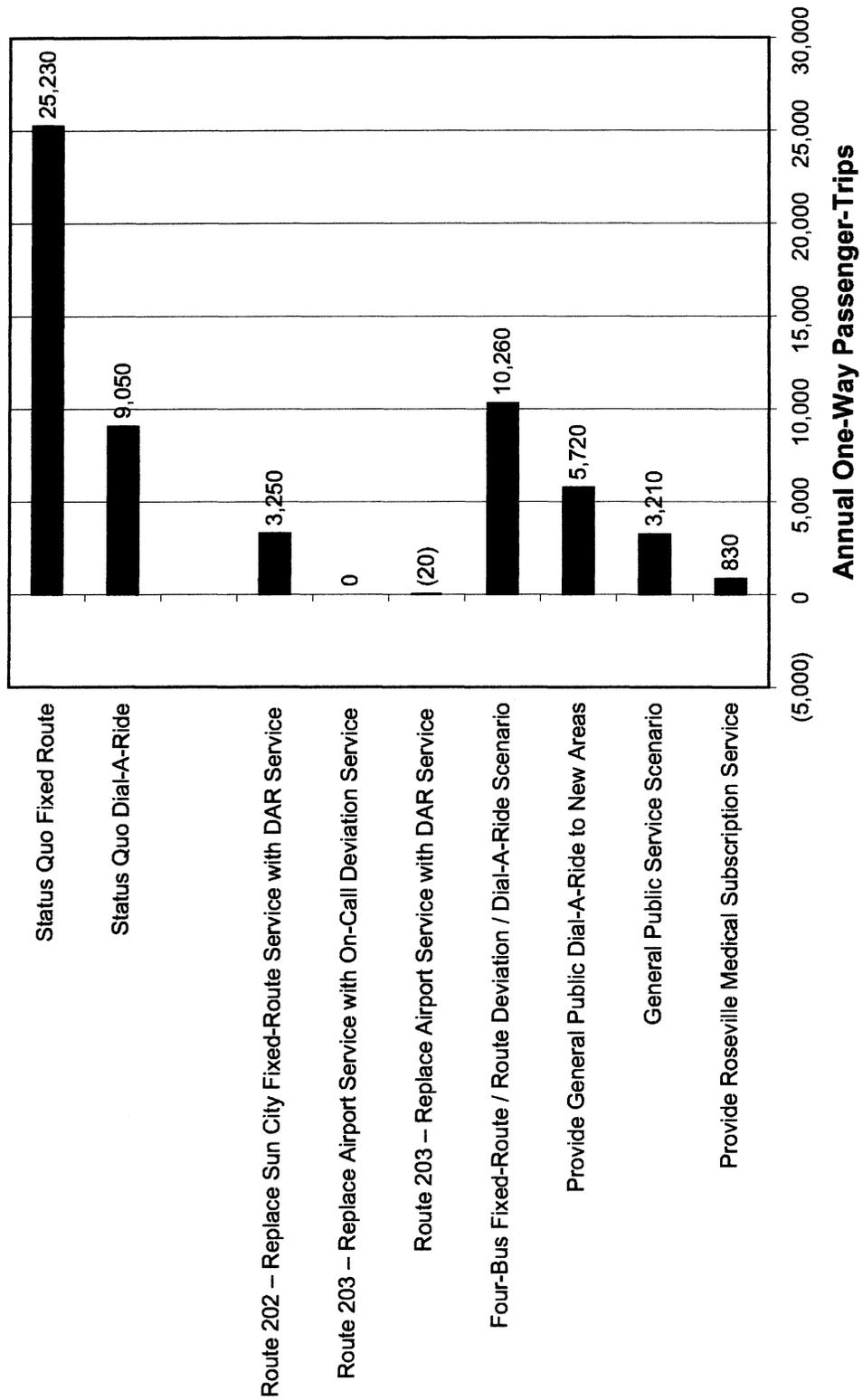
This section presents a comparison of the various alternatives discussed above, as measured by a series of performance indicators. Not all of the indicators are applicable to each alternative; for instance, it is impossible to consider the marginal one-way passenger-trips per vehicle service hour for an alternative that does not change the number of hours of service. Note that the Fiscal Year 2004-05 cost figures are based upon Fiscal Year 2001-02 actual costs, increased 3.0 percent annually to account for inflation. Similarly, Fiscal Year 2004-05 ridership figures under the *Status Quo* alternative are based on Fiscal Year 2001-02 data, factored up 15.1 percent annually to account for anticipated population growth in Lincoln.

Table 8 below presents a series of “performance indicators” for the service alternatives discussed above. Not all of the indicators are applicable to each alternative. The ridership impact of the various alternatives, as measured in marginal passenger-trips per year, is also presented in Figure 25 below. As presented, the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario* alternative has by far the greatest potential to increase ridership, at 10,260 one-way passenger-trips per year, followed by the *Provide General Public Dial-A-Ride to New Areas* service alternative (5,720), the *Route 202 Replace Sun City Fixed-Route Service with Dial-A-Ride*

TABLE 8: Lincoln Transit Service Alternatives Performance Analysis

Alternative	Marginal Annual Ridership	Marginal Operating Subsidy	Marginal Passengers Per VSH	Marginal Passengers Per VSM	Marginal Subsidy Per Pass Trip	Marginal Farebox Ratio
Status Quo Fixed Route	25,230	\$221,060	5.8	0.38	\$8.76	6.5%
Status Quo Dial-A-Ride	9,050	\$106,980	3.6	0.33	\$11.82	14.5%
Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service	3,250	(\$13,970)	N/A	(0.22)	(\$4.30)	-20.6%
Route 203 – Replace Airport Service with On-Call Deviation Service	0	(\$2,320)	N/A	N/A	N/A	N/A
Route 203 – Replace Airport Service with DAR Service	(20)	\$560	(0.3)	0.01	(\$28.00)	12.5%
Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario	10,260	\$160,900	2.8	0.35	\$15.68	3.5%
Provide General Public Dial-A-Ride to New Areas	5,720	\$96,180	2.8	0.25	\$16.81	9.1%
General Public Service Scenario	3,210	\$36,820	3.9	0.28	\$11.47	1.7%
Provide Roseville Medical Subscription Service	830	\$23,540	1.3	0.13	\$28.36	11.0%

**FIGURE 25: Lincoln Transit Service Alternatives
Annual Ridership**



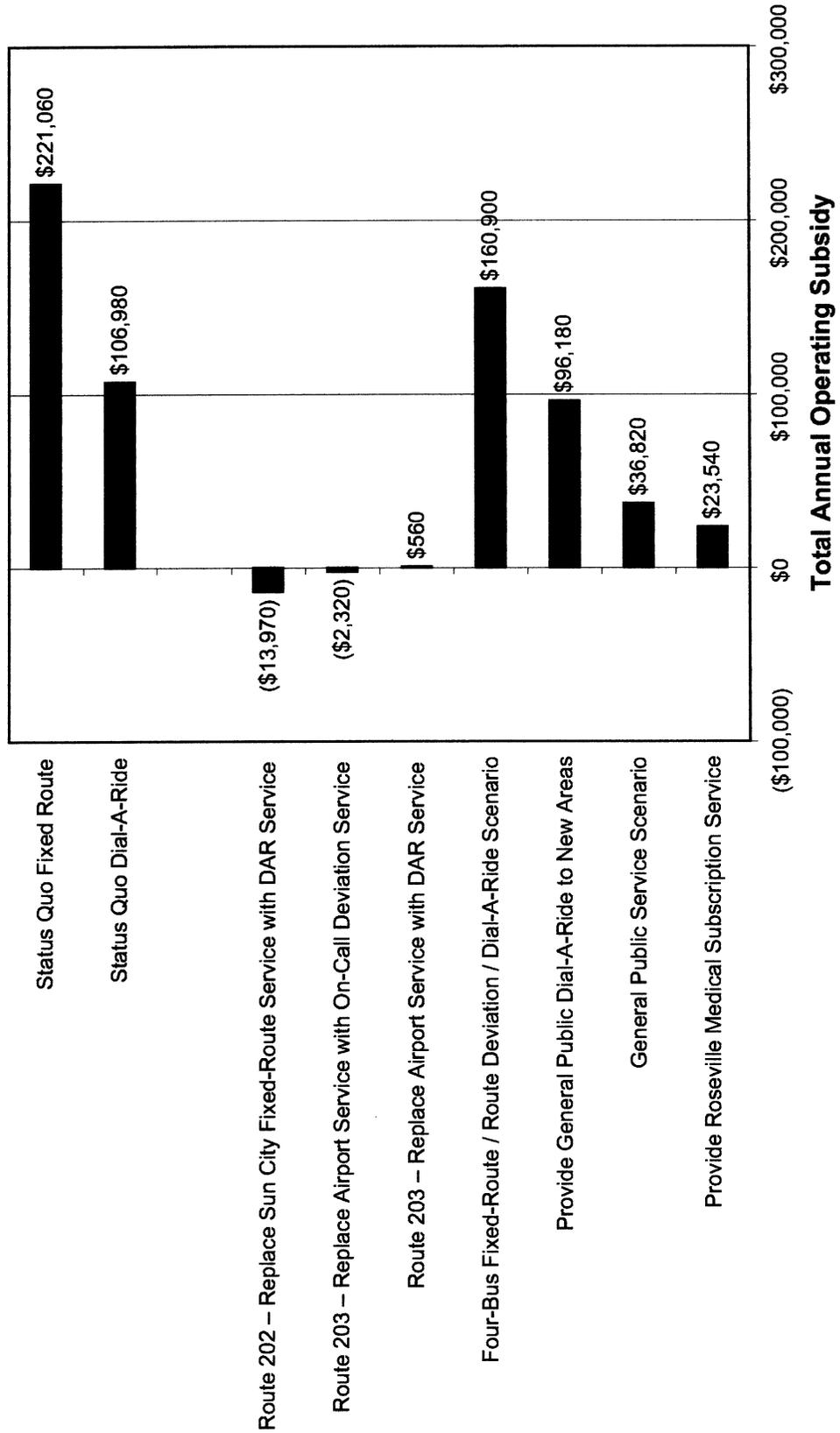
Service option, the *General Public Service Scenario* alternative (3,210) and the *Provide Roseville Medical Subscription Service* alternative (830). The *Route 203 – Replace Airport Service with DAR Service* alternative would slightly reduce systemwide ridership (20 annual one-way passenger-trips). The *Route 203 – Replace Airport Service with On-Call Deviation Service* option would have no effect on ridership. The range of ridership impact across the alternatives is quite wide, and other factors must be considered along with this measure before deciding which alternatives are the most advantageous.

Total required marginal change in operating subsidy – a very straightforward financial comparison of these alternatives – is presented for the various alternatives in Figure 26 below. As indicated, the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario* alternative would require the greatest annual subsidy (\$160,900), followed by the *Provide General Public Dial-A-Ride to New Areas* service alternative (\$96,180), the *General Public Service Scenario* alternative (\$36,820) and the *Provide Roseville Medical Subscription Service* alternative (\$23,540). In comparison, the *Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service* and the *Route 203 – Replace Airport Service with DAR Service* alternatives would reduce annual subsidy requirements.

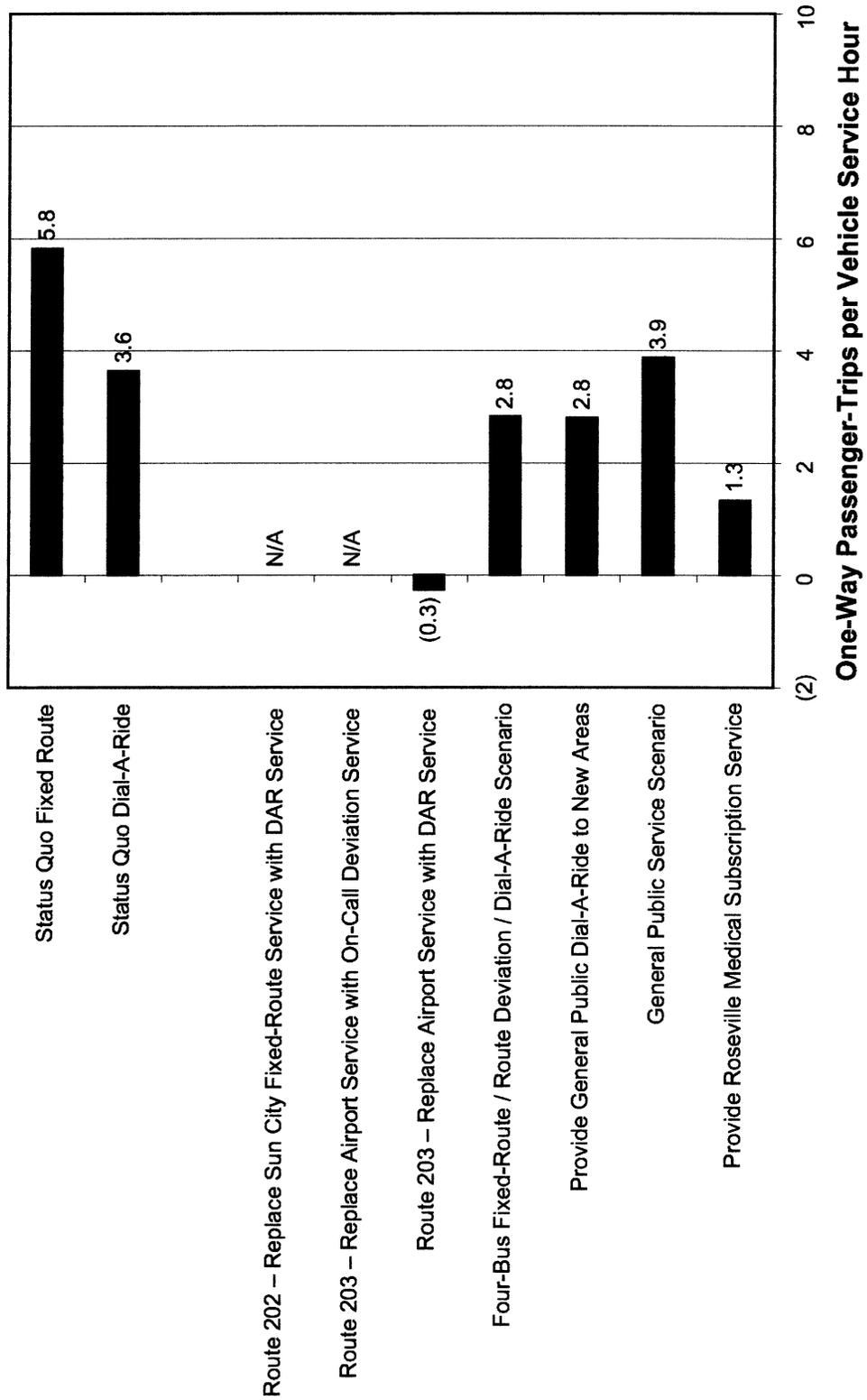
The operating effectiveness of the alternatives, as measured in terms of marginal one-way passenger-trips per vehicle service hour, is depicted in Figure 27 below. This figure is often referred to as “productivity.” It should be noted that the overall productivity of the checkpoint deviation service under the Status Quo alternative is anticipated to be 5.0 (5.8 on the fixed-route service and 3.6 on the Dial-A-Ride service). As presented in the graphic, of the service alternatives that would increase annual vehicle service hours operated, the *General Public Service Scenario* alternative would be the most effective, estimated to attract 3.9 marginal one-way passenger-trips per vehicle service hour, followed by the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario* and the *Provide General Public Dial-A-Ride to New Areas* alternatives (both at 2.8) and the *Provide Roseville Medical Subscription Service* alternative (1.3). The *Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service* and the *Route 203 – Replace Airport Service with On-Call Deviation Service* alternatives would not increase vehicle service hours operated, so a productivity figure cannot be assigned. The *Route 203 – Replace Airport Service with DAR Service* alternative would eliminate 0.3 one-way passenger-trips for each vehicle service hour added (elimination of 20 annual one-way passenger-trips using an additional 78 annual vehicle service hours) – demonstrating the relatively poor productivity of this service alternative.

Another measure of productivity is the number of one-way passenger-trips per vehicle service mile. It should be noted that the overall number of one-way passenger-trips per vehicle service mile of the under the Status Quo alternative is anticipated to be 0.37 (0.38 on the fixed-route service and 0.33 on the Dial-A-Ride service). As presented in Figure 28 below, of the service alternatives that would increase annual vehicle service miles operated, the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Service* alternative would achieve the greatest number of passenger-trips per vehicle service mile (0.35), followed by the *General Public Service Scenario* alternative (0.28), the *Provide General Public Dial-A-Ride to New Areas* alternative (0.25) and the *Provide Roseville Medical Subscription Service* alternative (0.13). The *Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service* alternative indicates a negative figure, since it would add 0.22 passenger-trips for each vehicle service mile eliminated.

**FIGURE 26: Lincoln Transit Service Alternatives
Annual Operating Subsidy**



**FIGURE 27: Lincoln Transit Service Alternatives
Ridership/VSH**



**FIGURE 28: Lincoln Transit Service Alternatives
Ridership/VSM**

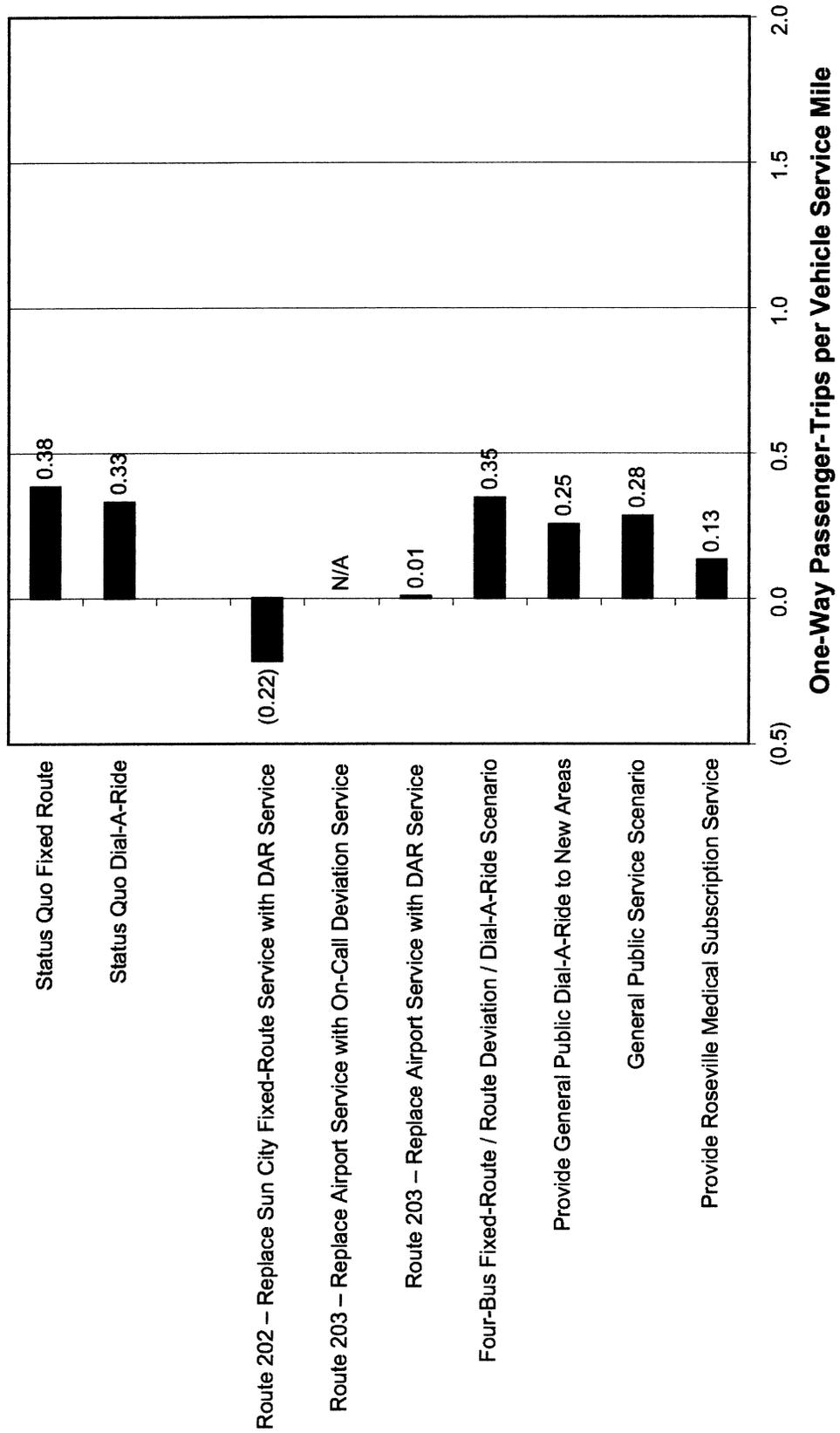
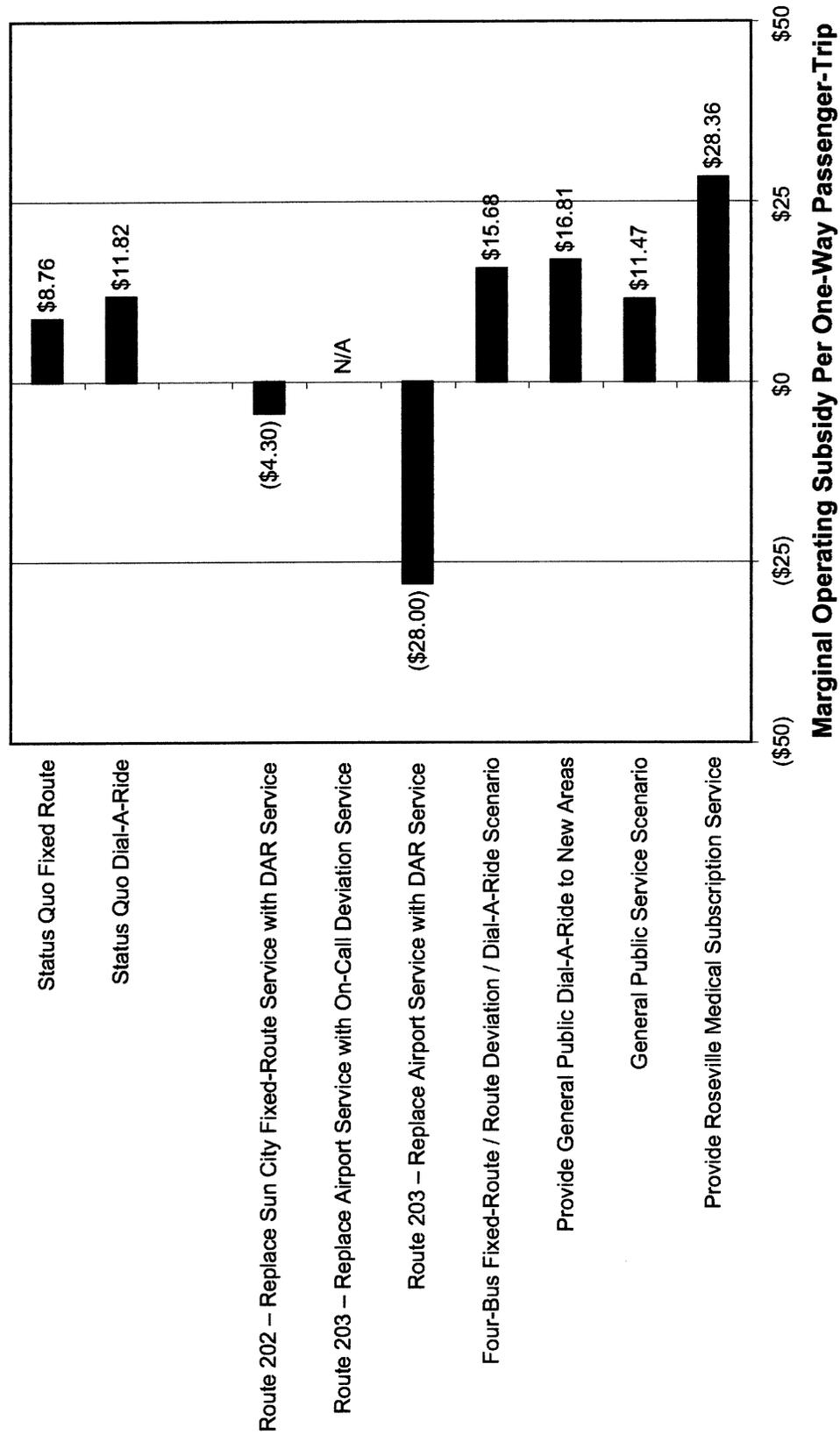


Figure 29 below presents the net subsidy per marginal one-way passenger-trip provided for the various alternatives. This “performance indicator” is probably the single best means of measuring transit alternatives, as it directly relates the goal of public transportation (to provide passenger-trips) to the basic resource required (public dollars). As a point of comparison, net overall subsidy per passenger-trip under the *Status Quo* alternative would be \$9.57 (\$8.76 for the fixed-route service and \$11.82 for the Dial-A-Ride service). A review of this information indicates the following:

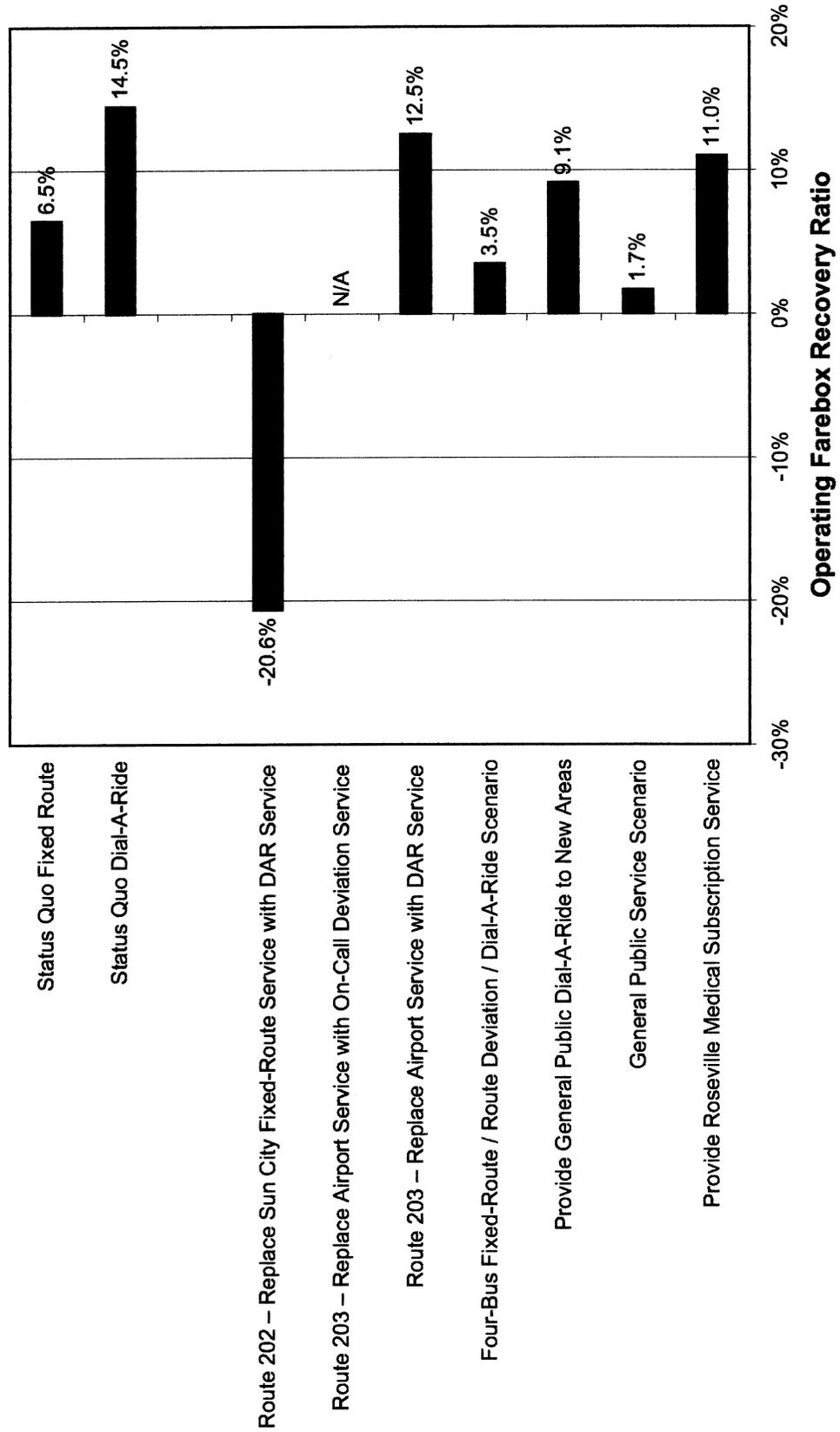
- The *Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service* option would achieve a negative figure, since it would increase net ridership while reducing annual subsidy requirements. This option is the most cost-effective of the alternatives examined.
- The *Route 203 – Replace Airport Service with On-Call Deviation Service* option would not negatively affect ridership, but it would actually reduce annual subsidy requirements. As such, this is a very cost-effective option.
- The *Route 203 – Replace Airport Service with Dial-A-Ride Service* option indicates a negative figure since it would require additional annual subsidy funding although ridership would decrease. This indicates that this option is not cost-effective, although it could meet other systemwide goals (i.e., providing a high quality of service to a targeted group).
- Of those service alternatives that increase annual subsidy requirements, the *General Public Service Scenario* alternative would be most cost-effective, since the subsidy per one-way passenger-trip would be a relatively low figure of \$11.47 per one-way passenger-trip, followed by the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario* alternative (\$15.68) and the *Provide General Public Dial-A-Ride to New Areas* alternative (\$16.81). It should be noted, however, that none of the service options that increase subsidy requirements will achieve a per passenger-trip subsidy less than the systemwide average. The *Provide Roseville Medical Subscription Service* alternative would be the least cost-effective, since it would require a per passenger-trip subsidy of \$28.36.

The operating farebox recovery ratio for each of the alternatives is presented in Figure 30 below. The overall farebox recovery ratio under the *Status Quo* alternative is 9.2 percent, which is lower than the state-mandated minimum of 10 percent. This indicates that one or more of the service alternatives presented above – as well as some of the institutional, management and financial alternatives presented in subsequent chapters – will need to be implemented to ensure the financial viability of the transit program. As the figure illustrates, the *Route 203 – Replace Airport Service with DAR Service* option would achieve the greatest farebox recovery ratio (12.5 percent), since it would increase farebox revenues by \$80 while only increasing annual operating costs by \$640. The next highest marginal farebox recovery ratio would be achieved by the *Provide Roseville Medical Subscription Service* alternative (11.0 percent), the *Provide General Public Dial-A-Ride to New Areas* option (9.1 percent). The *General Public Service Scenario* alternative would achieve a lower farebox recovery ratio in comparison to the *Status Quo* alternative (8.5 percent versus 9.2 percent), as would the *Four-Bus Fixed-Route / Route Deviation / Dial-A-Ride Scenario* (7.4 percent versus 9.2 percent). The *Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service* option is the most cost-effective alternative, since it would achieve a net increase in farebox revenues while reducing annual operating costs.

**FIGURE 29: Lincoln Transit Service Alternatives
Operating Subsidy / Passenger-Trip**



**FIGURE 30: Lincoln Transit Service Alternatives
Operating Farebox Recovery Ratio**



As is presented in Table 8 and in Figures 25 through 30, the advantages and disadvantages of each alternative differ substantially. These performance indicators should be studied carefully before deciding which, if any, of these service alternatives should be implemented in the short term or the long term. The relative effectiveness of each service needs to be weighed against their ability to achieve the goals of the transit service, and against funding limitations.

It is also possible to use the results of the service alternatives analysis to evaluate if there is a combination of potential service alternatives that could raise the transit program over the required 10 percent farebox return ratio. The highest overall farebox return ratio would result if the *Route 202 – Replace Sun City Fixed-Route Service with Dial-A-Ride Service*, *Route 203 – Replace Airport Service with Dial-A-Ride Service*, and the *Provide Roseville Medical Subscription Service* alternatives are implemented. Adding the farebox revenues and operating costs associated with these three alternatives to the “Status Quo” figures results in a systemwide farebox return ratio of 10.3 percent.

Chapter 13

Lincoln Transit Capital Alternatives

VEHICLE ALTERNATIVES

Lincoln Transit Fleet Size

As was presented in Table 28 of the *Supporting Documentation* report, the current Lincoln Transit fleet consists of four vehicles, one of which (the 1985 Bluebird) is eligible for immediate replacement. However, funding for fleet replacement has not yet been identified. Another vehicle in the current fleet, a 1997 Ford Aerotech, is scheduled to be replaced in 2005.

The service plan resulting from this study process may change the appropriate type and number of vehicles required. Based upon review of the service alternatives presented in Chapter 12, a service plan will be developed. The final service plan will then be used to identify an appropriate vehicle acquisition schedule.

Alternative Fuels

Lincoln Transit's currently has a fleet of three modern medium-duty diesel-powered buses and one older-technology diesel-powered bus. To reduce pollution from mobile sources, the United States Environmental Protection Agency (EPA) has adopted a variety of regulations as required by the Clean Air Act Amendments (CAAA) of 1990. In addition, the California Air Resources Board (CARB) recently adopted a transit bus fleet rule that requires transit agencies to significantly reduce the tailpipe emissions of their fleet by 2015. Agencies are allowed to opt for either a "diesel path" or "alternative fuel path" to provide flexibility in determining their optimal fleet mix. In general, the requirements include:

- An in-use fleet average requirement for oxides of nitrogen (NO_x) that will encourage the retirement of the oldest, dirtiest diesel buses. This requires a minimum active fleet average of 4.8 grams per brake horsepower-hour (g/bhp-hr) of NO_x. This requirement is the same for either path (diesel or alternative fuel).
- A particulate matter (PM) retrofit requirement, with an emphasis on the dirtiest buses, to reduce diesel PM emissions. This requires that an after-treatment device that demonstrates 85 percent conversion efficiency be installed on engines that meet specified requirements. This requirement is the same for either path.
- Low-sulfur diesel fuel must be used by all transit agencies by July 1, 2006 for agencies operating less than 20 urban buses, or July 1, 2002 for larger agencies. Low-sulfur diesel will reduce PM, though it is projected to cost an additional five to ten cents more per gallon. Use of low-sulfur fuel is required for both paths, though it is more important for agencies choosing the diesel path since most existing after-treatment technologies require low-sulfur fuel to operate efficiently and reliably.

- Large transit agencies (greater than 200 urban buses) who choose the diesel path are required to procure three zero-emission buses by July 1, 2003, and use them in service for a minimum of one year.
- Beginning in 2008, large transit agencies that choose the diesel path must ensure that at least 15 percent of its annual bus purchases are zero-emission buses. This requirement is delayed until 2010 for agencies that choose the alternative fuel path.

Both paths provide approximately the same NOx emission reductions over the lifetime of the fleet rule, though the alternative fuel path will provide greater PM reductions. A number of reporting requirements were also imposed as part of this rule.

In order to develop a working concept of the different alternative fuels, their advantages and disadvantages, and their potential application for the Lincoln Transit fleet, the following review of the five relatively common alternative fuels is presented below.

Methanol

Most of the methanol used commercially in the United States is manufactured from natural gas, making it economical to use. The tailpipe emissions of methanol are generally considered to be about half as reactive as an equal mass of emissions from gasoline or diesel fuel, promoting its use to reduce ozone in urban areas, such as Los Angeles.

By volume, methanol has slightly more than half the energy content of diesel fuel and slightly more than half the energy content of gasoline. Due to the above characteristics, a methanol engine will consume a little over twice the volume of fuel per mile of service, as compared to a diesel engine.

Transit authorities in Los Angeles and Seattle have over recent years retired their methanol programs due to the fuel's highly corrosive properties. After spending \$102 million since 1989 on methanol buses, Los Angeles County transit officials declared their methanol anti-pollution program a failure. Authorities from the Metropolitan Transportation Authority (MTA) cited that the buses are prone to costly mechanical repairs. Officials of the Seattle Metro eliminated their methanol demonstration program after a trial period of five years. Test results of the program indicated that severe engine malfunctions were experienced on the buses at 60,000 and 70,000 miles, largely attributed to the corrosive nature of the fuel.

Ethanol

While not being as corrosive as methanol, the major use of ethanol is currently limited as an octane additive and oxygenate for gasoline. According to *Information Update*, (Detroit Diesel Corporation, February 1992), the cost of ethanol is almost twice as much as that of methanol, making its use limited as a motor vehicle fuel. Aside from the fuel's economic drawbacks, ethanol produces lower carbon monoxide (CO) emission rates than gasoline, has a higher energy density than methanol, and has a lower toxicity than either methanol or gasoline.

Compressed Natural Gas (CNG)

The strength of CNG as an alternative fuel for transit buses is that it is generally less expensive per unit of energy than gasoline or diesel fuels, although the gap in price has closed considerably over the past two years. The fuel also has the potential to reduce NOx emissions and PM when compared to diesel. However, CNG engines still emit higher concentrations of HC and CO than recent diesel engines – two greenhouse gases that contribute to global warming.

Many people – both inside and outside the transit industry – perceive CNG as the future fuel of choice. Others see CNG as a stop-gap measure that can be used to reduce vehicle emissions until other technologies (hydrogen fuel-cell or combustion-electric hybrid) are developed further. Indeed, the decision to pursue CNG comes down to the underlying goals of the agency considering alternative fuels, the local politics, the financial resources of the agency, and the commitment of decision-makers.

Historically, the weakness of CNG is its difficult storage requirements. CNG is stored in high pressure cylinders at pressures up to 3,600 pounds per square inch. The high weight, volume, and cost of the storage tanks for CNG have been a barrier to its commercialization as an alternative fuel. The recent development of lighter aluminum tanks, however, has reduced this disadvantage to some degree.

The advantages of a CNG bus are no visible pollution and quieter operation. The problems encountered with CNG include the inconsistent quality of local CNG supplies, limited range of CNG vehicles, and continued industry concerns regarding reliability.

According to a 1996 Department of Energy report, a CNG bus costs between \$35,000 to \$50,000 more than a comparable diesel bus. This is due to the higher cost of the engine itself and the higher cost of the fuel tanks. In addition, a new CNG refueling facility for Lincoln Transit's fleet would cost between \$600,000 and \$2,000,000 depending upon the ultimate capacity of the facility (economies of scale might be realized if a fueling facility could be shared with other CNG vehicle users). Additional costs would be incurred to upgrade the new maintenance facility (discussed below) with required safety features and to provide emergency response equipment and training.

In a 1996 Department of Energy report, Pierce Transit (Tacoma, Washington) estimated that CNG engines are about 20 percent less efficient than diesel engines on a per gallon equivalency which reduces the range of CNG buses. Typically, buses smaller than 35 feet in length are unable to accommodate enough fuel tanks to operate a full urban cycle service day without refueling.

The issue of reliability is surrounded by diverging viewpoints. In the same 1996 Department of Energy report, Pierce Transit noted no large difference in reliability between CNG- and diesel-powered buses. The main problem they encountered in the beginning of their CNG program was difficulty with the fuel control system – a problem they note has been resolved for the most part by advances in the technology and continued training of maintenance staff. Indeed, CNG technology is still saddled somewhat with the reliability problems that surfaced in the late 1980s when it was still very much in its infancy – especially when dual-fuel technology was still the state-of-the-art. The technology truly has come a long way since then, and reliability is seemingly much better.

However, in a 1999 report the Contra Costa County Transit Authority (CCCTA) noted that engine manufacturers encounter CNG-related warranty claims that are between 50 percent and 250 percent higher than their diesel counterparts. This may be a particular problem for agencies who are not located close to an CNG engine warranty provider. CCCTA also cited experience by BC Transit in British Columbia, Canada. BC Transit started a two year comparison of 25 1996 New Flyer CNG-powered buses and 25 1996 New Flyer diesel-powered buses, all with Detroit Diesel engines. Results for the CNG fleet were as follows: the roadcall rate was 4½ times higher, parts and labor costs were 132 percent higher, and overall maintenance costs were 61 percent higher. CCCTA has chosen to pursue “clean diesel” technology.

Liquefied Natural Gas (LNG)

LNG has only recently received attention as an alternative fuel. The potential advantages of the fuel lie in its economic considerations, where the fuel’s processing costs are much less than that of the other gaseous fuels. LNG also has a greater potential to reduce NOx and HC emissions when compared to diesel and gasoline fuels. Currently, the biggest obstacles facing LNG are the lack of availability and its storage and handling facility requirements.

Liquefied Petroleum Gas (LPG)

The advantages and disadvantages of LPG (commonly referred to as propane) are similar to those of natural gas. The advantage of LPG is that gasoline engines can be easily converted, due to its high heating and high octane characteristics. LPG is also well established in its transit fleet applications. According to Alternative Transportation Fuel in the United States (R.F. Webb Corp., June 1989), approximately 350,000 LPG transit vehicles were in operation in the United States. In 1995, the Department of Transportation estimated over 750,000 LPG transit vehicles would be in operation by year 2000.

The disadvantages of the fuel is in the engine performance of transit vehicles using the fuel. According to the above citation, the conversion of a gasoline engine to LPG will usually cause a 10 to 15 percent power loss.

Hybrid Electric

An emerging vehicle propulsion technology that has recently gained national interest are hybrid electric systems. Under this arrangement, battery-powered electric motors drive the wheels; the batteries are charged using a small internal combustion engine (diesel-, gasoline- or alternative-fueled) to power an electric generator. This arrangement provides near-zero emissions, as the engine operates within a very narrow and efficient operating range.

According to a recent report in *Metro Magazine*¹⁵, operating costs for a hybrid electric system are typically lower in comparison to conventional diesel- or CNG powered arrangements due to greater fuel economy and reduced break wear (the batteries are also charged through regenerative braking, which tends to slow the vehicle while it recoups energy). In addition, hybrid electric buses provide better acceleration and quieter operation than conventional internal combustion engine propulsion systems. Another benefit of hybrid electric technologies is that it

¹⁵ Pages 84 - 87, January 2003.

does not require a large infrastructure investment that is required for CNG or LNG technologies. However, the cost of a full-size heavy-duty hybrid electric vehicle is currently between \$80,000 and \$100,000 greater than a comparable conventionally-powered vehicle. In addition, conventional sealed-gel lead acid battery systems typically last only two to three years, and replacement units cost on the order of \$10,000 to \$15,000. Better battery technology currently exists that could extend battery life (i.e., nickel metal hydride), but this technology currently costs several times that of lead-acid batteries.

Hybrid electric propulsion systems are currently being tested at several large transit programs, most notably at New York City Transit. This agency has been testing 10 pre-production 40-foot hybrid electric buses since 1999, with generally positive results. New York City Transit currently has another 325 Orion VII hybrids on order. Other agencies currently testing hybrid technologies include Sunline Transit in Thousand Palms (California), the Los Angeles County Metropolitan Transportation Authority, the Orange County Transportation Authority, Omnitrans in San Bernadino, TriMet in Portland (Oregon), King County Metro Transit in Seattle, the Southeastern Pennsylvania Transportation Authority in Philadelphia, and New Jersey Transit.

Full electric vehicles and hydrogen-powered buses are two other emerging technologies that are being tested by several transit agencies, although many experts consider these technologies to be on the leading edge of current understanding. Considerable research is still necessary regarding the life cycle costs and benefits of these technologies before they should be considered as viable options for small transit agencies.

Diesel Fuel

Diesel-fueled engines have traditionally dominated the transit vehicle marketplace with their fuel efficiency and durability. From an air quality perspective, diesel engines have very low tailpipe emissions of CO and other organic gases. The concern from an air quality perspective, however, has been the emission rates of NO_x and PM.

Due to increasing environmental pressure to reduce the above emissions, the Environmental Protection Agency, working in concert with the American Public Transit Association, has developed stringent NO_x and PM regulations. The final Clean Air Amendments permit the use of clean diesel in urban buses, provided that the clean diesel engines meet the PM standards imposed by the CAAA. In partial response to the 1990 CAAA amendments for cleaner burning fuels and the continued development of the previously mentioned alternative fuels, the traditional diesel fuel engine has made great strides toward evolving with a cleaner burning particulate trap and catalytic converter technology.

Since the CAAA imposed regulations, diesel engine manufacturers have been successful in lowering NO_x and PM tailpipe emissions by employing in-cylinder control techniques. Similarly important is that manufacturers have maintained the fuel's economy.

Summary

To date, the City of Lincoln has chosen to continue to pursue diesel-fueled buses. However, barring full conversion to alternative fuels, a number of steps can be taken to substantially reduce the air quality impacts of diesel-fueled transit buses. Various transit systems have been successful in reducing PM emissions through the application of "clean-diesel" technology. The

utilization of a low sulphur fuel has proven to reduce the average annual PM emissions of a transit coach from 935 pounds to 260-300 pounds – roughly a 70 percent reduction. In addition, installation of an electronically-controlled fuel injection system and specially-designed transmission has dropped emission levels by 120 pounds of PM annually, for a total reduction in emissions of 87 percent.

FACILITY ALTERNATIVES

Operations Facility

Currently, the Department of Public Works services and stores the transit vehicles, as well as the fire, police and refuse vehicles. The corporation yard, located at SR 193 (McBean Park Drive) and East Avenue, is at capacity for storage and mechanic facilities. In fact, the mechanical work is performed outside on a concrete pad, regardless of weather conditions. If additional vehicles are purchased to operate the transit service or for any of the other City fleets, additional space will be required. Lincoln Transit plans to move its vehicle storage and operations to a facility located at 2100 Flightline Drive in early 2004. However, vehicle maintenance will still be conducted at the Lincoln corporation yard.

Since a new or expanded maintenance facility would be used by many City departments, the cost of constructing and maintaining the facility should be shared based on the proportional maintenance effort required. Additionally, there is currently only one mechanic maintaining all City vehicles, including the transit vehicles. At times the mechanic has assistance, but the bulk of responsibility falls on this one person. Subsequently, when any of the City departments decide to increase vehicle fleets, it will be necessary to add a minimum of one full-time mechanic. The cost of additional personnel should also be shared among all of the city departments. Finally, if a significant expansion of transit service is implemented, the City of Lincoln may wish to consider the need for a distinct dispatching function solely for the transit system.

Transit Passenger Transfer Center

The attractiveness, convenience, and safety provided at transfer points are key elements in both the public's perception of a transit service as well as the attractiveness of the service to the passengers. Other than the quality of the buses, the transfer points are what both the riding and the non-riding public see and use on a day-in/day-out basis. Two options are presented below: 1) short-term improvements at the existing 3rd & F Transfer Point, and 2) a potential long-term transfer center.

Short-Term Improvements at the Existing 3rd & F Transfer Point

The current location of the transfer point, located near the intersection of Third and F Streets, is next to a primary destination (the Rainbow Market), and is near the historic center of town. This facility is currently being improved, with the addition of a 5'x10' passenger shelter and other site improvements including wheelchair access, enhanced landscaping, area lighting, a public telephone and a trash receptacle. These improvements are slated for completion in early 2004. As Lincoln Transit and Placer County Transit increase the service frequency, the transfer center should undergo some improvements to better accommodate potential passengers. The need to

wait between buses at a site that is not attractive and functional is a strong disincentive for transit usage.

It should be noted that several of the service alternatives presented in Chapter 12 above assume that a new transfer center would be constructed at or near the Sterling Pointe development; this facility would be used by both Lincoln Transit and PCT. If these service alternatives are ultimately selected, local officials should not consider additional costly long-term improvements at the 3rd & F site.

Long-Term Transfer Center

As discussed below, a critical element in a cost-effective and convenient transit system for a smaller community is a location central to the service area that result in routes of roughly equal running time. The largest areas of current and planned geographic growth in the City are located to the south of the older sections of the community. Once this growth has occurred, the most effective transfer location will be to the south of the current 3rd and F site. Another important factor in siting a public transit transfer center is that it should be located within a 1/4 mile walking distance of major activity centers (stores, public facilities, social service agencies, etcetera) to maximize the number of potential riders. The appropriate location for a transfer center to serve Lincoln in the long-term future therefore appears to be at or near the Sterling Pointe development.

The discussion below is general in nature, and presents information regarding passenger amenities and circulation issues that should be considered as part of a transfer center development proposal. A key element in successfully generating ridership for public transit services is providing safe and attractive facilities at which to wait for or transfer between buses. At near-term service levels, this facility could be relatively modest, serving as a major bus stop for the area with up to three vehicles (one PCT and two Lincoln Transit) on-site at any one time and two bus shelters provided. A long-term transfer center should be designed to encourage and expedite the transfer to buses of users of other modes of transportation, as well as the transfer of passengers from one bus route to another.

This facility would improve overall public transportation services (both locally and regionally). Transfer centers should have amenities to make use of the facilities more pleasant. Amenities that may be useful at such a facility include the following:

- *Bus shelter(s) and bench(es).* Two to three shelters with benches (the number will depend on demand) should be provided at the facility for the convenience of the passengers. Shelters should be designed to provide the opportunity for protection from winds in all directions, as well as protection from strong, low-angle sun exposure near the end of the day.
- *Lighting.* The facility must be well lit, to ensure the safety and convenience of the passengers. The lighting requirements for a specific facility will depend on the layout of the facility.
- *Bicycle racks and/or bicycle lockers.* Bicycle parking and storage should be located near the bus shelter/passenger loading area.

- *Landscaping.* Landscaping will make the facility more attractive to both current and potential users. Landscaping should be placed where it will not interfere with the safety and personal security of the passengers. Generally, landscaping should be focused on the entrances to and the perimeter of the site. When placing landscaping in the passenger waiting area it is important that the landscaping not interfere with the ability of the waiting passengers to see around them.

For the foreseeable future, it would not be appropriate to provide an enclosed facility with climate controlled indoor waiting space and restrooms. While these amenities would be a benefit to the passengers, they would incur additional staffing costs by requiring on-site staffing for security reasons.

When designing a transfer center, several operational factors should be evaluated, including the following:

- *Provision of Adequate Land Area.* In addition to providing space for passenger loading and bus bays, a transfer center must also accommodate vehicle circulation, interior space, any setbacks required by local regulation, and landscaping.
- *Vehicle Access.* Given the relatively high number of transit vehicle movements through a passenger facility over the course of the day, safe and efficient transit access to and from adjacent arterial streets is a crucial consideration. Delays to transit vehicles (such as unprotected left turn movements onto busy streets or within busy parking lots) can cause substantial delay to the entire transit system. Vehicle travel paths must also be carefully designed to minimize conflict with pedestrians.
- *Environmental Impact.* Transit passenger facilities must also be designed to avoid or minimize any potential negative impact of their construction or operation. Any significant impacts associated with a facility will require mitigation, which can often become a large proportion of the total project cost. These potential impacts can include the following:

- | | |
|---|--------------------------------|
| • Noise (particularly with respect to nearby land uses) | • Flooding |
| • Air Quality | • Endangered Species |
| • Wetlands | • Aesthetics |
| • Historic Properties/Parklands | • Safety/Security |
| • Displacement of Existing Land Uses | • Traffic |
| • Water Quality | • Parking |
| | • Ecologically Sensitive Areas |
| | • Land Use/Local Plans |

For proper systemwide bus circulation, buses should be able to enter the transfer center from all major street directions. The location should, if possible, facilitate left hand turns from one-way streets and right-hand turns from two-way streets for safer movement. In this case, controlled access to and from SR 65 (if ultimately located near the Sterling Pointe development) would be a necessity. Circulation into the site should separate automobile and bus traffic to ease access for both. When feasible, access points should be a minimum of 150 feet from the centerline of the nearest intersection to avoid traffic conflicts. Two access points located on different streets should be provided to the facility whenever possible. Vehicle and pedestrian access should be designed to minimize conflict between buses and pedestrians.

In addition to the passenger loading bays, it is often beneficial to provide at least one parking location for an out-of-service transit bus. This can allow one vehicle to be traded out for another without affecting traffic flow around the center. Parking for transit staff, and for drivers stopping for transit information, should also be considered.

Identifying a specific site for this facility will require a detailed evaluation of land availability and costs, impacts on transit operations, pedestrian and bicycle access, and traffic considerations, and is beyond the scope of this study. It is very important that transit running times be carefully considered, as even a small increase in running time per trip can create delays throughout the route over the course of the operating day. Convenient pedestrian access to nearby activity centers (such as shopping) is also relatively important. In short, determining the optimal site and enumerating the potential environmental impacts of this facility would require the conduct of a separate focused study. Both the site selection / environmental assessment study and construction project are typically eligible for FTA funding at an 80 percent Federal / 20 percent local split.

An additional shelter and bench should be placed beside the existing shelter and bench to more comfortably accommodate a larger number of passengers. Additional “no parking” signs will likely need to be posted to expand the service area for passengers and to allow more buses to be parked along side the curb. A large transit map showing local routes and route times should be made available for passengers to view. The map could include Placer County Transit route information as well as Lincoln transit information. Lincoln Transit and Placer County Transit schedules should be made available as well.

Landscaping will make the area more attractive to both current and potential users. Landscaping should be placed where it will not interfere with the safety and personal security of the passengers. The transfer center should be well lit, to ensure the safety and convenience of the passengers, especially during the winter months when it is generally dark during the early morning and late evening transit runs. A pay telephone located at the transfer center is a convenient amenity for passengers and can be a security measure. Bicycle racks and/or bicycle lockers should be provided for bicycle parking to encourage other alternative modes of transportation.

The estimated cost of these improvements to the Lincoln transfer center is shown in Table 6. The installed cost of modern glass and aluminum shelters averages approximately \$12,000 each. Maintenance and repair of vandalism to bus benches and shelters is a very minor cost, because modern benches and shelters are very durable and resistant to vandalism. As a result, cleaning and maintenance costs are also minor. An additional shelter cost, with the other amenities (i.e., landscaping, bicycle rack, and lighting) brings the total cost to an estimated \$44,500, as the table indicates.

OTHER PASSENGER AMENITIES

The “street furniture” provided by a transit operation is an important component of the system's attractiveness to both passengers and non-passengers. Bus benches and shelters can play a large role in improving the overall image of a transit system, and in improving the attractiveness of transit as a travel mode. More importantly, shelter is vital to those waiting for buses in harsh

weather conditions. Finally, and most importantly, implementation of a comprehensive fixed-route bus stop sign program is needed.

Bus stop signs help define the presence of public transit services in the City, providing an important marketing tool for visitors and residents alike who are unfamiliar with the service. In addition, signing bus stops is an important element of ensuring that residents know that the service is general public in nature, rather than limited to a specific element of the population. It is equally important that signs be properly maintained. Each bus stop signs should include Lincoln Transit's logo, a telephone information number and the routes that serve the bus stop. At bus stop located adjacent to major activity centers, Lincoln Transit should consider adding departure times for each route. The sign heads should be double-sided, and should be oriented perpendicular to the direction of travel so that motorists and pedestrians can see the signs while traveling.

Lincoln Transit should consider adding benches at bus stops with five or more boardings per day. Shelters could be warranted at bus stops with more than 15 boardings per day. Currently, there are six shelters located in Lincoln. The decision of where to place these amenities can be made once the transit system is in operation and actual boarding and alighting data is available.

BICYCLE RACKS ON BUSES

The provision of bicycle racks on public buses has gained widespread acceptance over recent years, particularly in smaller transit systems, and has proved popular in nearly all cases. As an inducement to increase transit ridership, as well as to encourage non-motorized forms of transportation, it would be appropriate to place bike racks on fixed-route buses operated in Lincoln. A reasonable cost for each rack, including mounting brackets, is \$1,000 per vehicle.

Installation on the front of the bus is recommended, as this location has proven to be substantially safer than a rear-mounted rack. Operational problems associated with use of the racks can be minimized through the development and distribution of a pamphlet regarding the correct use of the rack. The installation of the racks would provide a good opportunity for a promotion campaign, possibly in cooperation with a local bicycle advocacy or recreation group.

BICYCLE/PEDESTRIAN FACILITIES

At one end of their trip or the other, virtually all transit passengers also travel on foot or on bicycle as part of their transit trip. A key element of a successful transit system, therefore, is a convenient system of sidewalks and bikeways serving the transit stops. Lincoln Transit should work with the Lincoln Planning Department to review construction plans and scheduling priorities for pedestrian and bicycle improvements to best coordinate with transit passengers' needs.

INSTITUTIONAL AND MANAGEMENT ALTERNATIVES

Marketing

Marketing in its broadest context should be viewed as a management philosophy focusing on identifying and satisfying customers' wants and needs. The basic premises of successful marketing are providing the right product (or service), offering it at the right price, and adequately promoting or communicating the existence and appropriateness of the product or service to potential customers. Unfortunately, for too many persons the word "marketing" is associated only with the advertising and promotional efforts that accompany "selling" the product or service to a customer. Instead, such promotional efforts are only a part of an overall marketing process. Without a properly designed and developed product or service offered at the right price, the expenditure of promotional monies is often ill advised.

Because it is impossible to effectively promote a product or service which is not defined, the development of the marketing plan will occur after definition of a recommended service plan. An important first step will be to develop a marketing situation analysis, including an evaluation of current conditions and a realistic assessment of potential marketing opportunities. Based upon this analysis, a specific set of marketing objectives should be defined, possibly including the maximization of service utilization or availability, specific revenue goals, or a high level of community awareness about the service. A marketing outreach campaign should be in place a couple months before the fixed route transit service begins. Elements of this marketing campaign could include the following:

- Public service announcements over the local radio stations, as well as the local cable television access channel.
- Press releases and other public relations programs targeting local radio and newsprint.
- Point-of-sale materials for local lodges and businesses explaining public transportation alternatives.
- Cooperative promotional programs with local employers to promote employee participation.
- Special promotional materials which can be distributed to residents through payroll inserts or other low-cost distribution methods, possibly in a number of languages.

Obviously, the marketing program must fit within budgetary limitations of any organization. According to the American Public Transit Association, transit providers typically budget between 0.75 and 3.0 percent of their gross budget on marketing promotions (excluding salaries), with the majority around 2.0 percent. Although this is slightly less than most private sector businesses, public sector organizations can rely more heavily on media support for their public relations programs. Other elements of a successful marketing program are presented below.

Improve Service Quality

A key precept of marketing is to provide a quality “product.” In the case of public transit, a reputation of providing quality service both encourages increased ridership and increases public support for transit; both tax-based funding and fare increases become more acceptable when service quality is high. A key “marketing” effort, therefore, is to begin other measures discussed in this document to improve service quality, including the need for enhanced passenger amenities and replacement of aging vehicles. Solving this problem – and subsequently changing the public perception of service quality through a marketing program – is undoubtedly the most important marketing strategy available to Lincoln Transit.

System Map and Schedule

The current Lincoln Transit system map and schedule is a four-color, quad-fold document produced on legal size paper. While the system map and schedule is informative and reasonably well laid-out, the map provides little detail on the routing of the buses. Lincoln Transit could consider expanding the size of the document to increase the map, and include a better base map of the streets. In addition, major activity centers could be depicted on the map to assist riders in determining which route they should access.

Internet Website

Lincoln Transit currently maintains a website that provides an overview of current services and contact information. The greatest shortcoming of the website is the lack of an easily printed map/schedule. Lincoln Transit could consider developing a link to an Acrobat Reader portable document file version of the map(s) with a Macromedia Flash feature, which will facilitate zooming to a particular area on the map, as well as printing by website users. The Modesto Area Express website provides a good example of this feature.

Obviously, the marketing program must fit within budgetary limitations of any organization. According to the American Public Transit Association, transit providers typically budget between 0.75 and 3.0 percent of their gross budget on marketing promotions (excluding salaries), with the majority around 2.0 percent. Although this is slightly less than most private sector businesses, public sector organizations can rely more heavily on media support for their public relations programs.

The most essential, and most often overlooked, element of a marketing plan is an evaluation effort. Evaluation should be performed in terms of the stated marketing objectives. This process should provide the data and procedures by which the success of the marketing program can be determined. In addition to statistical data (such as ridership) collected over the year, this should include a survey of the general public establishing the level of public awareness and image regarding the service. This evaluation process is crucial, as it allows future objectives, strategies and tactics to be refined.

Service Monitoring

The need to minimize costs and maximize the efficiency of the service requires that sound business practices should be followed in a transit organization. Just as one would not operate a retail store without knowing exactly what items are selling, it is imprudent to operate a transit

service without knowing which routes and which runs are attracting ridership. Similarly, the quality of the service provided must be closely monitored. The following data categories are useful for careful supervision of services, and should be collected on a regular, ongoing basis:

- *Passenger Boarding/Alighting.* Though the daily recording of passenger activity by the drivers can seem onerous, this information is vital in tracking ridership by stop, and assuring the various funding agencies their dollars are providing a benefit to their constituents.
- *On-Time Performance.* Comprehensive records of on-time performance are useful in determining proper scheduling and ensuring quality service.
- *Missed Passengers.* In the case passengers must be left on the curb due to full vehicle loads, the number and location of such passengers should be carefully tracked.
- *Annual Passenger Survey.* Onboard surveys are a vital source of planning information regarding the ridership and the purpose of their trip-making. In addition, surveys are the single best way to gain “feedback” regarding the service. Funding for annual onboard surveys should be a priority.

FINANCIAL ALTERNATIVES

Revise Fare Structure to Come Into Compliance with the ADA

The base one-way cash fare on Lincoln Transit’s fixed-route service \$0.75, with a \$0.50 discounted fare offered to senior and disabled riders. Due to higher per passenger costs, the ADA allows transit agencies to charge up to twice the base fixed-route fare on complementary paratransit services. However, Lincoln Transit currently charges \$2.00 per one-way trip on its Dial-A-Ride program, which is charged uniformly to all eligible (senior and disabled) riders. As such, to come into compliance with the ADA, Lincoln Transit must either lower the fare charged to ADA-eligible riders on its Dial-A-Ride service or increase the base fixed-route fare to at least \$1.00 (as discussed in the following section below).

Two options exist under the first strategy: 1) lower Dial-A-Ride fares for all eligible users, or 2) lower Dial-A-Ride fares to twice the base fixed-route fare for ADA-eligible riders only. Under the first option, Lincoln Transit would lower the Dial-A-Ride fare to twice the base fixed-route fare (to \$1.50, under the current fare structure) for both seniors and ADA-eligible riders. The impact to annual ridership and farebox revenues can be estimated by conducting an elasticity analysis on current Dial-A-Ride ridership. In short, lowering the one-way fare from \$2.00 to \$1.50 would increase annual ridership by approximately 820 one-way passenger-trips. However, this strategy would reduce annual farebox revenues by \$3,300.

Under the second option, only ADA-eligible riders would see a reduction in their fare, as seniors who do not qualify under the ADA would still pay the current \$2.00 fare. Since Lincoln Transit does not currently track the eligibility of its Dial-A-Ride passengers, the Consultant Team estimated the proportion of disabled passengers based on the proportion of disabled riders to total riders on the Roseville Dial-A-Ride program. According to the *Western Placer County*

Marketing Study,¹⁶ approximately 28.2 percent of Roseville Dial-A-Ride riders are elderly / not disabled and 23.9 percent of riders are ADA-certified. Factoring these figure to total Roseville Dial-A-Ride, approximately 45.9 percent of elderly and disabled ridership are ADA-eligible. Applying this figure to Lincoln Transit's anticipated Dial-A-Ride ridership in Fiscal Year 2004-05 (see Table 7 in Chapter 12 above), the reduction in Dial-A-Ride fares from \$2.00 to \$1.50 for ADA-eligible riders would increase ridership by 380 annual one-way passenger-trips. This would reduce annual farebox revenues by \$1,510. In light of Lincoln Transit's challenges in attaining the minimum 10 percent farebox recovery ratio, it might be advisable to limit the fare reduction to ADA-eligible persons only.

General Fare Increase

Transit operators generally consider an increase in the adult base one-way fare every few years. Currently, Lincoln Transit has a base adult fare of \$0.75, with a senior/disabled persons fare of \$0.50. The question of whether or not to raise fares is a difficult one for the transit operator because, of course, an increase in fares can be expected to lead to a decrease in ridership. A review of general public fares of other transit organizations was evaluated to estimate an average. Smaller cities in California tend to charge \$0.75 to \$1.50 as a general public fare.

For Lincoln Transit, an elasticity analysis was performed of the potential effects of an increase in the general public fixed-route fare from \$0.75 to \$1.00, and in the fixed-route fare charged elderly persons, persons with disabilities, and school children from \$0.50 to \$0.75. In addition, the Dial-A-Ride fares for ADA-eligible riders would be increased from \$1.50 (as discussed above) to \$2.00. The ridership reduction to be expected due to the potential fare increase was assessed using an elasticity analysis. A value of -0.30 was used for the elasticity of ridership demand to a fare increase. This value is somewhat below the average fare elasticity for a small city (-0.39), reflecting the expected ridership of Lincoln Transit (i.e., primarily transit-dependent persons).

Based on the current average fixed-route fare of \$0.61,¹⁷ the elasticity analysis suggests that increasing the fare by \$0.25 would reduce annual ridership by 2,480 one-way passenger-trips. However, fixed-route farebox revenues would increase by approximately \$4,180. The revisions to the Dial-A-Ride fare structure discussed above would reduce annual ridership by approximately 510 annual one-way passenger-trips, although annual farebox revenues would increase by \$2,240. In total, these fare revisions would reduce systemwide ridership by approximately 2,990 one-way passenger-trips and increase farebox revenues by \$6,420. It should be noted, however, that this reduction in ridership is expected to be temporary, as the effects of inflation would tend to erase the impact in riders' perception.

¹⁶ Moore & Associates, February 2003.

¹⁷ The average fare based on the data presented in the Moore & Associates passenger survey, which indicates that 57 percent of Lincoln Transit riders are elderly. It should be noted, however, that only 21 surveys were completed, which suggests that this proportion is not statistically valid.

Fare Media

It is important to consider the fare that should be charged to the frequent or daily rider, versus the infrequent or one-time-only rider. It is common in the transit industry to charge these two groups differential fares through the availability of discounted multi-ride instruments. Lincoln Transit currently offers deeply discounted monthly and annual passes, as well as non-discounted punch passes. The \$15.00 full-fare monthly pass provides a savings of 120 percent over the \$33.00 that a passenger who makes 44 one-way trips per month would pay at the single-fare rate. The industry standard for savings on passes is generally 10 to 15 percent; therefore, Lincoln may wish to consider raising the price of a pass to \$30.00. The price could remain at \$15.00 for seniors and persons with disabilities. These fare media options and prices are sufficient. Offering additional fare media would be confusing to both passengers and drivers, and would require additional fare counting and accounting staff time.

Relevant Transit Funding Sources

The crux of any issue regarding the provision of public service is the matter of funding. Provision of a sustainable, permanent funding source has proven to be the single greatest determinant in the success or failure of transit service. A wide number of potential transit funding sources are available, particularly within California. The following discussion provides an overview of these programs.

Federal Funding Sources

Through the Transportation Equity Act of the 21st Century (TEA-21), the Federal government has substantially increased transit funding levels for smaller urban areas. In addition, changes in program requirements have provided increased flexibility in the use of federal funds. Following are discussions of federal transit funding programs for which Lincoln is eligible.

FTA Section 5309 Capital Program

These grants are split into three categories: New Starts, Fixed Guideway Modernization, and Bus and Bus Facilities. These funds were formerly apportioned directly by the FTA; however, Congress has earmarked these funds directly now for several years. If urbanized, a duly authorized recipient of FTA funds has to first program all of its FTA Section 5311 funds before FTA Section 5309 funds can be expended – thus, it is imperative that a recipient program all of their FTA Section 5311 funds (i.e., for bus replacement or expansion) before the FTA will allow access of the FTA Section 5309 funds apportioned by Congress. In FTA Fiscal Year 2001-02, \$613,751,658 was available nationally for bus and bus facilities projects. California transit programs similar to Lincoln Transit have received funding through this source. For instance El Dorado County, Monterey, Stockton and Sacramento have been allocated funds to purchase commuter buses, while Davis, Modesto and Santa Clara received funds for construction of maintenance facilities, and Tahoe City, Folsom and Santa Rosa received funding for construction of transit passenger facilities.

These funds are extremely competitive, and all funds have been earmarked directly by Congress over the past several years. Thus, if Lincoln Transit officials decide to pursue these funds, a concerted lobbying campaign will need to be undertaken to gain support of the local Congressional delegation.

FTA Section 5310 Capital for Elderly and Disabled Transportation

FTA funds are also potentially available through the FTA Section 5310 Elderly and Persons with Disabilities Program, which are largely used to fund vehicle purchases in California. Until recently, recipients of FTA Section 5310 funding were restricted to non-profit organizations; with passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) and subsequent TEA-21, however, local governmental jurisdictions are also eligible for funding. Fiscal Year 2001-02 apportionments totaled \$27,911,737 nationwide, of which \$8,077,729 was available in California.

FTA Section 5311 Nonurbanized Area Formula Program

Federal transit funding for rural areas is currently provided through the FTA Section 5311 program. A 20 percent local match is required for capital programs and a 50 percent match for operating expenditures. These funds are segmented into “apportioned” and “discretionary” programs. The bulk of the funds are apportioned directly to rural counties based upon population levels. Fiscal Year 2001-02 apportionments total \$84,930,249 nationwide, of which \$10,552,607 was available in California.

FTA Section 3037 Job Access and Reverse Commute Program

The list of eligible applicants for this program, funded through TEA-21, includes states, metropolitan planning organizations, and public transit agencies, among others. Although the program has an emphasis on using funds to provide transportation in rural areas currently having little or no transit service, it is not limited to such areas. Funding for JARC grants is authorized at \$150 million annually beginning in Fiscal Year 1999-2000, including up to \$10 million for Reverse Commute Grants, although only \$125 million was apportioned nationally in Fiscal Year 2001-02. California projects were earmarked a total of \$15,000,893. A 50/50 Federal/local match is required. Other Federal funds can be used as part of the local match.

Congestion Mitigation and Air Quality Improvement (CMAQ)

Another source of funding for many transit services across the country has been provided by the Congestion Mitigation and Air Quality Improvement program, first authorized in ISTEA and subsequently re-authorized through TEA-21. This funding is available to areas that are not in compliance with Federal air quality standards regarding ozone or carbon monoxide.

State Funding Sources

Transportation Development Act

A mainstay of funding for transit programs in California is provided by the Transportation Development Act (TDA). The TDA provides two major sources of funding for public transportation: the Local Transportation Fund (LTF), which has been in existence since 1972, and the State Transit Assistance (STA) fund, which was instituted in 1980.

Local Transportation Fund. The major portion of TDA funds are provided through the LTF. These funds are generated by a ¼ cent statewide sales tax, returned to the county of origin. The returned funds must be spent for the following purposes:

- Two percent may be provided for bicycle facilities.
- The remaining funds must be spent for transit and paratransit purposes, unless a finding is made by the Transportation Commission that no unmet transit needs exist that can be reasonably met.
- If a finding of no unmet needs that are reasonable to meet is made, remaining funds can be spent on roadway construction and maintenance purposes.

As presented in Figure 12 of the Supporting Documentation report, the City of Lincoln directly received approximately \$279,533 from this source in Fiscal Year 2001-02 for transit service. In addition, the City of Lincoln used \$422,766 for roadway needs.

State Transit Assistance. In addition to LTF funding, the TDA includes a State Transit Assistance (STA) funding mechanism. The sales tax on gasoline is used to reimburse the state coffers for the impacts of the 1/4 cent sales tax used for LTF. Any remaining funds (or “spillover”) are available to the counties for local transportation purposes. In Fiscal Year 2001-02, Lincoln Transit received approximately \$29,767 from this source.

State Transportation Systems Management (TSM) Funding

The State of California also funds the Transportation Systems Management (TSM) program. This program funds ridesharing and transit programs.

Local Funding

AB 2766 Vehicle Air Pollution Fees

California Assembly Bill 2766 allows local air quality management districts to levy a \$2.00 to \$4.00 annual fee on vehicles registered in their district. These funds are to be applied to programs designed to reduce motor vehicle air pollution, as well as the planning, monitoring, enforcement, and technical study of these programs. Across the state, these funds have been used for capital local transit programs.

Sales Tax

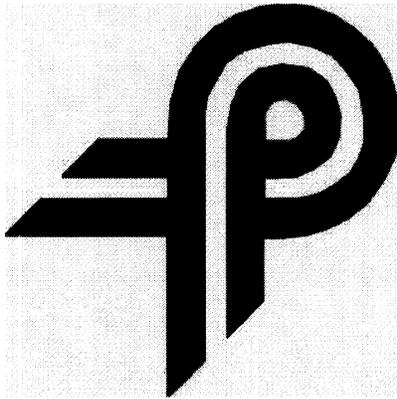
A sales tax election could be held with funds to go to transit service. Sales tax is the financial base for many transit services in the American West. The required level of sales tax would depend upon the service alternative chosen. One advantage is that sales tax revenues are relatively stable and can be forecast with a high degree of confidence. In addition, sales tax can be collected efficiently, and it allows the community to generate revenues from visitors to the area. This source, of course, would require a vote of the people to implement. In addition, a sales tax increase could be seen as inequitable to residents not served by transit. This disadvantage could be offset by the fact that sales taxes could be rebated to incorporated areas not served by transit. Transit services, moreover, would face competition from other services that may seek to gain financial support through sales tax.

Property Tax

The property tax is an additional feasible source of subsidy for transit services. This tax can be relatively efficiently collected. In addition, property tax tends to be progressive – those most able to pay are those that tend to be impacted. The availability of this funding source in the foreseeable future, however, is very doubtful in light of voter's traditional reluctance to increase this tax. The ability for a property tax to pass in a general election will only occur when a majority of area residents feel transit service provides a benefit to them individually.

Advertising

One modest but important source of funding for many transit services is on-vehicle advertising. The largest portion of this potential is for exterior advertising, rather than interior “bus card” advertising. The potential funds generated by advertising placed with the vehicles is comparatively low.



**2004
UNMET TRANSIT NEEDS**

**ANALYSIS AND RECOMMENDATIONS
REPORT**

January 28, 2004

Placer County Transportation Planning Agency

www.PCTPA.ORG/Library

**2004 UNMET TRANSIT NEEDS
ANALYSIS AND RECOMMENDATIONS REPORT**

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Appendix A: Unmet Transit Needs Definition and Criteria
Appendix B: Data Analysis

APPENDIX A
UNMET NEEDS DEFINITION AND CRITERIA

PLACER COUNTY TRANSPORTATION PLANNING AGENCY

TDA DEFINITIONS

Pursuant to PUC Section 99401.5(c)

Adopted 11/8/92

Amended 3/23/94

Amended 9/22/99

Unmet Transit Need

Unmet transit needs are those trips required, but unprovided, for individuals to maintain a minimum standard of living. This may include trips necessary for medical and dental services, shopping, employment, personal business, education, social services, and recreation. Unmet transit needs are also those needs required to comply with the requirements of the Americans with Disabilities Act.

Reasonable To Meet

Unmet transit needs may be found to be "reasonable to meet" if all of the following conditions prevail:

- 1) Service which if implemented or funded would result in the responsible service meeting the farebox recovery requirement specified in California Code of Regulations Sections 6633.2 and 6633.5, and Public Utilities Code 99268.2, 99268.3, 99268.4, and 99268.5.
- 2) Service, which if implemented or funded, would not cause the responsible operator to incur expenditures in excess of the maximum amount of Local Transportation Funds, State Transit Assistance Funds, Federal Transit Administration Funds, and fare revenues and local support, as defined by Sections 6611.2 and 6611.3 of the California Administrative Code, which may be available to the claimant.
- 3) Community support exists for the public subsidy of transit services designed to address the unmet transit need, including but not limited to, support from community groups, community leaders, and community meetings reflecting a commitment to public transit.
- 4) The needs should be in conformance with the goals included in the Regional Transportation Plan.
- 5) The need is consistent with the intent of the goals of the adopted Short Range Transit Plan for the applicable jurisdiction.

UNMET NEEDS ANALYSIS

January 2004

INTRODUCTION

Background

This report presents an analysis of the recent public testimony on unmet transit needs in Placer County. This annual process fulfills the requirements of the Transportation Development Act (TDA) regarding uses of the Local Transportation Fund (LTF). The LTF consists of ¼ cent of the sales taxes collected in Placer County. The legislative intent for the use of the LTF funds is stated in the Public Utilities Code:

It is in the interest of the state that funds available for transit development be fully expended to meet the transit needs that exist in California. Such funds are to be expended for physical improvement to improve the movement of transit vehicles, the comfort of the patrons, and the exchange of patrons from one transportation mode to another.

The PCTPA Board has adopted a definition of an unmet transit need and criteria for determining whether needs are reasonable to meet (see Appendix A). The definition of an unmet transit need specifies that they are trips that are required, but unprovided, for individuals to maintain a minimum standard of living and/or those required to comply with the Americans with Disabilities Act (ADA). The criteria for determining whether or not an unmet transit need is reasonable to meet include:

- Service must meet the minimum required farebox recovery of 10% for Placer County Transit, Tahoe Area Regional Transit, Auburn Transit, Lincoln Transit, and paratransit services; 15% for Roseville Transit.
- Service that would not cause the operator to incur expenses in excess of the maximum amount of transportation funds available.
- Service that has community support.
- Service that is consistent with the adopted Regional Transportation Plan and with the adopted Short Range Transit Plan, as applicable.

If the Board finds that there are needs that are reasonable to meet, LTF funds must be spent to meet those needs before funds can be spent for streets and roads purposes. However, if no needs meet the reasonable-to-meet criteria, jurisdictions can implement service changes or improvements as long as they meet their TDA-required farebox recovery minimum.

The table below shows, for FY 2001-2002:

- TDA, State Transit Assistance (STA), and Federal Transit Administration (FTA) rural and urban expenditures for transit; and,
- TDA spent for streets and roads purposes by jurisdiction in Placer County.

Jurisdiction	Transit \$	Transit %	Transit \$ per Capita	Streets \$	Streets %	Streets \$ per Capita	Total TDA, STA, FTA
Auburn	\$ 266,816	40%	\$ 21.81	\$ 394,530	60%	32.25	\$ 661,346
Colfax	\$ 13,516	16%	\$ 7.89	\$ 73,249	84%	42.79	\$ 86,765
CTSA	\$ 697,178	100%	N/A	\$ -	N/A	N/A	\$ 697,178
Lincoln	\$ 343,935	45%	\$ 16.76	\$ 422,786	55%	20.60	\$ 766,721
Loomis	\$ 46,058	14%	\$ 7.47	\$ 275,819	86%	44.75	\$ 321,877
Placer Co.	\$ 2,836,581	35%	\$ 25.73	\$ 5,020,817	65%	42.57	\$ 7,857,398
Rocklin	\$ 318,342	16%	\$ 7.30	\$ 1,629,044	84%	37.36	\$ 1,947,386
Roseville	\$ 4,189,401	98%	\$ 46.17	\$ 100,000	2%	1.10	\$ 4,289,401

Source: FY 02/03 TDA fiscal audits.

Notes: Consolidated Transportation Services Agency (CTSA) funding is for transit purposes only.

Roseville Streets \$ spent on ridesharing/TDM/bike program.

Per capita figures are based on Dept. of Finance 1/1/03 estimates.

Shading indicates data based on 01/02 audits; 02/03 audits are pending.

The table below reviews the trends in percent of transportation funds spent on transit and transit funds spent per capita for each jurisdiction.

Jurisdiction	FY 2000/01		FY 2001/02		FY 2002/2003	
	Transit %	Transit \$ per Capita	Transit %	Transit \$ per Capita	Transit %	Transit \$ per Capita
Auburn	36%	\$18.58	53%	\$29.78	40%	\$21.81
Colfax	10%	\$5.11	13%	\$6.60	16%	\$7.89
CTSA	100%	N/A	100%	N/A	100%	N/A
Lincoln	74%	\$30.31	45%	\$19.42		
Loomis	10%	\$5.24	13%	\$7.18	14%	\$7.47
Placer Co.	55%	\$25.74	55%	\$26.49		
Rocklin	8%	\$3.47	12%	\$5.73	16%	\$7.30
Roseville	100%	\$45.57	100%	\$49.68	98%	\$46.17

Organization of Report

The analysis is organized by the types of needs expressed: service hours, service frequency, increased service area, new routes, rail service, operational issues, and miscellaneous/other. Within each of these sections, the unmet transit needs are sorted by region. Each request is accompanied by background discussion and analysis as appropriate, and a recommendation is offered for consideration. The numbers shown in parentheses refer to the number of persons who provided that particular comment or request.

Involvement of the Social Services Transportation Advisory Council (SSTAC)

The SSTAC, established by the PCTPA, includes members representing the following constituencies:

- Transit users age 60 and older;
- Transit users who have a disability;
- Local social service providers who serve seniors, persons with disabilities, and persons of limited means;
- Social service transportation providers;
- The designated consolidated transportation services agency; and,
- Additional members as appropriate.

The SSTAC's responsibilities include:

- Participation in the process of identifying unmet transit needs;
- Recommending whether or not there are any unmet transit needs that are reasonable to meet; and,
- Advising on any other major transit issues, including the coordination and consolidation of specialized transportation services.

The SSTAC reviewed and discussed the unmet needs analysis and recommendations at a meeting on January 27, 2004. The group's comments have been incorporated in this report.

SERVICE AREA

Auburn

1. More coverage in the North Auburn area, especially around the Auburn Airport.
The Auburn Airport itself is part of the City of Auburn but is surrounded by unincorporated Placer County. Auburn Transit does not serve this area, but Placer County's Hwy. 49 Dial-a-Ride (DAR) serves the portion of this area that is within ¾ of a mile of the Hwy. 49 fixed route (as required by the Americans with Disability Act or ADA). One possible scenario to expand service would be for the City to contract with the County to expand the Hwy. 49 DAR service area in the vicinity of the airport. Given the expected level of demand, this demand response type of service would most likely be appropriate. The Hwy. 49 DAR currently performs at about 7% of expenses recovery from fares. Expansion of the area will likely further reduce that performance. To meet PCTPA's criteria for an unmet transit need that is reasonable to meet, the farebox recovery must be estimated to be 10% for new or expanded services.

Recommendation: This is an unmet transit need that is not reasonable to meet.

- **The City of Auburn may wish to investigate the potential level of demand and options for providing service in this area as part of the current effort to update its short range transit plan.**

2. Expand service area to Chantry Hill in Newcastle.
Chantry Hill in Newcastle is already within the area served by the Taylor Road Shuttle. The Taylor Road Shuttle is a deviated route service – it travels up to ¾ mile off route on demand to pick up or drop off passengers.

Recommendation: This is not an unmet transit need.

Lincoln

3. Direct service from Lincoln to medical facilities in Roseville (e.g., Kaiser, Sutter) and to shopping, movie theatres, and train station. Trips from Lincoln Hills involve transferring in downtown Lincoln and at Galleria Mall. Transfers are not timed resulting in lengthy waits, which are not feasible for those with disabilities or for frail elderly. Other options are not viable alternatives – CTSA is not dependable and costs too much (\$8 one way); volunteers are not always available and cannot take persons in wheelchairs. What about a regularly scheduled trip to Roseville destinations (e.g., once a week trips to Kaiser, Sutter)? (35)
These requests are for more convenient service in terms of timing and fewer transfers; however, they are trips that can be made on existing transit services. For those persons who, due to disability or other reasons, need a direct trip without transfers, PRIDE/CTSA provides the IRIDE service, which is available to seniors and persons with disabilities at the subsidized rate of \$8 one-way between Lincoln and Roseville. The Foothill Volunteer Center also provides transportation for ambulatory seniors or persons with disabilities to go shopping or to get to medical appointments. For those who cannot afford these extra charges for direct service, the Voucher Program is available to cover the cost of occasional, necessary trips. These are not unserved trips. PCTPA's definition of an unmet transit need is that it be a trip that is not provided (unserved). Therefore, these

requests do not meet the PCTPA definition of an unmet transit need. If the City of Lincoln wishes to provide more direct service to Roseville destinations or to improve the timeliness of its connections with PCT and Roseville Transit, it can do so whether or not the need meets the PCTPA definition and criteria for being an unmet transit need that is reasonable to meet.

Recommendation: These are not unmet transit needs.

- **PCTPA and the City are currently working together to update Lincoln Transit’s short range transit plan. A preliminary draft of the service alternatives analysis indicates that a subscription service for trips between Lincoln and Roseville could meet PCTPA’s definition and criteria for being reasonable to meet. This preliminary draft analysis also includes schedule modifications designed to improve the timeliness of connections between Lincoln Transit and Placer County Transit. PCTPA will continue to work with the City on refining and implementing this short range transit plan.**

Rocklin

4. Seventy-seven residents of Rocklin (including Villa Serena apartments and other locations) request affordable transit service to health care facilities, Trader Joe’s, WalMart, Sam’s Club, WINCO, Target, Costco, and across the street from Galleria Mall – all of which are in Roseville no more than a couple of miles away. To get there now, they must either reserve CTSA for a direct trip, which costs \$4 each way, or arrange a transfer at the Galleria Mall. Seniors on a fixed income cannot afford to spend \$8 round trip on a regular basis. Experience indicates that the transfers involve significant waiting time, which is not feasible for persons with disabilities or frail seniors. Riders in Roseville would also like direct service to the Five Star Drive area (Winco, Target, etc.)

As described in Item 3, above, these requests are for trips that are provided via transfer – albeit inconvenient in some cases. Options for direct trips are available through PRIDE/CTSA or the Voucher Program depending on ability to pay. Therefore, as with Item 3 above, these requests do not meet the definition of being reasonable to meet. However, Roseville, Rocklin, and Placer County Transit are working together via the short range transit planning process to identify options for providing a higher level of customer service in the area adjacent to the Galleria Mall and the border between Rocklin and Roseville.

Recommendation: These are not unmet transit needs.

- **PCTPA is also working with Placer County, Roseville, and Rocklin to update short range transit plans for Placer County Transit and Roseville Transit. The preliminary draft of service alternatives includes a promising proposal for a regional dial-a-ride service that would include the greater Roseville and Rocklin areas, effectively eliminating the need for a transfer when traveling between the two cities. PCTPA will continue to work with the jurisdictions and transit providers to refine and implement the short range transit plans.**

5. Expand Dial-a-ride (DAR) service boundaries in Rocklin to serve the growing population to the north – e.g. Springfield Community, Park and Crest, Park and Cameron, Regina Street, Benjamin Court. (6)

Data from Placer County Transit show that the South Placer DAR service, which includes Rocklin, is now performing at 6% farebox recovery ratio. This does not meet the minimum 10% farebox recovery required by PCTPA in order to be considered an unmet transit need that is reasonable to meet. However, given the growth in population and development in Rocklin, alternatives for expansion of transit service in the City are being developed as part of the current short range transit plan update.

Recommendation: This is an unmet transit need that is not reasonable to meet.

6. Extend service area of Taylor Road Shuttle to include section of Highway 193.

The Taylor Road Shuttle operates along Ophir and Taylor Roads in Newcastle, Penryn, and Loomis, providing a link to the Placer County I-80 Express Route at Sierra College. It is a part of the South Placer DAR service that is contracted to PRIDE/CTSA. During the first four months of FY 2003/04, South Placer DAR performed at 6% farebox recovery – an improvement over past years but still below the PCTPA’s minimum requirement of 10% in order for expansion of the service to be considered an unmet transit need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Roseville

7. Expand services to meet transit demand in unincorporated Placer County area adjacent to Cook Riolo/Vineyard and in West Roseville Specific Plan area.

These requests for expansion of service to the west are for anticipated future demand for service. In fact, the West Roseville Specific Plan is still just that – a plan that has not been approved. However, as part of the current short range transit plan update, both Roseville and Placer County have requested that the consultant develop service alternatives for addressing anticipated future growth in this area.

Recommendation: This is not an unmet transit need at this time. Pending future growth and development in the west county area and completion of the short range transit plans, this may be an unmet transit need in the future.

Tahoe

8. Transportation to and from Reno.

The Truckee North Tahoe Transportation Management Association (TNT TMA) is nearing completion of an implementation plan for commuter service between Reno, Truckee, and North Tahoe. Working with SACOG and the area transit operators, PCTPA and the TNT TMA have secured funding for a demonstration of this commuter service through a potential 2004 earmark for Access to Jobs funding. If the earmark effort is successful, a two-year demonstration of the service will be funded. Should the demonstration prove successful, ongoing funding is anticipated to be available from fare

revenue, local match, and potentially some funding from the Regional Transportation Commission (RTC) in Washoe County, Nevada.

Recommendation: This is not an unmet transit need in PCTPA jurisdiction.

- **It is recommended that the demonstration service be implemented with available funding and evaluated to assess the feasibility of continuing the service.**

ADA-RELATED NEEDS

Auburn

9. There should be consistency between the hours of Hwy. 49 DAR and the Hwy. 49 Route in Auburn. Currently the DAR stops running at 6 p.m. while the fixed route service continues to 7:30 p.m. The ADA mandates comparable service hours for complementary DAR service. *The ADA requires that complementary paratransit services such as the Hwy. 49 DAR operate during the same hours as the fixed route service that they complement. The PCTPA definition of a need that is reasonable to meet includes service that is a requirement to be in compliance with the ADA.*

Recommendation: This is an unmet transit need that is reasonable to meet.

- **Placer County Transit should modify its contract (which is scheduled to be renewed July 1, 2004) for Hwy. 49 DAR service to specify that the service hours must match those of the Hwy. 49 fixed route.**
10. Riders are experiencing denials of service on DAR service in Auburn.
See item 11 below.

Rocklin

11. There is often not sufficient DAR capacity in Rocklin to meet demand for service. Riders are experiencing denials of service.
The PRIDE/CTSA monthly ridership reports for July through October 2003 show no denials of service during that time. Individuals riders may be asked to modify their requested trip times in order to accommodate peak loads on DAR. This is not considered a denial of service by the Americans with Disabilities Act as long as the alternative time offered is within one hour of the requested time. However, CTSA/PRIDE is aware that there is an increasing demand for services, and projections of demand trends and possible service expansions needed in the future will be included in the updated short range transit plans.

Recommendation: This is not an unmet transit need at this time.

- **It is recommended that the DAR demand projections and needed service expansion be included in the short range transit plans, which are being updated now.**
- **It is also recommended that PRIDE/CTSA track all denials of service by time of day and reason and report this information quarterly to PCTPA.**

Tahoe

12. In Tahoe area, need taxi service that can transport people in motorized wheelchairs.
Placer County contracts with the only Tahoe-area taxi company to provide complementary paratransit service for Tahoe Area Regional Transit (TART). The taxi company has no ramp or lift-equipped vehicles. In the case of someone who cannot travel without a lift or ramp on the vehicle, TART buses are so equipped and will provide curb-to-curb service to those ADA-eligible persons who need it.

Recommendation: This is not an unmet transit need.

- **It is recommended that Placer County consider contracting for lift or ramp equipped complementary paratransit service or providing an appropriately equipped vehicle to the contractor. These alternatives should be considered as part of TART's short range transit plan update, which is currently underway.**

Countywide/Regional

13. Not sure that transit vehicles can accommodate scooters and the new electric wheelchairs. What is the maximum size that the lifts are required to accommodate? Are the transit vehicles properly equipped?

All of the transit and paratransit vehicles operated by public transit in Placer County comply with the ADA's requirements for accommodating wheelchairs and other assistive devices. The Federal funds used to purchase these vehicles require compliance with ADA requirements.

Recommendation: This is not an unmet transit need.

14. Are the lifts available on all vehicles at all times? Rider mentioned that a driver told her that there was no lift available on a vehicle.

In compliance with the Americans with Disabilities Act, a vehicle must not be in service without a working lift. All of the transit operators include lift maintenance in their preventive maintenance programs. If a lift is not operating properly, the vehicle is taken out of service for repairs, and a spare vehicle with a working lift is put into service.

Recommendation: This is not an unmet transit need.

15. Provide stop announcements for those who are visually impaired.

Stop announcements are also a requirement of the ADA, with which all transit operators must be in compliance. If a particular driver is not announcing stops, that fact should be reported to the appropriate transit provider as a customer complaint.

Recommendation: This is not an unmet transit need.

16. In general, schedule enough time along routes to allow for lift deployment and still provide timely service.

This was a general comment from a rider of Roseville Transit. Currently, Roseville is conducting an on-time performance assessment on selected routes where lift usage has recently increased. The results of this assessment will determine whether or not further adjustments need to be made to the schedule to allow extra time for typical lift usage.

Recommendation: This is not an unmet transit need.

SERVICE FREQUENCY

Auburn

17. Additional runs between Lake of the Pines and Auburn. Gold Country Stage Route 5 service is infrequent.

Recommendation: This request is applicable to Nevada County and will be passed along to the Nevada County Transportation Commission for consideration during their unmet transit needs determination process.

Colfax

18. More frequent service to Colfax on PCT. (3)

Two years ago, this service was expanded from operating one round trip three days a week to one round trip daily (Monday through Friday). This is a rural, lifeline type of route deviation service that currently performs at 3% farebox recovery ratio, well below the minimum requirement of 10% in order for expansion of the service to be considered an unmet transit need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Foresthill

19. Additional trips serving Foresthill to allow for commuters and half-day trips as well. Demand from Foresthill is expected to grow as the population grows and as the new high school opens in 2004. (2, Best Step)

The Foresthill route makes one round trip daily between Foresthill and Auburn; it arrives in Auburn at about 9 a.m. and departs at 3 p.m. This too is a rural, lifeline fixed route service that currently performs below the minimum requirement of 10% farebox recovery in order for expansion of the service to be considered an unmet transit need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Rocklin and Loomis

20. The Taylor Road Shuttle that serves Loomis every two hours is insufficient. Need more frequent service (hourly) all along Taylor Road to get to Roseville. (12) The infrequent service requires a day-long bus ride just to get to a medical appointment and back again. Also, the dispatching service provided by CTSA is of poor quality.

See Item 6, above.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Roseville

21. More frequent service on Roseville Transit routes (every 30 minutes) to serve high schools from 3-5 p.m. on weekdays.

In November 2003, Roseville Transit implemented some schedule changes that increased the frequency of service on some routes. Currently, Roseville spends all available Transportation Development Act (TDA) funds on transit. PCTPA's criteria for

identifying a transit need as reasonable to meet specifies that the transit operator cannot be required to spend more than the available TDA funds on expanding transit services. The City will be exploring ways to continue to expand service hours and routes as part of updating its short range transit plan, which is currently underway.

Recommendation: This is an unmet transit need that is not reasonable to meet.

22. Thirty-minute frequency for service departing from the Roseville Civic Center.
The City implemented schedule changes in November 2003 that resulted in increased service frequency at the Civic Center. Routes D and K serve the Civic Center every 30 minutes.

Recommendation: This is not an unmet transit need.

23. More frequent commuter bus service to alleviate overcrowding/standing on buses. (2)
The City of Roseville has continued to expand commuter services as funding has allowed. The City spends all of its available TDA funds on transit. PCTPA's criteria for identifying a transit need as reasonable to meet specifies that the transit operator cannot be required to spend more than the available TDA funds on expanding transit services. The City will continue to explore ways to continue to expand service hours and routes as part of updating its short range transit plan, which is currently underway.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Countywide/Regional

24. Hourly frequency on Saturdays for PCT. This would avoid the lengthy waits when transferring to and from Gold Country Stage. (5)
FY 2002/03 data were used to analyze the impact of hourly Saturday service on the Hwy. 49 Route, the Lincoln/Sierra College Route, and the I-80 Express Route (see Appendix B). The estimated farebox recovery ratio for the three routes would be below the minimum 10% required by PCTPA for consideration as an unmet need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

25. Half-hour frequency on PCT routes. (4)
FY 2002/03 data were used to analyze the impact of expanding to half-hourly service on the Hwy. 49 Route, the Lincoln/Sierra College Route, and the I-80 Express Route (see Appendix B). The estimated farebox recovery ratio for the three routes would be below the minimum 10% required by PCTPA for consideration as an unmet need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Tahoe

26. Expand frequency of TART Truckee-Tahoe City Route to hourly all year between the hours of 6 a.m. and 6:30 p.m. Consider 30 minute frequency during summer and winter peak periods. (TNT-TMA)

In Technical Memo #2 for the TART short range transit plan update, the analysis shows that year-round hourly service on the Truckee-Tahoe City Route would achieve a farebox recovery ratio of 8.8%, below the threshold to be considered an unmet transit need that is reasonable to meet. However, the addition of seasonal hourly service during the winter would result in a farebox recovery ratio of 14.6%, exceeding the 10% minimum required by PCTPA to be considered an unmet transit need that is reasonable to meet. The short range transit plan is still under review by Placer County and the participating regional transportation planning agencies in whose jurisdiction TART operates – PCTPA, TRPA, and NCTC.

Recommendation: The addition of winter season hourly service on TART’s Truckee-Tahoe City Route is an unmet transit need that is reasonable to meet pending approval by Placer County and acceptance by the applicable planning agencies (TRPA, NCTC, and PCTPA) of the updated TART short range transit plan.

SERVICE HOURS

Rocklin and Loomis

27. Increase frequency of fixed route service in Rocklin on Saturdays (to be equal to weekdays) and offer limited service on Sunday so people can get to/from church. Investigate use of taxi subsidy to provide these services.

The analysis in Appendix B shows that expanded weekend service on the Lincoln/Rocklin/Sierra College route would achieve a farebox recovery ratio of about 6%, below the minimum 10% required by PCTPA to be considered an unmet transit need that is reasonable to meet. The option of subsidized taxi services to provide the expanded service hours will be explored as part of the update of short range transit plans (currently underway).

Recommendation: This is an unmet transit need that is not reasonable to meet.

28. More capacity needed on South Placer DAR 7-8:30 a.m. and 4:30-6 p.m. and on Hwy. 49 DAR. (Best Step)

PRIDE, which operates the DAR in South Placer and on Hwy. 49 reports no denials of service between July 1, 2003, and October 31, 2003. Riders may be asked to move their desired pick-up time up to one hour in order to accommodate demand during peak periods. Although this does not represent ideal conditions from the riders' point of view, it is in compliance with the Americans with Disabilities Act.

Recommendation: This is not an unmet transit need.

Auburn

29. Is there DAR service from downtown Auburn to BelAir on Sundays?

Auburn Transit provides deviated fixed route service from downtown to BelAir on Sundays.

Recommendation: This is not an unmet transit need.

30. Extended weekday and Saturday hours for Auburn Transit. (Best Step)

The analysis in Appendix B shows that, with expanded hours on weekdays and Saturdays, Auburn Transit would achieve a farebox recovery ratio of 9%, under the minimum 10% required by PCTPA to be considered an unmet transit need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Colfax

31. Weekend service and an evening bus to Colfax (3).

The analysis in Appendix B shows that, with expanded hours on weekdays and Saturdays, this route would achieve a farebox recovery ratio of 4%, below the minimum 10% required by PCTPA to be considered an unmet transit need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Granite Bay

32. Granite Bay DAR is a wonderful service. “Three cheers for PRIDE and the marvelous bus service”. Person with a disability suggests extending the hours. 10:30 to 3 p.m. is limiting. *Granite Bay DAR is part of South Placer DAR, which now performs at 6% farebox recovery ratio. Adding service hours would be unlikely to improve that performance. A minimum of 10% is required by PCTPA in order to be considered an unmet transit need that is reasonable to meet.*

Recommendation: This is an unmet transit need that is not reasonable to meet.

Lincoln

33. Extended weekday and add Saturday hours for Lincoln Transit. Operate Lincoln Transit seven days a week. (Best Step)
The analysis in Appendix B shows that Lincoln Transit with expanded service hours would achieve a farebox recovery ratio of about 5%, less than the minimum 10% required by PCTPA to be considered an unmet need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Roseville

The City of Roseville currently uses all available TDA funds to provide public transportation in the City and for commuters to Sacramento. PCTPA’s unmet needs criteria specify that a jurisdiction cannot be required to spend more funds than it has available for transit service. However, the requests for expanded service hours, shown below, will be passed along to the City for consideration as they update their short range transit plan in 2004.

Recommendation: The requests for additional service hours in Roseville, shown below, are unmet transit needs that are not reasonable to meet.

34. Extended weekday and Saturday hours for Roseville Transit. (Best Step)
35. Longer hours for Roseville Transit on weekends. (2)
36. Longer hours for Roseville Transit on weekdays. Specifically, extend hours on Routes A and B to 10:00 p.m. to allow retail workers to get home from work.
37. Offer fixed route service on Sundays in Roseville. (6)
38. Later commuter bus run between Sacramento and Roseville to accommodate flexible hours. (2)
39. Start Route R earlier to employees can get to PRIDE at 7:30 a.m. rather than 7:45 a.m.

40. Provide more flexible commuter service hours on holidays to reflect variation in working hours. (2)

41. Expand Route R to operate all day long (rather than peak only).

Tahoe

42. Later hours for TART service to Squaw Creek and Squaw Valley during summer.

Technical Memorandum#2 for TART's short range transit plan shows that extended evening hours (winter only) on the Truckee-Tahoe City route would perform at 10.6% farebox recovery ratio, just meeting the minimum in order to be considered by PCTPA as an unmet transit need that is reasonable to meet. However, the draft plan recommends that evening service to Squaw Valley be provided by the Trolley, which is funded by the local employers and resorts. The short range transit plan is still under review by Placer County and the participating regional transportation planning agencies in whose jurisdiction TART operates – PCTPA, TRPA, and NCTC.

Recommendation: Evening service to Squaw Creek and Squaw Valley (either via TART or the Trolley program during peak periods) is an unmet transit need that is reasonable to meet pending approval by Placer County and acceptance by the applicable planning agencies of TART's updated short range transit plan.

Countywide/Regional

43. Some service on Sundays on PCT routes in Auburn, Rocklin, and connecting to Roseville and Lincoln. (10)

44. Extended weekday morning and evening hours and longer hours (earlier and later) on Saturdays for PCT routes and DAR.(13, Best Step)

For items 43 and 44, the analysis in Appendix B shows that, with expanded hours on weekdays and weekends, the three PCT routes would not meet the 10% farebox recovery required by PCTPA to be considered an unmet transit need that is reasonable to meet.

Recommendation: These are unmet transit needs that are not reasonable to meet.

45. Expand service hours (if needed) to provide connecting bus service to Capitol Corridor stations on weekends.

The service hours of Roseville Transit and Placer County Transit currently include the hours of service of the Capitol Corridor in Placer County.

Recommendation: This is not an unmet transit need.

NEW ROUTES

Rocklin and Loomis

46. New route in Rocklin to serve the area along Stanford Ranch Road and the high schools – requested by teachers and parents. Route is needed to improve mobility and access to community. (9)

Currently, the PCT route that serves Rocklin performs significantly below the minimum 10% farebox recovery that is required by PCTPA in order to be considered an unmet transit need that is reasonable to meet. Expanding the service area of this route would be premature given the current performance; however, expansion may be an option to consider during the current effort to update the PCT short range transit plan.

Recommendation: This is an unmet transit need that is not reasonable to meet.

- **It is recommended that the City of Rocklin and PCT consider expanding Rocklin's transit service area.**

47. Modify PCT Lincoln/Rocklin/Sierra College route to serve Thunder Valley Casino. (4, Best Step)

Transit service is currently available via Lincoln Transit. However, Placer County is currently working with the casino to execute an agreement to operate the service. When PCT begins serving the casino on its route, Lincoln Transit will discontinue service.

Recommendation: This is not an unmet transit need.

Granite Bay

48. Residents in the area of Horseshoe Bar Road and North Lakeshore Blvd. would like transportation to Life Center at Brace and Horseshoe Bar and to shopping areas and medical facilities in Roseville, Auburn, and Loomis.

49. Service to Granite Bay via Auburn-Folsom Road.

Items #48 and 49 would likely involve expansion of the Granite Bay DAR service, which is part of South Placer DAR. South Placer DAR now performs below the minimum 10% farebox recovery required by PCTPA to be considered an unmet transit need that is reasonable to meet. PCTA may wish to monitor performance of this route, and, if it improves, may consider service expansion in the future.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Roseville

The City of Roseville currently uses all available TDA funds to provide public transportation in the City and for commuters to Sacramento. PCTPA's unmet needs criteria specify that a jurisdiction cannot be required to spend more funds than it has available for transit service. However, the requests for new routes, shown below, will be passed along to the City for consideration as it updates its short range transit plan in 2004.

Recommendation: These are unmet transit needs that are not reasonable to meet.

50. Bus to Oakmont High. (3)
51. Add a route along Junction going towards Fiddymont Road (commuter service too). Nearest stop is one mile at Heritage Oaks. (3)
52. Add service to Junction and Baseline.
53. Add service to Stone Canyon Drive (senior housing). (3)
54. Transit service to Placer County Welfare on Stonehouse Court.
55. Bus route on Church Street in Roseville.
56. Commuter service to McClellan Business Park (starting early 2004).
57. Commuter service between Natomas Park and Riverside in Roseville.
58. Service to Thunder Valley Casino. (3)
59. Provide transit service to the Sacramento airport.

Sheridan

60. Provide some level of transit service to Sheridan. (Sheridan MAC)
The analysis in Appendix B shows that a new route to Sheridan, operated by Lincoln Transit, would provide a farebox recovery ratio of about 6%, below the minimum 10% required by PCTPA to be considered an unmet transit need that is reasonable to meet.

Recommendation: This is an unmet transit need that is not reasonable to meet.

Tahoe

61. Establish new TART route along Hwy. 267 connecting Northstar and Kings Beach. This route would extend the route operated by the Truckee Trolley to Northstar.
Technical Memorandum #2 for the TART short range transit plan update indicates that there are several one-bus alternatives for providing service on Hwy. 267 that would meet or exceed the minimum farebox recovery ratio requirement of 10%. There is also an alternative for a combined Hwy. 89 and Hwy. 267 service that would meet or exceed the farebox recovery minimum required by PCTPA to be considered an unmet transit need that is reasonable to meet.

Recommendation: Service on Hwy. 267 via a new or combined route that connects Northstar and Kings Beach, is an unmet transit need that is reasonable to meet pending adoption by Placer County and acceptance by PCTPA, NCTC, and TRPA of TART's updated short range transit plan.

62. Commuter bus service between Reno, Truckee, and North Lake Tahoe.
See Item 8, above.

Countywide/Regional

63. Feeder bus to Sac RT light rail station in Folsom on Auburn-Folsom Road connecting people who live in Auburn and Loomis to light rail during peak times for commuters.

64. New route for commuters between Roseville and Rancho Cordova and/or Sierra College and planned light rail station on Hazel. (2)

Items 63 and 64 refer to service needed to future light rail stations. PCT currently provides service that connects to the existing light rail station at Watt and I-80. Connections to future light rail stations will be explored as the transit operators periodically update their short range transit plans.

Recommendation: These are not currently unmet transit needs.

65. Commuter route from Colfax, Rocklin to downtown Sacramento. (2)

Commuter bus service from Colfax, with stops along I-80 including Rocklin, is planned for implementation as a demonstration, funded with CMAQ funds, in Spring 2004.

Recommendation: This is not an unmet transit need.

66. Develop and implement regular bus route or bus rapid transit between Galleria, Sunrise, and Folsom.

The City of Roseville's short range transit plan, which is currently being updated, recommends that the City consider providing a transit link to the Folsom light rail station when it opens for public use. That station may be operational sometime in 2004; thus, the City is including an analysis of service options for this corridor in its short range transit plan update. That analysis will show whether or not such service will meet the PCTPA's criteria for consideration as an unmet transit need that is reasonable to meet.

Recommendation: This is not an unmet transit need at this time.

RAIL

67. Expand Capitol Corridor service to/from Placer County and implement Regional (commuter) Rail service between Auburn and Oakland.

The Capitol Corridor is currently spending all available funds on rail and feeder bus services in this corridor. Expansion of the service in Placer County will be possible with construction of some track capacity improvements in the UPRR's Roseville freight yard. The Regional Rail service is currently undergoing modeling and development of an implementation plan. Funding to operate Regional Rail is not yet available.

Recommendation: These are unmet transit needs that are not reasonable to meet.

OTHER REQUESTS

The following requests do not meet the PCTPA definition of an unmet transit need. However, these improvements, if implemented, could contribute to improved customer service, increased ridership, convenience, safety, and comfort. Therefore, they are included here as valued customer input regarding existing transit services.

TRAFFIC/PEDESTRIAN SAFETY

Rocklin

Crossing Five Star and Stanford Ranch to get to shopping destinations is dangerous for pedestrians. Free-right-turners do not look, and the light changes before pedestrians have reached the other side of the street.

There is a need for a signal light at Santa Fe and Park due to increasing traffic and hazardous conditions.

CUSTOMER SERVICE

CTSA/PRIDE

CTSA dispatching is not reliable in responding to inquiries about service, or, showing up to pick up and drop off passengers.

CTSA does not notify rider of scheduling changes in order for her to make other arrangements. As a result, she has missed medical appointments. Scheduling and confirmation process is unreliable and confusing. Also, drivers make inappropriate and sometimes embarrassing comments about rider's disability.

In Auburn area, CTSA will not schedule trips, which are outside the Hwy. 49 Dial-a-ride area, until the day before. This makes it difficult to schedule medical appointments with any sort of assurance that one will be able to get there. Dial-a-ride trips can be scheduled up to two weeks in advance. Don't understand the inconsistency. Is it due to lack of drivers/vehicles?

Customers expressed that they have been left off the schedule and/or stranded by CTSA without a ride numerous times when needing to get to school, work etc. These riders expressed that they had also been provided poor customer service and encountered employees who were not courteous. Similar comment from a professor at Sierra College regarding experiences of other students. (3)

PRIDE buses have a very rough, bumpy ride. (2)

Lincoln Transit

The following comments were noted at the Lincoln Unmet Transit Needs Workshop, which was held at Sun City Lincoln Hills and was attended by 35 concerned citizens:

Route change in Lincoln has resulted in riders being passed up at existing stops/shelters, which are no longer served. Need to modify route to serve posted stops.

Lincoln riders have experienced problems with Dial-a-ride reliability.

There is a general frustration on the part of Lincoln Transit riders with the lack of dependable transit services within their community and to adjacent areas where they need to travel in Roseville.

There is a need for a minimum level of reliable transit service to get steadily increasing ridership (“chicken and egg” problem).

Lincoln Transit routes and Dial-a-ride sometimes conflict causing a missed run on the fixed route. This leaves riders stranded at bus stops.

Placer County Transit (PCT)

PCT drivers on I-80 route do a great job.

Better communication with riders when there’s a delay and/or a bus breaks down.

Provide a map/schedule that includes Sac RT light rail information.

PCT I-80 Express often runs late on Friday afternoons.

Train drivers on weekends so training doesn’t delay weekday riders who need to get to work.

Roseville Transit

Roseville Transit actually works really well. I can get anywhere in Roseville in about an hour.

No air conditioning on old Neoplan buses on Roseville commuter routes on hot September days.
(2) If this happens, riders should get free-ride coupon.

Roseville Commuter bus drivers should be allowed to take alternate routes when there are delays on freeways. (3)

Develop and implement plan for alternate route when there is a need for detour. Would reduce confusion on the part of riders.

Countywide/Regional

Regional trip planning and coordination for all transportation services using a toll-free number, a website, and a TDD line with multi-lingual capability. (Best Step)

Consolidate public transportation under one transit authority. Current structure is not adequate. Placer would be in a better position to influence regional planning.

Improve regional coordination to make traveling seamless for riders.

MARKETING

Countywide/Regional

There is a need to improved marketing of transit (e.g., post fliers in appropriate locations, advertise in local newspapers, disseminate transit information in utility bills).

Using transit is confusing. A mobility training, ambassador, or bus buddy program and/or a program designed to “bring the bus to you” to introduce people to using the bus would help overcome uncertainties about taking the bus. (Best Step)

Provide transit information and dispatching in both English and Spanish. (Best Step)

SHELTERS/BUS STOPS

Lincoln Transit

The shelter at the Transfer Point in Lincoln was removed to allow for improvements, but it has been gone for 14 weeks and no temporary bench or shelter has been provided. *City staff noted that the shelter has been installed.*

Need more Lincoln Transit bus stops on Del Webb Blvd. and other key streets in Sun City Lincoln Hills. *City staff noted that they are awaiting completion of construction within Sun City.*

Having the PCT bus stop at Sun City Lincoln Hills would make traveling to Roseville/Rocklin must easier and take less time. Is this possible?

Placer County Transit

Desperate need for a shelter and a bench for PCT passengers at the Sac RT light rail station.

Additional bus stops/shelters are needed in Rocklin.

Add bus stop at Dry Creek Road and Highway 49 in Auburn. *There is a bus stop on the southwest corner. PCT bus also stops at the Recreation Center on Dry Creek.*

Need bus stops at Target, Pak’n Save, and Grocery Outlet in Auburn. (3) *PCT bus will begin stopping at Target on January 1, 2004.*

Stop closer to Chapa-De in Auburn.

Would like PCT bus to stop at Albertson’s Shopping Center on Elm in Auburn.

Bus stops in the area of Staples in Auburn are inconvenient.

Relocate the Auburn Transfer Center from Elders Station to the Auburn Multimodal Center on Nevada Street.

Roseville Transit

More bus stops and benches at stops in Roseville.

Additional stops on E Route in Roseville near Eureka and Douglas.

Add a commuter stop at I and 14th in downtown Sacramento for Federal, Caltrans, and Dept. of Justice employees.

Provide a shelter on Douglas at Sizzler/Raley's shopping center.

Add stops closer to DMV at 24th and Broadway in Sacramento.

Countywide/Regional

Post schedules at each bus stop.

TRANSIT FARES/PASSES

There is a need for consistent fares and, ideally, universally recognized passes and ADA identification among the area transit operators. Some entities take transfers, and others don't making travel of any distance difficult. ADA identification from one transit provider must be recognized by others by law. (26)

Year-round student passes.

Monthly pass on PCT. (Best Step)

Provide for a one-day grace period on monthly passes to allow passengers to receive checks and purchase passes.

ROUTES/TRANSFERRING

Auburn

Rider misses connection between PCT I-80 route and Highway 49 route regularly.

Direct service on PCT to Raley's on Foresthill Road (instead of transferring to Auburn Transit).

PCT Hwy. 49 Route riders going north can leave the BelAir Shopping Center every 30 minutes, but riders going south from the K-Mart shopping center have to wait for one hour. This requires either a long wait or quite a bit of walking while carrying packages. Rider requests that PCT turn left at Bell Road into K-Mart and pick at Rite-Aid, proceed toward BelAir, and turn right at Willow-Sierra.

Granite Bay

Would like to get from Granite Bay to Sierra College without having to take DAR plus three route buses.

Lincoln

Long wait (30-45 minutes) at Lincoln Transfer Point to make cross-town connections or to make connection from Lincoln Transit to Placer County Transit. Very inconvenient for riders, and prohibits those with disabilities or frail elderly from being able to ride. Dial-a-ride in Lincoln perceived as unreliable based on rider experiences with it. This results in Lincoln residents feeling isolated, without a reliable source of transportation. (35)

Rocklin and Loomis

Could the PCT I-80 Express route make a stop in Loomis?

Takes too long to get from Loomis/Penryn to Roseville.

Allow Taylor Road Shuttle to deviate to Safeway in Rocklin. It would add fares and doesn't impact schedule.

Roseville

Rider uses PCT I-80 route to connect to M route in Roseville, but usually misses connection at Galleria and must wait.

Separate Roseville Transit's A and B to reduce stress on drivers and passengers.

Have one or two places where the buses transfer instead of transferring to different buses at different stops.

Roseville Commuter routes' timing causes commuters who work in the middle of the downtown route to have to work a compressed schedule and puts strain on selected commuter runs.

Roseville connection with PCT is consistently difficult. Not sure why.

The November 1st schedule change on Roseville Transit is making connections to PCT at Galleria difficult to nearly impossible on the A route. This route is scheduled to arrive at the Galleria at 28 minutes after the hour in order to meet the PCT bus. However, the A route is consistently late, and, even though the PCT bus will hold for five minutes, that is not sufficient time to be able to consistently make the connection. Missing the connection results in 45-55 minute waits. Waiting at the Galleria is problematic. There are shelters, but restrooms are quite a significant distance away. Winter weather also exacerbates the situation. (2)

'Straight' route from Roseville to the DeWitt Center.

Tahoe

More timely transfers between Truckee Trolley and TART.

APPENDIX B DATA ANALYSIS

ANALYSIS FOR HOURLY SATURDAY SERVICE

Assumptions: Hourly frequency on Hwy. 49 Shuttle, I-80 Express, and Lincoln/Sierra College Route

Expanded service hours on Saturday on Hwy. 49 Shuttle

Variable							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
8.5	350	\$ 46	\$ 16,100	2,975	\$ 0.54	\$ 1,607	10%

Existing Hwy. 49 Route (Saturday + Weekday)

Fully Alloc.							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
12.27	5,963	\$ 63	\$ 373,343	73,166	\$ 0.54	\$ 39,510	11%

Existing Hwy. 49 Route plus Hourly Saturday Service

Operating							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
12.1	6,313	\$ 62	\$ 389,443	76,141	\$ 0.54	\$ 41,116	11%

Expanded service hours on Saturday on I-80 Express

Variable							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
8.9	520	\$ 46	\$ 23,920	4,638	\$ 0.54	\$ 2,505	10%

Existing I-80 Express Route (Saturday + Weekday)

Fully Alloc.							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.17	8607	\$ 77	\$ 666,354	96,140	\$ 0.54	\$ 51,916	8%

Existing I-80 Express Route plus Hourly Saturday Service

Operating							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.0	9,127	\$ 76	\$ 690,274	100,779	\$ 0.54	\$ 54,420	8%

Expanded service hours on Saturday on Lincoln/Sierra College Route

Variable							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	350	\$ 46	\$ 16,100	2,391	\$ 0.54	\$ 1,291	8%

Existing Lincoln/Sierra College Route (Saturday + Weekday)

Fully Alloc.							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	7077	\$ 68	\$ 481,236	48,336	\$ 0.54	\$ 26,101	5%

Existing Lincoln/Sierra College Route plus Hourly Saturday Service

Operating							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	7,427	\$ 67	\$ 497,336	50,726	\$ 0.54	\$ 27,392	6%

All Three Routes with Hourly Saturday Service

Operating							
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
10.0	22,867	\$ 69	\$ 1,577,053	227,646	\$ 0.54	\$ 122,929	8%

ANALYSIS FOR HALF-HOURLY SERVICE ON PCT ROUTES

Assumptions: Hourly frequency on Hwy. 49 Shuttle, I-80 Express, and Lincoln/Sierra College Route

Expanded service hours on Hwy. 49 Route

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
12.27	5,963	\$ 46	\$ 274,298	73,166	\$ 0.54	\$ 39,510	14%

Existing Hwy. 49 Route (Saturday + Weekday)

Fully Alloc.

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
12.27	5,963	\$ 63	\$ 373,343	73,166	\$ 0.54	\$ 39,510	11%

Half-hourly service on Hwy. 49 Route

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
12.3	11,926	\$ 54	\$ 647,641	146,332	\$ 0.54	\$ 79,019	12%

Expanded service hours on I-80 Express Route

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.17	8607	\$ 46	\$ 395,922	96,140	\$ 0.54	\$ 51,916	13%

Existing I-80 Express Route (Saturday + Weekday)

Fully Alloc.

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.17	8607	\$ 77	\$ 666,354	96,140	\$ 0.54	\$ 51,916	8%

Half-hourly service on I-80 Express Route

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.2	17,214	\$ 62	\$ 1,062,276	192,280	\$ 0.54	\$ 103,831	10%

Expanded service hours on Lincoln/Sierra College Route

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	7077	\$ 46	\$ 325,542	48,336	\$ 0.54	\$ 26,101	8%

Existing Lincoln/Sierra College Route (Saturday + Weekday)

Fully Alloc.

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	7077	\$ 68	\$ 481,236	48,336	\$ 0.54	\$ 26,101	5%

Half-hourly service on Lincoln/Sierra College Route

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	14,154	\$ 57	\$ 806,778	96,672	\$ 0.54	\$ 52,203	6%

All three routes with half-hourly service

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
10.1	43,294	\$ 58	\$ 2,516,695	435,284	\$ 0.54	\$ 235,053	9%

**ANALYSIS FOR EXPANDED SERVICE HOURS ON I-80 EXPRESS,
LINCOLN/SIERRA COLLEGE, COLFAX/ALTA, AND HWY 49 SHUTTLE**

Assumptions: Add four hours on weekdays and Saturdays and six hours on Sundays on these routes.
On Colfax/Alta Route, add all day Saturday service plus four hours on weekdays plus six hours on Sundays.
Productivity during weekday and Saturday early morning and late evening service hours will be 30% less than average for route.

Productivity on Sundays will be 50% of existing performance for that route.

Expanded Sunday service on Hwy. 49 Shuttle

Variable							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.5	300	\$ 46	\$ 13,800	1,950	\$ 0.54	\$ 1,053	8%

Expanded weekday and Saturday service hours on Hwy. 49 Shuttle

Variable							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
9	1208	\$ 46	\$ 55,568	10,872	\$ 0.54	\$ 5,871	11%

Existing Hwy. 49 Route (Saturday + Weekday)

Fully Alloc.							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
12.27	5,963	\$ 63	\$ 373,343	73,166	\$ 0.54	\$ 39,510	11%

**Existing Hwy. 49 Route plus Four Additional Service Hours on Weekdays & Sat.
and Six Hours on Sundays**

Operating							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.5	7,471	\$ 59	442,711	85,988	\$ 0.54	46,434	10%

Expanded Sunday service on I-80 Express

Variable							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
5.5	300	\$ 46	\$ 13,800	1,650	\$ 0.54	\$ 891	6%

Expanded weekday and Saturday service hours on I-80 Express

Variable							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
7.82	1208	\$ 46	\$ 55,568	9,445	\$ 0.54	\$ 5,100	9%

Existing I-80 Express Route (Saturday + Weekday)

Fully Alloc.							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
11.17	8607	\$ 77	\$ 666,354	96,140	\$ 0.54	\$ 51,916	8%

**Existing I-80 Express Route plus Four Additional Service Hours on Weekdays & Sat.
and Six Hours on Sundays**

Operating							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
10.6	10,115	\$ 73	735,722	107,236	\$ 0.54	57,907	8%

Expanded Sunday service on Lincoln/Sierra College Route

Variable							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
2.5	300	\$ 46	\$ 13,800	750	\$ 0.54	\$ 405	3%

Expanded weekday and Saturday service hours on Lincoln/Sierra College Route

Variable							
Psgs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
4.8	1208	\$ 46	\$ 55,568	5,767	\$ 0.54	\$ 3,114	6%

Existing Lincoln/Sierra College Route (Saturday + Weekday)

Fully Alloc.

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.8	7077	\$ 68	\$ 481,236	48,265	\$ 0.54	\$ 26,063	5%

Existing Lincoln/Sierra College Route plus Four Additional Service Hours on Weekdays and Saturdays and Six Hours on Sundays

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
6.4	8,585	\$ 64	550,604	54,782	\$ 0.54	29,582	5%

Expanded Sunday service on Colfax/Alta Route

Variable

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
2	300	\$ 46	\$ 13,800	600	\$ 0.54	\$ 324	2%

Expanded weekday and Saturday service hours on Colfax/Alta Route

Variable

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
2.8	1600	\$ 46	\$ 73,600	4,402	\$ 0.54	\$ 2,377	3%

Existing Colfax/Alta Route (Weekdays only)

Fully Alloc.

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
3.9	2024	\$ 65	\$ 132,491	7,954	\$ 0.54	\$ 4,295	3%

Existing Colfax/Alta Route plus Four Additional Service Hours on Weekdays and Saturdays and Six Hours on Sundays

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
3.3	3,924	\$ 56	219,891	12,956	\$ 0.54	6,996	3%

All Four Routes with Four Additional Service Hours on Weekdays and Saturdays and Six Hours on Sundays

Operating

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio
8.7	30,095	\$ 65	1,948,928	260,962	\$ 0.54	140,919	7%

ANALYSIS FOR SERVICE FROM SHERIDAN TO LINCOLN

Assumptions: Two round trips daily; Monday - Friday. Productivity 3 psgrs/hour.
 Bus would stop at Lincoln airport and at 3rd and F Streets in Lincoln.

		Variable						
Tot. Psgrs	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
1,500	500	\$ 35	\$ 17,500	1,500	\$ 0.65	\$ 975	6%	

ANALYSIS FOR EXPANSION OF LINCOLN TRANSIT SERVICE HOURS TO INCLUDE SATURDAY AND SUNDAY AND ADDITIONAL WEEKDAY HOURS

Assumptions: One Dial-a-Ride vehicle operating on demand response basis on Sat. and Sun.
 Extended hour service productivity 3 psgrs/hour.
 Two vehicles operating an additional three hours on weekdays and one vehicle on Sat. and Sun for 8 hrs.
Weekend Service

		Variable						
Tot. Psgrs	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
6,900	2,300	\$ 35	\$ 80,500	6,900	\$ 0.65	\$ 4,485	6%	

Existing Lincoln Transit Service

Fully Alloc.								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
5.8	4,457	\$ 85	\$ 378,845	25,877	\$ 0.65	\$ 16,820	4%	

Expanded Lincoln Transit Service on weekdays with Dial-a-Ride on Weekends

Operating								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
4.9	6,757	\$ 68	459,345	32,777	\$ 0.65	21,305	5%	

ANALYSIS OF EXPANDED WEEKDAY & EVENING HOURS ON AUBURN TRANSIT

Assumptions: Add two vehicles operating an additional four hours on weekdays and Saturdays.
 Productivity during weekday and Saturday early morning and late evening service hours will be 30% less than average for route.

Expanded weekday and Saturday service hours on Auburn Transit

Variable								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
4.7	3200	\$ 38	\$ 121,600	15,098	\$ 0.56	\$ 8,455	7%	

Existing Auburn Transit service

Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
6.7	5490	\$ 40	\$ 219,600	37,003	\$ 0.56	\$ 20,721	9%	

Auburn Transit service with expanded weekday and Saturday hours

Operating								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
6.0	8,690	\$ 39	341,200	52,100	\$ 0.56	29,176	9%	

EXPANDED SERVICE HRS. ON COLFAX/ALTA ROUTE (3 HRS WKDYS; 8 HRS SAT)

Expanded weekday & Saturday service hours on Colfax/Alta Route

Variable								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
3.9	1150	\$ 46	\$ 52,900	4,520	\$ 0.54	\$ 2,441	5%	

Existing Colfax/Alta Route (Weekdays only)

Fully Alloc.								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
3.9	2024	\$ 65	\$ 132,491	7,954	\$ 0.54	\$ 4,295	3%	

Existing Colfax/Alta Route plus Four Additional Service Hours on Weekdays and Saturdays and Six Hours on Sundays

Operating								
Psgrs/Hr	Veh Hrs	Cost/Hr	Oper. Cost	Ridership	Fare/Psgr	Farebox	Fare Ratio	
3.9	3,174	\$ 58	185,391	12,474	\$ 0.54	6,736	4%	

CITY OF LINCOLN

OFFICE- Transit Department



TELEPHONE 645-3314

511 5TH STREET - LINCOLN, CALIFORNIA 95648

BUS DRIVERS

RULES AND PROCEDURES

Every employee is strongly encouraged to carefully read this document. This is one way that the Lincoln Transit Department can make clear to you, the bus driver, how to do the best job possible. You, the bus driver, more than any other member of the transit service are responsible for the quality of service and reputation of the transit system. You also have rights, obligations, and privileges under the City of Lincoln's Personnel Rules and Regulations. Please feel free to contact the Personnel Officer at 645-3314. I sincerely wish you a rewarding career with the City of Lincoln's Transit Department.

RODNEY CAMPBELL, DIRECTOR
LINCOLN TRANSIT DEPARTMENT

3/23/87

Attachment D

BUS DRIVERS

Working as a bus driver for the Lincoln Transit Department requires common sense, ability to deal with the public, and good driving habits. Perception of the bus system by passengers is formed to a large extent by the attitude and conduct of the driver. Drivers are the "front line" representatives of the transit system, and therefore, are responsible to conduct themselves in a professional and courteous manner at all times.

BASIC REQUIREMENTS

In addition to the requirements specified in the following sections, all bus drivers are required to maintain a Class Two driver license and medical certificate by passing a physical examination given by a licensed physician every two years. During the physical examination, all drivers will be tested for drugs.

TRAINING REQUIREMENTS

Probationary Period: All drivers will be required to satisfactorily complete 12 months probationary period of employment to determine his/her fitness for the position.

Training: All required instruction and training must be given by or under the direction of Transit Department personnel so authorized by the Director. All drivers must successfully complete a minimum of 15 hours of behind the wheel training. The minimum amount of training time will be compensated time at the driver's starting pay scale. Additional training and compensation may be approved at the discretion of the Director. All drivers are required to complete a course in cardiopulmonary resuscitation within the first 12 months of employment and to renew their certification on a regular basis. The Transit Department will reimburse all drivers for the cost of certification and recertification.

HOURS

- (A) The driver of a bus must not drive more than ten (10) hours within a work period or drive after having been on-duty for 16 hours. (Driving hours and on-duty status is the time a driver first reports for duty and the time the driver is completely relieved of all duties and permitted to go off-duty for eight (8) consecutive hours.)
- (B) Exceptions: The following are exceptions to the hours specified in Subsection (A):

1. Adverse Conditions. A driver may be permitted or required to drive for more than the regulated hours if the excess hours are due to snow, sleet, fog, or other adverse conditions of weather, road, or traffic. This extended driving period is permitted even though the adverse conditions were known before the trip began.
2. Emergencies. In the event of a traffic accident, medical emergency, or disaster, a driver may complete the trip if the trip could reasonably have been completed under normal conditions without exceeding the regulated hours.
3. Relief Point. Drivers may exceed their regulated hours in order to reach a regularly established relief point, provided the additional time used does not exceed one hour.

BASIC RULES AND PROCEDURES

The single most important rule to remember is safety! This requires that a bus be thoroughly checked before taking it out, defects reported in writing, and safe driving habits on the part of drivers.

(A) Bus Checkout and Inspection

All drivers must complete both a vehicle checklist sheet and daily report (see Appendix). All vehicle checklist sheets must be filed with the City Mechanic. Whenever a bus is checked out or checked in, the following items always need to be noted on the appropriate form:

1. Bus number and date.
2. Driver's name.
3. Mileage on odometer.
4. Amount of fuel used.
5. Amount of oil added.

Fluid levels should always be checked daily as should the operation of all essential items. Never overlook any of these areas as the safety of passengers and you may depend on it.

1. Oil level - if low, add oil.
2. Water level - if low, add water.

3. Tires - pressure and conditions, if low, add air.
4. Horn.
5. Windshield wipers.
6. Steering
7. Emergency brake.
8. Service brakes.
9. Brake lights.
10. Headlights.
11. Turn signals.
12. Mirrors
13. Presence of first aid kit. Make sure kit has required supplies.
14. Fire extinguisher - check charge.
15. Reflectors and flares.
16. Pulley belts.

Always record accurately mileage and fuel consumed by the bus; this data is essential for our records and evaluation of service.

BUS CLEANING AND FUELING

Part of the duties of a Lincoln Transit driver is to keep the interiors of the buses clean and to keep the buses fueled. An adequate period is allowed at the beginning and end of each day for daily cleaning and fueling. Please keep the windows clean, inside and out. Daily cleaning at the end of a day includes securing all windows, sweeping out the vehicle thoroughly, fueling, and closing the doors. Out of courtesy for the next driver and your passengers, never start a shift with a dirty vehicle and never leave vehicle dirty at the end of a shift. Occasionally you will be assigned to clean and wash buses on a rotational basis.

PICK-UPS/BUS STOPS

(A) Route

It is mandatory that you go past the designated stops on the assigned route. Patrons may be waiting at these stops, or passengers already on the bus may desire to be let off. Also, never leave a stop early.

(B) Exceptions

1. If the bus is full and cannot accommodate any more patrons.
2. You receive instructions or permission to travel by a different route if necessary. (Such instances are extremely rare.)

As the customer boards the bus, you should be sure of his/her destination.

(C) Bus Stops

We prefer that all patrons be picked up and let off at designated stops. However, we do occasionally accept flag stops in certain situations, such as elderly and disabled passengers or patrons who do not know where a stop is located. As for passengers not knowing of location of stop, pick them up at a flag stop and instruct them of where and when they can catch the bus in the future. If they continue to abuse the system, let the Director know. You may receive instructions to pass them should their conduct adversely affect the schedule.

(D) Customer Boarding

The bus should not wait for more than a minute or two at a pick-up location if the passenger is not ready to get on the bus. Customers should be in front of the stop ready to board. Other passengers and pick-ups may be unduly delayed. All passengers boarding the bus must have the correct fare or show a current pass; we are unable to make change.

(E) "Public Service"

If you see an accident, dead animal, fire, or any other emergency, please report it to the dispatcher so proper authorities may be notified.

(F) Tally Sheets

A complete accurate tally sheet is essential for our records (see Appendix). You should accurately record boarding passengers by fare or passes (adult, seniors, students, or commuters) according to the route you are driving. As a customer is picked up, a check should be made on the pick-up sheet. Do not total the tally sheets until the end of the run.

(G) Fares and Money-Handling

The most important aspect of fares and money is HONESTY! Pocketing or skimming of fares is grounds for immediate dismissal. DO NOT DO IT.

You are responsible for the money on your bus. By all means, keep the farebox locked.

At the end of your run, the farebox should be brought in to the Utility Department. The Clerk in the Utility Department will count all revenues.

Drivers on the McClellan Commuter Route have provided the service of picking up monthly passes for riders who have difficulty coming into the office during work hours. Any money given a driver for a monthly pass cannot be accepted by a driver unless it is in the form of a check made payable to the "City of Lincoln." All cash and checks must be folded and placed into the farebox. Drivers should never keep such checks on their person in order to avoid losing or misplacing them. Any checks received should be turned into the Utility Department either at the end of the early morning route or at the end of the day.

DRIVING HABITS

Safe and proper driving habits are necessary of all bus drivers. Common sense and courtesy are the hallmarks of all competent drivers and leave impressions about the service on patrons and non-patrons alike. All drivers are required to be familiar with and obey the California Motor Vehicle Code.

General rules of the road are outlined below:

1. Drive defensively - be alert - be aware of traffic conditions. The reasons for this are self-explanatory: The safety of your passengers and you depend on it. Anticipate traffic conditions.

2. Be prepared to stop at any time. Unfortunately, Sacramento and Placer County seems to have more than its fair share of erratic drivers. Many times they may abruptly slow down or stop in front of you. Be alert; particularly when traveling on State Highway 65 and Interstate 80.
3. Drive the bus in a smooth manner when accelerating and braking. Remember, a bus or van is NOT a sports car, and smooth operation is essential for passengers comfort and safety (particularly if you have people standing).

When making a stop, do so smoothly; and pull back into traffic as smooth as possible. Safely stop so that the entrance door is near to where the patrons are standing. Passengers appreciate it when they can just step into the bus and not have to walk long distances. Boarding time is also reduced.

When picking up passengers, wait until they are seated before pulling away.

4. Do not exceed the posted speed limit on roads and streets. The speed limit is posted at a given speed for reasons of safety. Buses are not as maneuverable as an automobile. Also, do not exceed 55 MPH, since this is the maximum legal speed limit.
5. Riding the brake is a very bad and potentially dangerous practice. It wears out brake linings prematurely reducing the capability of the braking system when you may really need it in an emergency.
6. In rainy weather or icy conditions, be particularly aware of rapidly changing weather and traffic conditions. The stopping distance of a bus increases about 3-fold on wet or icy pavement. Extreme care is necessary under such circumstances.
7. For the safety of passengers, it is advisable to avoid excessive talking, PARTICULARLY if it reduces your driving concentration. Management understands the "courtesy" function of small talk with passengers, but the compromise of a driver's concentration is not acceptable. It is understood some individuals are capable of talking and safely driving a bus at the same time, but most cannot. Please use discretion.
8. Conduct yourself in a professional manner while on duty. No roughhousing, honking at your friends, or using obscene language or gestures is permitted. Such conduct will not be tolerated. We are attempting to project a positive public image; such conduct does not add to our image in the eyes of the public. Remember, the public is always watching.

Keep both of your hands on the wheel as much as possible. It is easier to control the bus with two hands rather than one. Also, many of our passengers feel more secure when the driver has both hands on the wheel. No objects are to be held (example: food or drink) or consumed while the bus is in motion.

10. Alcohol, Drugs, Narcotics. Drivers on duty must not have in their possession, nor be under the influence of alcoholic beverages, narcotics, or drugs. To be "under the influence" you are subject to immediate suspension and/or dismissal.
11. Smoking. Smoking is not permitted while a vehicle is in service.
12. Use of Vehicles. While on duty, drivers are not permitted to make personal stops with City vehicles at their home. All rest stops must be made at City facilities.
13. Watch your turning radius. Buses are not cars and cannot "turn on a dime." Do not be a curb jumper.
14. Use seat belts for your protection, it is mandatory.
15. At railroad crossing, come to a complete stop as far as possible to the right. A transit bus carrying passengers must stop not less than fifteen (15) feet from the nearest rail of the track and the bus must be parallel to and as close as practical to the appropriate edge of the highway, and while so stopped must listen and look in both directions along the track for any approaching train and must not proceed until this can be done safely. Exceptions: Tracks that are distinctively posted by the Public Utilities Commission as "Exempt" (e.g., spurtracks).
16. Adhere to Route Schedule. Do not deviate from the normal schedule or route in any fashion without prior approval of the dispatch office.
17. Never Abandon Your Work Station. Drivers may not leave the bus while the motor is idling. If it becomes necessary to leave the vehicle, even if for a few moments, then turn the engine off.
18. Fueling. It is State law that passengers are not to be on board while fueling a vehicle. This applies for both gas and diesel. Turn off the engine while fueling and do not leave the bus unattended while pump is running. No smoking is permitted while refueling a bus.

FIXED ROUTE OPERATIONS

The following guidelines apply to fixed route operations:

1. You are required to have an accurate watch so your runs may begin on time. No exceptions to this policy.
2. Since fixed route service is predicated on the buses operating at a fixed time, you must never leave a scheduled stop ahead of schedule. The schedules have been timed to allow sufficient time to drive the route within normal and safe speeds. Should you begin to experience difficulty in maintaining the schedule due to increased ridership or changed traffic conditions, please report this to the Director.

ACCIDENTS

In the event you are involved in an accident with a bus, you should follow these rules:

1. Keep calm and call the dispatcher as soon as possible.
2. Do not discuss the accident with anyone except proper police authorities.
3. Be courteous.
4. Do not admit responsibility nor discuss who was or was not responsible for the accident.
5. Do not argue.
6. Get names and addresses of owners and license number of car(s) involved.
7. Get names and addresses of witnesses.
8. Get details of accident.
9. If an accident causes injury, call a doctor or ambulance.
10. Do NOT under any circumstances leave the scene of the accident until the police, sheriff, or Highway Patrol arrives and you are authorized to do so. Leaving the scene of an accident, no matter whose fault it is, is a crime and is grounds for suspension and possible dismissal.

PUBLIC RELATIONS

Public relations is the art of getting along with other people. As an employee of the Lincoln Transit System, this is important to you because the goal of the system is to meet the travel needs of the public, and your public image - particularly or partially - determines whether many people will continue to use the system.

A very large portion of the public image of any transit system is formed by what the passengers think of you as a representative of the Lincoln Transit System.

It is the responsibility of every bus driver, as well as every employee, to put his best foot forward by his attitude, knowledge, and skill in order to form a positive system image.

The most important personal factor involved in image formation is your attitude. A good attitude towards yourself is apparent if you have a desire to learn and help others, express enthusiasm, want to grow and enjoy your job, and display a sense of humor. A good attitude towards passengers is obvious when you are willing to be cheerful in helping them, willing to listen, and understand their position, no matter how dumb they may appear to be (or are). The following general guidelines are to be followed in dealing with passengers:

1. Remember passengers are our customers, and the goal of the Lincoln Transit is to meet their travel needs in a courteous and as efficient a manner as possible.
2. Do not discuss under any circumstances, any internal problems, talk about other drivers, equipment problems, etc., with passengers. If a customer has any questions or complaints about another driver, or similar sensitive areas, DO NOT offer your opinion to the passenger; rather, refer the customer to the Lincoln Transit Office.
3. If you receive any complaints, compliments, suggestions, etc., from passengers about the service, please by all means refer them to the Director. We always are on the lookout for complaints, suggestions, etc. Being aware of customer perceptions about the service helps us to constantly improve service.
4. Do not use the radio system, except on transit related business. We would like to keep the airwaves open for both transit and public works related business and not have them clogged up.

5. Cooperation between fellow employees is also expected. All employees are part of a team and cooperation among the drivers is necessary to provide the highest quality of service to our City residents. A cooperative attitude is important. A poor attitude will be noted by the Director and will affect an employee's performance evaluation.

DRESS CODE

It is the Lincoln Transit Department's policy that all drivers be neat in appearance, wear the proper uniform, and in general, have good personal grooming habits. The following guidelines apply to personal appearance and uniforms:

1. Uniforms. The proper uniforms (i.e., shirts, jackets, etc.) are provided to all drivers. Proper uniforms (as supplied) shall be worn at all times. It is the responsibility of employees to properly maintain their uniforms.
2. Shoes. Proper shoes should be worn at all times. NO sandals, thongs, socks only, or bare feet are allowed. We want to avoid the possibility that your shoes could fall off and cause your foot to slip off the brake pedal at a critical time, as well as to protect your feet from potential hazards and provide a positive public image.
3. Personal Grooming. We require that employees be well-kept and clean. We want our representatives to the public to be presentable, and not detract from our public image, or appear to be dirty.
4. Hair, Beards, etc. Beards, mustashes, and long side burns are permitted but should be neatly maintained. Hair must be kept clean, and must not block your vision. If it does get in your eyes, restrain it properly. This applies equally to men and women.

UNRULY AND RULE-BREAKING PASSENGERS

Fortunately, unruly passengers are fairly rare in our area, unlike in many large urban areas. Occasionally, some passengers will break "no smoking" or "no eating" rules and it would be necessary to ask them to stop. Use courtesy and tact when asking a passenger to do so. If a passenger refuses and is abusive or threatening towards you, he should be told to sit down and be quiet, or in extreme cases, asked to leave the bus. Careful judgment on your part is essential in this kind of situation. If the passenger is a child/student and you must ask them to leave the bus, make sure you let them off at the next stop or, if practical, direct them to the proper school authorities should an incident occur at a school stop.

If you are ever robbed, by all means give them the money. We would rather lose a few dollars than have an injured bus driver on our hands.

RULES FOR PASSENGERS

The driver of the bus is responsible for the orderly conduct of the passengers while they are on board. To ensure the safety of the driver and passengers, the following rules are to be enforced by the drivers:

1. No eating on buses.
2. No smoking on buses.
3. No pets on buses unless in an appropriate carrier.
4. Guide dogs for the Blind excepted.
5. No radios played by customer on buses.
6. No loud or boistous conduct is permitted.
7. No hanging or yelling out of bus windows.

DRIVING RECORDS

Past Violations

Potential employees shall not have any major convictions within the past two years. No person shall be considered for employment who has a record of drunk driving convictions.

Off-Duty Violations

Periodic review of all driving records will be conducted to determine present traffic offensive status.

MONTHLY DRIVERS MEETINGS

The Director will hold a drivers meeting the first Thursday of each month at 9:00 a.m. unless scheduling does not permit. Drivers are required to attend monthly meetings and will be compensated for their attendance.

OPERATION OF WHEELCHAIR LIFT

Each driver is required to become familiar with the safe operation of the wheelchair lifts on each vehicle. In addition, drivers must also review and field check the operation procedure at least once each month for the wheelchair lifts.

I have read and understand the foregoing bus drivers rules and procedures and agree to follow these rules and procedures.

Name (Please Print)

Signature

Date

APPENDIX

Driver: JONES		Date: 6-24-89	
Time Started: 10:30 A.M.		Time Ended: 4:30 P.M.	
Odometer Reading - Start: 045800 Finish: 045912			
Gallons of Fuel Used: 10 Vehicle # 607			
		Cash Received	Total
Regular	8	4.00	4.00
Senior	12	4.80	4.80
Student	98	14.70	14.70
Pass	20	-	
Other			
Total Passengers			138
Cash Received			\$ 23.50
Comments: Slight squeak in rear wheels when brake applied			

APPENDIX

Driver: JONES		Date: 6-24-89	
Time Started: 10:30 A.M.		Time Ended: 4:30 P.M.	
Odometer Reading - Start: 045800 Finish: 045912			
Gallons of Fuel Used: 10 Vehicle # 607			
		Cash Received	Total
Regular	8	4.00	4.00
Senior	12	4.80	4.80
Student	98	14.70	14.70
Pass	20	-	
Other			
Total Passengers			138
Cash Received			\$ 23.50
Comments: Slight squeak in rear			
WHEELS WHEN BRAKE APPLIED			

APPENDIX

BUS DRIVER'S DAILY VEHICLE CONDITION REPORT

License or Bus # 607 Date 6-24-89

- | | | | |
|-----------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| Headlights | <input checked="" type="checkbox"/> | Doors | <input checked="" type="checkbox"/> |
| Turn Signals | <input checked="" type="checkbox"/> | Mirrors | <input checked="" type="checkbox"/> |
| Clearance & Side
Marker Lights | <input checked="" type="checkbox"/> | Horn | <input checked="" type="checkbox"/> |
| Stoplights | <input checked="" type="checkbox"/> | Tires | <input checked="" type="checkbox"/> |
| Taillights | <input checked="" type="checkbox"/> | Steering | <input checked="" type="checkbox"/> |
| Fire Extinguisher | <input checked="" type="checkbox"/> | Heater &
Defroster | <input checked="" type="checkbox"/> |
| Emergency Reflectors | <input checked="" type="checkbox"/> | Windshield Wipers | <input checked="" type="checkbox"/> |
| First Aid Kit | <input checked="" type="checkbox"/> | Seats | <input checked="" type="checkbox"/> |
| Emergency Kits | <input checked="" type="checkbox"/> | Brakes | <input checked="" type="checkbox"/> |
| Windows | <input type="checkbox"/> | Low Air or Vacuum
Warning Device | <input checked="" type="checkbox"/> |

Front window has slight crack
in lower right hand corner

Signed C Jones
(Driver)

Instructions: Place a check mark in square after each item which is operating satisfactorily or in safe condition. Report ANY defects in your bus or equipment on lines provided. This report must be filed daily.

BUS DRIVER'S TIME RECORD

Starting Time	Ending Time	Total Hours
<u>10:30</u> a.m.	<u>4:30</u> p.m.	<u>6</u>

THE NEED FOR IMPROVEMENT OF FIRE DISPATCHING SERVICES IN PLACER COUNTY

COMPLAINT 2003-04 A4

Introduction

This investigation by the 2003-2004 Placer County Grand Jury concerns communications methods by which fire units within Placer County respond to reported incidents. It should be clearly understood this investigation is in no way a reflection of the every day performance of the dedicated men and women that constitute the fire fighting force in this county, but rather, deals with the systems that govern these responses.

The Grand Jury received a citizen's complaint concerning the present system of providing fire-dispatching services within Placer County. The complainant alleges the present system creates communications problems causing needless delay in response time, and is responsible for failure to follow California's Standardized Emergency Management Systems Act. The complainant further describes incidents of response delay due to present system's reliance on California Highway Patrol's exclusive control over all 911 calls generated by cell phones. It is alleged this system is slow in responding to calls and reporting incidents to the correct fire district. Complainant describes dispatch methods of districts and departments within the county and lists counties within the state that have consolidated the dispatching function at a central point. Those named were Sacramento, El Dorado, Amador, Nevada and San Joaquin Counties. Complainant states fire protection services have been improved as a result of consolidations in those counties. The complainant recommends Placer County follow those counties' lead and centralize dispatching functions.

Narrative

The Grand Jury conducted interviews with Fire Chiefs and staff within the county as well as with Placer County Emergency Services personnel to develop an understanding of the present system of dispatching.

The Grand Jury developed a fact sheet to determine locations and current dispatch centers of each of the fire districts or departments within the county. There are 23 Districts or Departments and 64 Fire Stations in Placer County. Chart is attached. (See exhibit 1)

The Grand Jury visited or held discussions with other Districts that have previously consolidated their dispatching function.

The act referred to in the complaint is known as The Standardized Emergency Management System (SEMS) and is required by Government Code 8607(a) for managing response to multi-agency and multijurisdictional emergencies in California by standardizing key elements of coordination among all responding agencies and by facilitating the flow of information within and between levels of the system.

The use of SEMS was designed to reduce the incidence of poor coordination, communication and resource ordering duplication on multi-agency and multijurisdictional responses.

County Fire facilities are required to use SEMS when their emergency operations center is activated or a local emergency is declared **only** in order to be eligible for state funding of response related personnel costs. They are not dictated by statute to participate.

When the use of cell phones began in the 1960's, the State of California opted to use California Highway Patrol (CHP) dispatch centers to receive all calls. This decision was based on the premise that these calls would be primarily dealing with vehicular traffic and CHP would be in a position to respond quickly, without third party involvement. With the popularity of the cell phone today CHP has found itself in a position of receiving an overwhelming volume of calls. There can be over 20 such calls for each incident seen by cell phone users in automobiles. Western slope calls are received at CHP's Sacramento Communications Center. Volume often necessitates forwarding calls to the San Francisco Center.

Interviews with fire personnel confirm the problems in CHP's routing calls to the proper area and the subsequent delays that result. The Placer County Sheriff's Department has developed and printed a card that lists fire emergency numbers within the county and can be used by cell phone callers. These phone numbers bypass CHP dispatch. (See exhibit 2)

Specific charges of response delay due to lack of coordinated effort between county districts and departments can neither be substantiated nor refuted due to lack of physical evidence in the form of record keeping. Those counties that have consolidated this function have experienced better response time and improved data gathering.

Findings

1. County Fire facilities are required to use SEMS when their emergency operations center is activated or a local emergency is declared **only** in order to be eligible for state funding of response related personnel costs. They are not dictated by statute to participate.

2. Interviews with fire personnel confirm the problems in CHP's routing calls to the proper area and the subsequent delays that result. The Placer County Sheriff's Department has developed and printed a card that lists fire emergency numbers within the county and can be used by cell phone callers. These phone numbers bypass CHP dispatch.
3. Specific charges of response delay due to lack of coordinated effort between county districts and departments can neither be substantiated nor refuted due to lack of physical evidence in the form of record keeping. Those counties that have consolidated this function have experienced better response time and improved data gathering.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. All departments within the county that are part of the emergency response system obtain and make available to the public those phone number cards previously referred to for general distribution. It is further recommended the Office of Emergency Services coordinate this effort.
2. Placer County fire protection agencies take immediate steps to consolidate the fire emergency dispatching function to one location. This recommendation in no way is meant to suggest all fire protection units merge into one department, as that is a completely different subject. Planning by area fire officials start as soon as possible to determine technology and other resources needed. It is the Grand Jury's understanding that there is a current plan under consideration by some unit chiefs to jointly tie into one computer system, however, there is no specific plan of implementation or time frame. The population of Placer County has been projected to increase from 292,000 to nearly 337,000 by the year 2010. Planning should begin immediately and in earnest to provide the necessary level of incident response time in providing for the safety of the citizens of the county, including the routing of 911 calls to the local dispatch center. Much has been said in interviews the Grand Jury conducted about some district and department concerns over "turf rights" being violated. The Grand Jury holds that Placer County, as the fastest growing county in the state, can no longer base its planning on this type of logic. Placer County should set an example of progressive leadership among county governments.

Respondents (within 60 days):

Placer County Office of Emergency Services
Auburn City Fire Department

Colfax City Fire Department
Rocklin City Fire Department
Roseville City Fire Department
City of Lincoln Fire Department

Respondents (within 90 days):

Placer County Board of Supervisors
Auburn City Council
Rocklin City Council
Roseville City Council
Colfax City Council
Lincoln City Council
Loomis Town Council
Alta Fire Protection District
Dry Creek Volunteer Fire District
Foresthill Fire Protection District
Loomis Fire Protection District
Newcastle Fire Protection District
Penryn Fire Protection District
Placer Consolidated Fire Protection District
Placer Hills Fire Protection District
Rocklin Fire Protection District
South Placer Fire Protection District
Alpine Springs County Water District
Donner Summit Public Utility District
Northstar Community Services District
Squaw Valley Public Service District
Truckee Fire Protection District
Iowa Hills Fire District

RESPOND TO:

The Honorable Presiding Judge of the Superior Court
11546 B Ave.
Auburn, California 95603

Send copy to:

Grand Jury Foreperson
11490 C Ave.
Auburn, California 95603

EXHIBIT 1

On the following pages is a listing of all Fire Districts and Fire Departments in Placer County. List is broken down to individual facilities within each jurisdiction and show staffing and dispatching centers for each of the facilities.

Key

“Staff” column indicates number of hours and days open per week, i.e. 24-7 meaning open 24 hours per day, 7 days per week. Res equals when employee is in residence.

“By” column indicated type of personnel at station, i.e. Vol equals Volunteer, Reg equals Regular salaried employee, PT equals part time employee.

“911 call and Dispatch Center” columns lists facility that receives 911 emergency calls and the facility that dispatches the information/equipment to the proper location.

- Auburn PD equals Auburn Police Department
- Gr Valley equals Grass Valley Emergency Command Center
- PCS equals Placer County Sheriff's Communication Center
- Lincoln PD equals Lincoln Police Department Communications Center
- Sacto Dispatch Center equals Sacramento Regional Fire-EMS Emergency Communication Center

Misc. Info column lists devices used to contact fire personnel. Other notations are self explanatory.

District or Dept.	Location	Staff	By	911 calls	Dispatch Center	Misc. Info
Auburn						
	City Hall	8-5	Adm	Auburn PD	Gr Valley	Pagers
#1	High St	No	Vol	Auburn PD	Gr Valley	Pagers
#2	Sacramento St	24-7	Reg	Auburn PD	Gr Valley	Pagers
#3	Auburn-Folsom	No	Vol	Auburn PD	Gr Valley	Pagers
Colfax						
City Vol FD		No	Vol	PCS	Gr Valley	Pagers
Lincoln						
	7th St	24-7	Reg	Lincoln PD	Lincoln PD	
Rocklin						
	Rocklin Rd	24-7	Reg	Rocklin PD	Rocklin PD	
	Crest Dr	24-7	Reg	Rocklin PD	Rocklin PD	
	Planned Stn					
Roseville						
#1	Oak St	24-7	Reg	Roseville PD	Roseville PD	
#2	Junction Blvd	24-7	Reg	Roseville PD	Roseville PD	
#3	Cirby	24-7	Reg	Roseville PD	Roseville PD	
#4	Eureka	24-7	Reg	Roseville PD	Roseville PD	
#5	Pleasant Grove	24-7	Reg	Roseville PD	Roseville PD	
#6	E Roseville Pkwy	24-7	Reg	Roseville PD	Roseville PD	
Forest Hill						
#1	Gold St	No	Vol	PCS	PCS	Pagers
#2	Forest Hill Rd	No	Vol	PCS	PCS	Pagers
#3	Forest Hill Rd	8-5	PT	PCS	PCS	Pagers
Newcastle						
#1	Cypress	24-7	Reg	PCS	PCS	Pagers
#2	Folsom-Rattlesnake Rd	11-7	Reg	PCS	PCS	
Loomis						
#1	Horseshoe Bar Rd	24-7	Reg	PCS	PCS	Radios Equip
#2	Tudsbury Rd	No				
Penryn						
Fire Dist						
	Church St	24-7	Reg	PCS	PCS	Pagers

District or Dept.	Location	Staff	By	911 calls	Dispatch Center	Misc Info
Alta Fire Protection District	Bonnynook Rd- Alta	No	Vol	PCS	Gr Valley	Pagers
Iowa Hill Fire Brigade	Iowa Hills	No	Vol	Gr Valley	Gr Valley	No phone lines. Pagers
Sacramento Metro Dist.	Hurley Way-Sacto					
#116	Elverta Elwyn Rd	24-7	Reg	Sacto -	Sacto -	Mutual Aid
#111	Rio Linda	24-7	Reg	Dispatch	Dispatch	Agreement
#117	Elverta-Cherrybrook	24-7	Reg	Center	Center	
South Placer Fire Dist.						
#1	Eureka Rd-Granite Bay	24-7	Reg	PCS	PCS	Pagers & Radios
#2	Stallman-Loomis	24-7	Reg	PCS	PCS	
#3	Auburn Folsom-Loomis	24-7	Reg	PCS	PCS	
#4	Douglas Blvd-Roseville	24-7	Reg	PCS	PCS	
#5	Folsom-Loomis	24-7	Reg	PCS	PCS	
#6	E Roseville Pkwy	24-7	Reg	PCS	PCS	
Consolidated Fire Dist.						
#1	Atwood Rd-Auburn	24-7	Reg	PCS	PCS	Pagers
#2	Wise Rd-Auburn	24-7	Reg	PCS	PCS	Pagers
#3	Luther Rd-Auburn	No	None	PCS	PCS	Equip Storage
#4	Grass Valley Hwy	Res	Reg	PCS	PCS	Pagers
Placer Hills Fire Dist						
#1	Meadow Vista	24-7	Reg	PCS	PCS	Pagers
#2	Applegate	No	Vol	PCS	PCS	Pagers
#3	Weimer	10-7	Reg	PCS	PCS	Pagers
Donner Summit Public Utilities District						

District or Dept.	Location	Staff	By	911 calls	Dispatch Center	Misc. Info
Placer County Fire Dept.						
#100	Dry Creek	24-7	Reg	PCS	Gr Valley	Pagers-radio
#75	Paige	No	Vol	PCS	Gr Valley	Pagers-radio
#73	Fowler	11-7	Vol	PCS	Gr Valley	Pagers-radio
#78	Sheridan	No	Vol	PCS	Gr Valley	Pagers-radio
#74	Thermalands	No	Vol	PCS	Gr Valley	Pagers-radio
#100	Dutch Flat	No	Vol	PCS	Gr Valley	Pagers-radio
#10	Auburn CDF	24-7	Reg	PCS	Gr Valley	Pagers-radio
#30	Colfax CDF	24-7	Reg	PCS	Gr Valley	Pagers-radio
#70	Lincoln CDF	24-7	Reg	PCS	Gr Valley	Pagers-radio
#1	Alta CDF	24-7	Reg	PCS	Gr Valley	Pagers-radio
#77	Sunset	24-7	Reg	PCS	Gr Valley	Pagers-radio
Donner Summit Fire Dept.						
	Soda Springs	24-7	Reg	PCS	GR Valley	Pagers
Northstar Fire Prot. Dist						
	Truckee	24-7	Reg	PCS	Gr Valley	Pagers
North Tahoe Fire Protection Dist						
#51	Tahoe City	24-7	Reg	PCS	PCS	
#52	Kings Beach	24-7	Reg	PCS	PCS	
#53	Homewood	24-7	Reg	PCS	PCS	
#54	Dollarhill	10-4	Reg	PCS	PCS	Repair Shop
#55	Carnelian Bay	No				Equipment
Squaw Valley Fire Dept						
	Olympic Valley	24-7	Reg	PCS	PCS	
Alpine Meadows						
	Tahoe City	No	Vol	PCS	PCS	Pagers
Truckee Fire Protection Dist						
	Truckee	24-7	Reg	PCS	Gr Valley	Administrated by No. Tahoe Fire Prot Dist

Placer County Main Jail And Minimum Security Jail Inspection

Introduction

California Penal Code Section 919(b) states "The grand jury shall inquire into the condition and management of the public prisons within the county"

Narrative

On October 30, 2003 the Placer County Grand Jury inspected the main jail facility, and minimum security jail facility at the Auburn DeWitt Center.

The main jail opened July 1985, at a construction cost of \$4.5 million. Funding was provided by Proposition 4, the first of three jail funding measures. The California State Board of Corrections (BOC) rated the original structure for 108 inmates, a total that was exceeded immediately. Within two months of operation, the total reached 148. By 1990, the population had increased to 272 inmates, far above the BOC allowable number of 108.

In 1990, a Federal court order restricting the daily population to 148 gave impetus to construction of a 260-bed addition to the jail, an addition that opened in April 1992. The new housing wing was constructed at a cost of \$3.5 million, with funding provided through Propositions 52 and 96. It consists of three medium-security dorms, two with a capacity of 92 inmates each, and one with a capacity of 44 inmates plus one maximum-security module with a capacity of 32 inmates. The dormitory housing units are of the direct supervision type, with a custody officer stationed inside each of the dorms, and indirect supervision from a housing booth. With BOC approval, most of the cells have been double-bunked, giving the jail a current capacity of 352.

The minimum-security area of the jail is housed in buildings that were originally World War II Army warehouses, built in 1941. The facility consists of three housing units, two male and one female, with a combined capacity of 160 inmates, making the total capacity of Placer County Jail 526 (this total included six beds located in the infirmary). The population was still increasing; on March 9, 1998, it reached an all-time high of 487 inmates in the main jail and minimum security, for a 95 percent fill-rate. The average daily population runs over 90 percent, which provides adequate space for most weekend spikes in arrests and bookings. Most weeks forced releasing is required due to the 1990 federal court order

The State and County spent \$9.5 million constructing a state of the art housing unit of 120 beds that opened April 2003. Currently these 120 beds remain empty because the Sheriff's Department doesn't have funding for the estimated annual cost of \$1.5 million to provide necessary eight (8) Correctional Officers, other overtime and support expenses, including

food and medical services for 120 prisoners.

For the years 2000 through 2003 the Placer County Jail booked 36,244 inmates and released 7,748, due to "lack of space"; 21.4% of all people booked into the jail were released early. See exhibits.

The Placer County Sheriff's Department has been requested by the County Executive Office to reduce the proposed Sheriff's Department operating budget for the fiscal year 2004/2005 by an additional \$2,322,156 beyond the \$1.5 million needed to operate the 120 vacant beds, resulting in a shortfall of \$3,822,156 in the sheriff's budget. This additional money extracted from the Placer County Sheriff's Department may worsen the jail housing problems.

Findings

1. The County has spent millions of dollars constructing a state of the art facility and presently sits unused because the Sheriff's Department doesn't have funding to provide jail supervision and related costs. 120 beds sit empty while the jail has to "book and release inmates" because of a lack of funding to support the facility. This allows 120 arrested and booked people back onto the streets when they should be incarcerated.

2. The County Executive Office has requested the Placer County Sheriff's Department reduce the proposed Sheriff's Department operating budget for the fiscal year 2004/2005 by an additional \$2,322,156 beyond the \$1.5 million needed to operate the 120 vacant beds, resulting in a shortfall of \$3,822,156 in the sheriff's budget. This additional money extracted from the Placer County Sheriff's Department may worsen the jail housing problems.

Recommendations

The Placer County Grand Jury recommends:

1. There be a concerted effort on behalf of the Placer County Board of Supervisors, the Placer County Executive Officer and Placer County Sheriffs Department to find the needed funding to support the staffing and related expenses to fully utilize the partially empty jail facility.

2. The 2004/2005 Placer County Grand Jury continue to monitor the under funding problem and the early release program.

Commendation:

It appeared to the Placer County Grand Jury the staff at the jail was doing a commendable job supervising the inmates, providing for their safety and dignity while in custody.

Response (within 60 days):

Placer County Executive Officer
Placer County Sheriff

Response (within 90 days):

Placer County Board of Supervisors

RESPONSE TO:

The Presiding Judge of the Superior Court
110 Maple St.
Auburn, California 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 C Avenue
Auburn, California 95603

(Exhibit 1)

MAIN JAIL						
Housing Unit	Description of Housing Classification			Board Rated Capacity	Actual Beds in Use	Potential Capacity
A	Maximum Security: Small Housing Unit (SHU)		Closed: Funding	4	0	4
B	Maximum Security: (SHU)			4	0	4
C	Maximum Security: (SHU) Females			6	0	6
D	Maximum Security (Discipline)			16	16	16
E	Maximum Security - Administrative Segregation: Criminal Sophistication			20	20	20
F	Maximum Security - Administrative Segregation: Mental Health			20	20	20
G	Maximum Security - (Femal)			24	24	24
H	Medium Security - General Population			54	54	54
I	Medium Security - General Population (Intake Pod)			52	52	52
J	Medium Security - General Population (Female)			32	32	32
K	Administrative Segregation - Protective Custody			32	32	32
L	Medium Security: General Population POD		Closed: Remodel & Funding	92	0	52
M	Medium Security: General Population POD		Closed: Remodel & Funding	0	0	54
N	Maximum Security - Mental Health (2-officer move)			16	16	16
O	Maximum Security - General Population			32	32	32
P	Maximum Security - Ad Seg: Violent (2- officer move)			16	16	16
M/S 4	Minimum Security - Main Jail Inmate workers			20	20	20
Medical Non-Board Rated / Special Needs Beds					6	6
Main Jail Beds (excluding medical beds):				472	366	486
Main Jail & Minimum Security Total (excluding medical beds):				632	526	646

(Exhibit 2)

Bookings and Releasings Due to Lack of Capacity

	2000	2001	2002	2003	2004
Book	717	747	826	800	883
Release	65	49	123	253	392
TOTAL	8,444	9,137	9,246	9,417	
JAN	665	682	684	666	
FEB	741	730	750	754	
MAR	672	713	777	711	
APR	694	856	739	859	
MAY	713	811	834	788	
JUN	806	852	846	871	
JUL	719	816	802	876	
AUG	680	781	838	844	
SEP	693	773	734	809	
OCT	663	693	723	675	
NOV	681	683	693	764	
DEC	1,053	1,447	2,502	2,764	

(Exhibit 3)

PLACER COUNTY SHERIFF'S DEPARTMENT
JAIL DIVISION

ORDER OF RELEASE

- (1) Fresh arrest for misdemeanor property or drug charges.
- (2) Misdemeanor warrant arrest for property or drug charges
- (3) Fresh arrest for misdemeanor driving under the influence
- (4) Misdemeanor warrant arrest for driving under the influence
- (5) Misdemeanor warrant arrest for assault
- (6) Fresh arrest for misdemeanor assault
- (7) Fresh felony arrest for personal possession of drugs
- (8) Felony warrant arrest for personal possession of drugs
- (9) Fresh arrest for felony property crimes, 1st. degree burglary
- (10) Felony warrant arrest for felony property crimes, 1st. degree burglary

BURTON CREEK SHERIFF SUBSTATION

Introduction

Penal Code Section 919(b) states "*The grand jury shall inquire into the condition and management of the public prisons within the county.*"

The 2003-2004 Placer County Grand Jury visited the Burton Creek Sheriff Substation to evaluate the condition and management and to review any changes implemented since the inspection by the 2002-2003 Grand Jury.

Narrative

The Burton Creek Sheriff Substation has been the object of many Placer County Grand Jury reports for over a decade. Limited progress has been made on the Grand Juries' recommendations over the years. This year according to information provided by the Office of the Placer County Executive (see Exhibit A) and personnel of the Burton Creek Sheriff Substation, progress is being made on the safety issues brought forth in the 2002-2003 Grand Jury report.

- The inmate walkway, now redesigned as a court holding cell, is under construction and is expected to be finished in early July 2004.
Budgeted cost: \$56,353
- Construction on the Dispatch Room external stairway fire escape is expected to commence in early June. The construction should take six to eight weeks.
Budgeted cost: \$50,000
- The chemical fire suppression systems are currently being installed in the Telecommunications Room and the Evidence Storage Room.
Budgeted cost: \$75,000
- The kitchen range exhaust hood fire suppression system has been installed.

- The timeline for construction of the new Burton Creek Justice Center has been extended to the years 2006-2012. (See Exhibit B)
Budgeted cost: \$12,000,000

Findings

1. The construction on the safety problems in the Burton Creek Sheriff Substation are now proceeding at a satisfactory pace.
2. The final construction of the new Burton Creek Justice Center is not finalized and is still a projected date subject to change.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The 2004-2005 Placer County Grand Jury continue to monitor the ongoing rehabilitation of the Burton Creek Sheriff Substation.
2. The 2004-2005 Placer County Grand Jury continue to monitor the final construction date of the new Burton Creek Justice Center.

No response required.

INTERNAL AFFAIRS INVESTIGATIONS OF CITIZEN COMPLAINTS

Introduction

California Penal Code Section 832.5(a) states: *"Each department or agency in this state that employs peace officers shall establish a procedure to investigate complaints by members of the public against the personnel of those departments or agencies, and shall make a written description of the procedure available to the public."* This statute is typical of the many systems of checks and balances inherent in a free society to ensure that government remain subject to the will of the governed.

Any member of the public may file a citizen complaint against an officer. Typical complaints include allegations of rude behavior, improper procedure, unprofessional conduct, harassment, negligence, false arrest, illegal entry/search and excessive force. Potential criminal level allegations such as planting of evidence, theft or assault and battery are unusual.

The filing of a citizen complaint against an officer triggers an internal affairs investigation into the validity of the complaint and the conduct of the officer. The citizen's complaint is entered into a log, given a number or other identifier and a file is opened. All records, beginning with receipt of the complaint through the completion of the investigation and final disposition are contained in the file.

These citizen complaint files are deemed confidential under the law in Penal Code Section 832.7 (a). However, the last sentence of this section states *"This section shall not apply to investigations or proceedings concerning the conduct of police officers or a police agency conducted by a grand jury, a district attorney's office, or the Attorney General's office."*

Further, Attorney General Opinion (96-307) dated Sept. 12, 1996 concluded:

"1. When a grand jury is conducting a civil "watchdog" investigation of a local police agency, it has the right to examine peace officer personnel records, including citizens' complaints, or information compiled from such records, without first obtaining issuance of a subpoena or court order.

2. A grand jury need not be investigating a specific case or citizen's complaint in order to examine such records.

3. A grand jury may require that such records be provided without elimination of officers' names or statements or other alterations."

A review of Placer County Grand Jury records showed an investigation of the citizen complaint process and files had never been undertaken. The 2003-04 Placer County Grand Jury:

- Reviewed every completed citizen complaint investigation file for a period of five or more years at each of the law enforcement agencies within Placer County.
- Evaluated the citizen complaint process in each law enforcement agency.
- Assessed the actual process to determine if it is in compliance with statutory requirements and each department's own written policies and procedures.

During the course of this investigation the jurors

- Spent a total of 107 hours reviewing 216 citizen complaint files.
- Reviewed relevant legal statutes and Attorney General Opinion #96-307.
- Reviewed the written procedures for handling and investigating citizen's complaints used by each of the five law enforcement agencies in Placer County.
- Reviewed the five-year log listing citizen complaints compiled by each agency.
- Reviewed each completed citizen complaint file for a period of:
 - 5 years at Placer County Sheriff's Department
 - 5 ½ years at Auburn Police Department
 - 6 years at the Lincoln, Rocklin and Roseville Police Departments.
- Conducted interviews prior to the file review and follow-up interviews after the file review with:
 - The Undersheriff of Placer County Sheriff's Department
 - The Chief of Police and Captain of Auburn Police Department
 - The Chief of Police and Lieutenant of Lincoln Police Department
 - The Chief of Police of Rocklin Police Department
 - The Chief of Police of Roseville Police Department
- Interviewed two Peace Officer's Standards and Training (P.O.S.T.) instructors who teach the three-day course on conducting Internal Affairs Investigations and observed a segment of the class.
- Interviewed a retired defense lawyer who specialized in internal affairs cases.

Narrative

Discussion of the 2003-04 Placer County Grand Jury investigation into the citizen complaint process is divided into three sections:

1. The Citizen Complaint Process – an overview of the process
2. The Results of the Review of Citizen Complaint Investigation Files - contains statistical data and degree of compliance with statutory requirements
3. An Evaluation of the Process, Actual Practices and Training

1. The Citizen Complaint Process

The 2003-04 Placer County Grand Jury conducted interviews to obtain an overview of citizen complaint processes used by Placer County Sheriff's Department, Auburn, Lincoln, Rocklin and Roseville Police Departments. (Note: City of Colfax and Town of Loomis contract with Placer County Sheriff's Department for police services.)

Upon request, each agency provided the grand jury with a copy of its written procedure for citizen complaints, a blank citizen complaint form, other relevant sample forms and letters and a copy of the complaint log which is a five-year listing of citizen complaints received.
See Exhibits 1 through 5.

The Auburn, Lincoln and Rocklin Police Departments have the same, seven page, written procedure titled Section 1020 – Personnel Complaint Procedure. The Roseville Police Department has developed their own written procedure titled General Order 2.05 – Internal Affairs Investigations. The procedure developed by the Placer County Sheriff's Department is titled General Orders, Cond 8 / Personnel Investigation. The Auburn Police Department updates its procedures semi-annually, the other departments have annual updates.

Generally, the citizen complaint process follows these basic steps:

- All five agencies accept citizen complaints in person, by mail, fax, or email. A verbal complaint may be made by telephone. Even third-party and anonymous complaints are accepted.
- The complaint is initially reviewed by the Chief of Police or the Undersheriff. It is logged in and assigned a file number.
- The Chief or Undersheriff assigns it to a management level officer (Captain or Lieutenant) who in turn may assign it to a supervisory

level employee (Sergeant) for investigation. Assignments will vary depending on the nature of the allegation(s), complexity of the case and the guidelines in the department's written procedure.

- The investigation must be processed and completed with due diligence. The written report of the investigation normally contains a listing of each allegation and details of the evidence applicable to each allegation, including tape recordings or comprehensive summaries of employee and witness statements along with other documents or photos.
- Most departments require the investigator and/or the supervisor to recommend a finding for each allegation and make a recommendation as to what the disposition should be. Roseville Police Department is the exception to this practice. The Roseville General Order 2.05, Section 3.5 states *"The Police Chief will determine a finding when all appropriate investigation is completed. The determination of a finding will be done in consultation with the Division Commander and the investigating officer. There will be no recommendation as to a finding prior to the Police Chief's review."*
- When the investigation is completed the Chief of Police reviews the file and determines the final disposition. In the Sheriff's Department, the Undersheriff, after reviewing the file, designates whether each allegation is sustained or not sustained; the Sheriff then determines the disposition.

All of the Police Departments and the Sheriff's Department use the following four dispositions:

SUSTAINED – when the investigation discloses sufficient evidence that the act occurred and that it constituted misconduct

NOT SUSTAINED – when the investigation discloses that there is insufficient evidence to sustain the complaint or fully exonerate the employee.

EXONERATED – when the investigation discloses that the alleged act occurred, but that the act was justified, lawful and/or proper.

UNFOUNDED – when the investigation discloses that the alleged act(s) did not occur or did not involve department personnel

In addition to the four dispositions above, the Sheriff's Department has a fifth category of:

FRIVOLOUS – The complaint is totally and completely without merit or for the sole purpose of harassing an opposing party.

The Roseville Police Department has a fifth category of:

NO FINDING – The complainant failed to provide information for the investigation to proceed or withdrew the complaint or another agency was involved and the complainant was referred to that agency.

- In sustained cases, disciplinary action may be imposed. Discipline may be informal, consisting of training, counseling or a letter of reprimand. Formal discipline consists of suspension, demotion reduction of pay, disciplinary transfer or termination and requires due process including an administrative appeal.

2. Results of the Review of Citizen Complaint Investigation Files

In order to collect the data necessary to evaluate the process and compliance with statutory requirements, the grand jury developed a file review form. The grand jurors completed a separate file review form for each of the 216 files reviewed.

The Grand Jury used the data to develop a chart showing the number of complaints sustained and not sustained and final disposition for each complaint.

The Grand Jury compiled data in regard to compliance with various sections of the Penal Code and the Government Code.

- How long did it take to complete the investigation?
- Was there a signed citizen complaint form in the file?
- Was the false complaint admonition signed and in the file?
- Was the complainant notified of the outcome of the investigation?
- Are all citizen complaint files accounted for?

How many citizen complaints were sustained or not sustained?

The following chart shows the total number of complaints for each Department over the last five to six years and the final disposition for each.

Total Complaints	Number Sustained	Not Sustained	Not Sustained - Exonerated	Not Sustained - Unfounded	Not Sustained - Inconclusive	Frivolous	Withdrawn	Terminated or Missing	No Findings or Unresolved
Sheriff Dept. Final Citizen Complaints Findings 1998-2003									
104	14		39	34	13	4			
Percentage	13.5%		37.5%	32.7%	12.5%	3.8%			
Auburn Police Dept. Final Citizen Complaints Findings 1998-2003									
33	10	4	8	10					1
Percentage	30.3%	12.1%	24.2%	30.3%					3.0%
Lincoln Police Dept. Final Citizen Complaints Findings 1998-2003									
23	3	7	2	6			3	2	
Percentage	13.0%	30.4%	8.7%	26.1%			13.0%	8.7%	
Rocklin Police Dept. Final Citizen Complaints Findings 1998-2003									
15	3	3	1	7				1	
Percentage	20.0%	21.0%	6.7%	46.7%				6.7%	
Roseville Police Dept. Final Citizen Complaints Findings 1998-2003									
41	4	16	13	6					2
Percentage	9.8%	39.0%	31.7%	14.6%					4.9%

There are a total of 34 sustained allegations out of the 216 reviewed by the grand jury. The breakdown of the types of sustained allegations and the quantity of each (in parentheses) is as follows:

- Auburn Conduct unbecoming to an officer (5); Failure to follow department policy (2); Rude or discourteous (2); Slow to respond to call (1)
- Lincoln Improper procedure (1); Failure to take action (1); Failure to appear in court (1)
- Rocklin Unprofessional conduct (1); Sexual harassment (1); Assault and battery (1)
- Roseville Failure to follow policy (2); Unprofessional conduct (1); Rude or discourteous (1)
- Placer Co. Sheriff's Dept. Rude or discourteous (4); Failure to take action (3); Improper procedure (2); Unprofessional conduct (1); Excessive police force (1); Illegal entry (1); Negligence (1); Harassment (1)

How long did it take to complete the investigation?

Govt. Code Section 3304.(d) affirms in order to impose discipline, the investigation of the allegation must be completed within one year.

In the review of the files for each department the grand jurors were able to extract dates from the records that enabled the Grand Jury to analyze:

The range and median number of days to complete the investigation from start to finish:

<u>Agency</u>	<u>Ranged from</u>	<u>Median # of days</u>
Auburn PD	3 to 128 days	15
Lincoln PD	1 to 24 days	5
Rocklin PD	1 to 188 days	19
Roseville PD	3 to 129 days	40
Sheriff's Dept.	1 to 201 days	49

While many citizens file a complaint within a few days of the incident others are very slow to do so: 27% of all complaints were filed more than 30 days after the incident occurred.

The range and median number of days from the date the incident occurred to the date the citizen filed a complaint.

<u>Agency</u>	<u>Ranged from</u>	<u>Median # of days</u>
Auburn PD	Same day to 4 years	13
Lincoln PD	Same day to 159 days	3
Rocklin PD	Same day to 60 days	6
Roseville PD	Same day to 236 days	23
Sheriff's Dept.	Same day to 3yrs. 2mos.	18

Was there a signed citizen complaint form in the file?

For all five of the law enforcement agencies combined, 60% of the files had a signed complaint form and 40% did not.

The lack of signed complaint forms may likely be compounded by the fact complaints are accepted by phone or by mailing a personal letter detailing the incident. Some of the policies state if the complaint is received by phone, the receiving supervisor should record the information on a complaint form, read it back to the complainant and sign the signature block with a notation of the date and time read. Later, if the complainant appears in person for an interview by the investigator, a second form should be completed and signed by the individual.

Was the false complaint admonition signed?

Penal Code Section 148.6(a)(1) states *“Every person who files any allegation of misconduct against any peace officer defined in Chap. 4.5 of Title 3 of Part 2, knowing the allegation to be false is guilty of a misdemeanor.”*

Penal Code Section 148.6(a)(2) states *“Any law enforcement agency accepting an allegation of misconduct against a peace officer shall require the complainant to read and sign the following advisory, all in boldface type:*

YOU HAVE THE RIGHT TO MAKE A COMPLAINT AGAINST A POLICE OFFICER FOR ANY IMPROPER POLICE CONDUCT. CALIFORNIA LAW REQUIRES THIS AGENCY TO HAVE A PROCEDURE TO INVESTIGATE CITIZENS' COMPLAINTS. YOU HAVE A RIGHT TO A WRITTEN DESCRIPTION OF THIS PROCEDURE. THIS AGENCY MAY FIND AFTER INVESTIGATION THAT THERE IS NOT ENOUGH EVIDENCE TO WARRANT ACTION ON YOUR COMPLAINT; EVEN IF THAT IS THE CASE, YOU HAVE THE RIGHT TO MAKE THE COMPLAINT AND HAVE IT INVESTIGATED IF YOU BELIEVE AN OFFICER BEHAVED IMPROPERLY. CITIZEN COMPLAINTS AND ANY REPORTS OR FINDINGS RELATING TO COMPLAINTS MUST BE RETAINED BY THIS AGENCY FOR AT LEAST FIVE YEARS.

**IT IS AGAINST THE LAW TO MAKE A COMPLAINT THAT YOU KNOW TO BE FALSE. IF YOU MAKE A COMPLAINT AGAINST AN OFFICER KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE.
I have read and understand the above statement.”**

For all five agencies combined, 45% of the files had signatures on the admonition against filing a false complaint and 55% did not.

The Grand Jury learned there was a period of time some of the agencies removed the admonition from their citizen complaint form. This was done based on legal advice due to a court ruling that was later reversed and the admonition was put back on the forms.

Was the complainant notified of the outcome of the investigation?

Penal Code Section 832.7 (e) states *“The department or agency shall provide written notification to the complaining party of the disposition of the complaint within 30 days of the disposition.”*

Each Chief of Police and the Undersheriff notifies the complainant by mail of the final disposition within 30 days.

Most of the letters in the files were sent within days of the completion of the investigation and all were within the 30 day requirement. However, not

all files contained a copy of the letter as documentation that it had been sent. In a discussion with one department, jurors learned in a few instances the complainants were verbally notified or letters may have been sent but they may have failed to put a copy into the case file.

In the review of the files the Grand Jury determined the percentage of the files containing a copy of the letter as follows:

Auburn Police Department	69%
Lincoln Police Department	55%
Rocklin Police Department	62%
Roseville Police Department	90%
Placer Co. Sheriff's Department	87%

Are all citizen complaint files accounted for?

Penal Code Section 832.5(b) states: *"Complaints and any reports or findings relating to these complaints shall be retained for a period of at least five years."*

The Grand Jury reconciled the actual files reviewed with the files listed in the five year complaint log to confirm that all files were accounted for as follows:

Auburn PD – All files were accounted for.

Lincoln PD – One file was missing but it was from 1998 so it is beyond the five year mandatory retention period. It was difficult to reconcile Lincoln's files because they do not use a sequential numbering system to label each file. Lincoln's files are labeled with the last name of the complainant and the date the complaint was filed.

Rocklin PD – One file from 2001 is missing. An in-office search requested by the Chief failed to locate the missing file. The Chief has recently implemented a new process requiring that all citizen complaint files will be maintained in the Chief's office.

Roseville PD – All files were accounted for. There was one file from 1999 that had no case number.

Sheriff's Dept. – All files were accounted for.

Findings

1. Govt. Code Section 3304.(d) says in order to impose discipline, the investigation of the allegation must be completed within one year. Of the 216 case files, the number of days to complete an investigation ranged from 1 to 201. None exceeded one year. All agencies were

in compliance.

2. The grand jurors found that 60% of the files contained the required, signed, citizen complaint form and 40% did not. No agency was in full compliance.

3. Penal Code Section 148.6(a)(2) mandates the law enforcement agency require the complainant to read and sign the advisory statement against filing a false complaint. The grand jurors found that only 45% of the files had a false complaint admonition signed by the complainant. No agency was in full compliance.

4. Penal Code Section 832.7 requires the law enforcement agency to send written notification of the final disposition of the complaint to the complaining party within 30 days of the completion of the investigation. Documentation of written notification of the final disposition sent within 30 days of completion of the investigation ranged from 55% to 90% compliance. No agency was in full compliance.

5. All citizen complaint files for the last five years were accounted for at the Auburn, Lincoln and Roseville Police Departments and the Placer Co. Sheriff's Department.

6. Reconciliation of the actual files reviewed with the files listed on the Rocklin Police Department's five-year log showed one file from 2001 was missing. An in-office search requested by the Chief failed to locate the missing file.

7. The Grand Jury had difficulty reconciling the files of the Lincoln Police Department because they do not use a sequential numbering system. The files are labeled with the last name of the complainant and the date the complaint was filed. With no sequential numbering system it is difficult to detect whether a file is missing.

Recommendations

The 2003-04 Placer County Grand Jury recommends:

1. To insure all citizen complaint investigation files contain a copy of all documents required by department policy or legal statutes, the four Police Departments consider using a file tracking form to be attached to the front inside cover of each citizen complaint file. The form's checklist should include a listing of all pertinent documents or records that are required to be contained in the file. The checklist should include, but not be limited to,

1) a signed, citizen complaint form 2) a signed false complaint admonition statement and 3) a copy of the written notification to the complaining party of the disposition of the complaint.

See Exhibit 6 for a sample file checklist form developed and used by the Placer County Sheriff's Department.

2. The Placer County Sheriff's Department add 1) a signed, citizen complaint form and 2) a signed false complaint admonition statement to the checklist on the file tracking form currently in use.

3. The Lincoln Police Department utilize a system of sequential numbering for labeling the citizen complaint files. Most of the departments use a numbering system such as #03-001; #03-002; #03-003 with the first two numbers denoting the year and the last three numbers showing the order in which the complaints were received.

3. An Evaluation of the Process, Actual Practices and Training

During the course of this investigation several areas concerning the written procedures or actual practices came to the Grand Jury's attention.

Public access to obtaining a citizen complaint form

To determine the ease of obtaining a citizen complaint form, anonymous jurors went to the reception window and requested a citizen's complaint form. While all five departments provided the form, some asked why the person wanted a complaint form, one department wanted the person to meet with an officer prior to receiving the form and another required identification from the person. These practices may be viewed as intimidating by some citizens.

Provisions for asking a citizen to meet with a supervising officer prior to filing a complaint are included in the written procedures for all five agencies. To quote from one procedure: "When an uninvolved supervisor or the Watch Commander determines that the reporting person is satisfied that his or her complaint required nothing more than an explanation regarding the proper/improper implementation of department policy or procedure, a complaint need not be taken."

Filing citizen complaints into a Frivolous file at intake.

At the Placer County Sheriff's Department jurors reviewed a separate file titled "Frivolous". This file contained ten citizen complaint forms designated as frivolous complaints at the time of receipt. These ten complaint forms were not logged in or assigned a file number. None were assigned for investigation.

The grand jury could find no provision in the Sheriff's Department's written procedure that allows for an exclusion of a completed citizen's complaint form at intake. Conversely, the General Orders of the Sheriff's Department in the "Cond 8 / Personnel Investigation" Section V.B. states "*Once a misconduct or policy complaint is received, it must be reviewed by the Undersheriff. The Undersheriff will then assign the complaint for formal investigation.*"

Sustaining a finding of misconduct

Section 832.5 of the California Penal Code requires each agency or department that employs peace officers to establish a procedure for the investigation of complaints against the officers. This would include establishing a *standard of proof* in regard to the sufficiency of the evidence to establish misconduct.

Each of the five agencies has its own set of rules but common to all is the investigation of a complaint by a member of the department who collects the evidence and prepares an investigative report for the head of the department. The Chief or Sheriff reviews the report and evidence and must determine whether there is *sufficient evidence* to prove the actions of the officer or deputy constituted misconduct.

Since 1988, the Placer County Sheriff's Department has had a specific rule (General Orders, Cond 8, V Investigation Guidelines, E. Investigative Steps) which provides guidance to the Sheriff and the investigators with regard to the sufficiency of the evidence. Under provision E, Investigative Steps, a *preponderance of evidence* is necessary to sustain an allegation of misconduct. Investigators must be included because they make a recommendation to the Sheriff with regard to the sufficiency of evidence to establish misconduct and therefore need to use the same standard as the Sheriff.

The Roseville Police Department recently revised its rules to include a definition of the term "proved." Section 2.1.4 was added to General Order 2.05. Section 2.1.4 reads "**Proved:** *Clear and convincing evidence or information.*"

The written procedures for Auburn, Lincoln Police Department and Rocklin Police Departments do not include a standard of proof with regard to the sufficiency of the evidence to establish misconduct. These departments indicated orally they use the *preponderance of evidence* standard. Since investigating officers make a recommendation to the chief, it is important that each of them know the appropriate standard to be applied. Otherwise, the investigator could be using one standard and the chief could be using a different standard.

Training for conducting Internal Affairs Investigations

All Sergeants are required to complete the Peace Officer Standards and Training (P.O.S.T.) Supervisory Course and all Lieutenants are required to complete the P.O.S.T. Management Course, both of which include some training for conducting internal affairs investigations.

P.O.S.T. also offers a comprehensive, three-day training course titled "Internal Affairs (Basic)", a 24-hour course designed for those who conduct Internal Affairs Investigations. Topics include: legal framework, case law, interviewing and investigating techniques, and writing requirements for such investigations.

Grand jurors interviewed two P.O.S.T. instructors who teach the "Internal Affairs (Basic) class" at a regional training center in Sacramento. The jurors also observed a part of the training session

The Grand Jury inquired into how many Sergeants and Lieutenants, who conduct citizen complaint investigations, had completed the Internal Affairs (Basic) course for each of the four Police Departments and the Sheriff's Department.

- Auburn Police Department supplied copies of training records for all their officers. All Supervisory and Management level officers have completed the Internal Affairs (Basic) class.
- The Lieutenant for Lincoln Police Department, who does approximately 95% of all citizen complaint investigations, has not taken the course.
- Rocklin Police Department told the grand jurors all three Lieutenants and five Sergeants have completed the course and their two newest Sergeants will be scheduled soon.
- At the Roseville Police Department, four of five Lieutenants and five of eleven sergeants have taken the course.

- The Undersheriff estimated approximately half of the Lieutenants have completed the course. The Undersheriff was an instructor for the Internal Affairs (Basic) class and he conducts some in-house training on the subject.

Findings:

8. Asking a citizen why they want a complaint form, requiring a citizen to provide identification or requiring the person to speak with a Watch Commander or supervisor before giving them the complaint form are practices that may be intimidating to many citizens. The consequences of such practices might discourage citizens from filing a citizen's complaint.

9. The Placer County Sheriff's Department maintains a separate file titled "Frivolous" that contains 10 citizen complaint forms that were judged to be frivolous when they were received. Diverting citizen complaint forms into a "Frivolous" file at time of intake inadvertently creates a subset of citizen complaints that are not being logged-in, assigned a file number or investigated – essentially, a no-action file.

10. The practice of diverting citizen complaint forms into a no-action file appears to be in conflict with the Placer County Sheriff Department's General Order, "Cond 8 / Personnel Investigation" Section V.B. *"Once a misconduct or policy complaint is received, it must be reviewed by the Undersheriff. The Undersheriff will then assign the complaint for investigation."*

11. Rule 0120.7 of the Personnel Complaint Procedure used by the Auburn, Lincoln and Rocklin Police Departments states an allegation shall be sustained, "(W)hen the investigation discloses sufficient evidence to establish that the act occurred and that it constituted misconduct." The phrase "sufficient evidence" is never defined. The standard should be in written rules so the accused and the complaining party understand the burden of proof. Since the investigating officer makes recommendation to the chief, it is important they also know the appropriate standard to be applied so they use the same standard. Otherwise the investigator could be using one standard and the chief could be using a different standard.

12. Auburn Police Department is the only Department where all management level personnel and Sergeants who conduct the Internal Affairs Investigations have completed the Internal Affairs (Basic) program.

13. All Rocklin Police Department's Lieutenants and five of seven

Sergeants have completed the course. The other two Sergeants will soon be scheduled to attend the class.

14. The Lieutenant at the Lincoln Police Department, who handles 95% of the internal affairs investigations, has not had the course.

15. In the Roseville Police Department one Lieutenant and seven Sergeants have not had the course.

16. At the Placer County Sheriff's Department it was estimated that approximately half of the Lieutenants have not had the Internal Affairs (Basic) course. No estimate was given as to the Sergeants.

Recommendations

The 2003-04 Placer County Grand Jury recommends:

4. Each department review the practices used by the reception personnel who provide complaint forms to citizens to ensure that unnecessary questions or requests that may be intimidating are eliminated. The complaining party be invited, but not required, to meet with a supervisor to discuss their complaint.

5. All citizen complaint forms received, regardless of merit, be logged in, assigned a case file number and assigned for investigation. Upon investigation, the investigator may determine that the complaint is without merit and recommend a finding or disposition of "Unfounded" or "Frivolous".

6. The Auburn Police Department amend Rule 1020.7 to delete the words "sufficient evidence" and replace them with the phrase "a preponderance of evidence." Rule 1020.62 which relates to the recommendation of the investigating officer, should also be amended to include the same standard.

7. The Lincoln Police Department adopt an appropriate standard and place it in Rule 1020.7, which relates to the chief and Rule 1020.62, which relates to the recommendation of the investigator.

8. The Rocklin Police Department amend Rule 1020.7 to delete the words "sufficient evidence" and add the phrase "a preponderance of evidence." Rule 1020.62, which relates to the recommendation of the investigating officer, also be amended to include the same standard.

9. The Lincoln, Rocklin and Roseville Police Departments and the Placer County Sheriff's Departments consider sending their officers who do the internal affairs investigations to the P.O.S.T. three-day course, Internal Affairs (Basic).

Respondents:

Auburn Police Department to:

Findings 2, 3, 4, 8, 11

Recommendations 1, 4, 6

Lincoln Police Department to:

Findings 2, 3, 4, 7, 8, 11, 14

Recommendations 1, 3, 4, 7, 9

Rocklin Police Department to:

Findings 2, 3, 4, 6, 8, 11, 13

Recommendations 1, 4, 8, 9

Roseville Police Department to:

Findings 2, 3, 4, 8, 15

Recommendations 1, 4, 9

Placer County Sheriff's Department to:

Findings 2, 3, 4, 8, 9, 10, 16

Recommendations 2, 4, 5, 9

No response required to Findings 1, 5, 12

RESPONSE REQUIRED WITHIN 60 DAYS

RESPOND TO:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

SEND COPY TO:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue, Bldg. 208
Auburn, CA 95603

AUBURN POLICE DEPARTMENT

NICHOLAS S. WILICK

Chief of Police

Phone (530) 823-4237 ext. 201

Fax (530) 823-4224



INFO/NON-EMERGENCY	823-4237
INVESTIGATIONS	823-4237 ext. 203
OPERATIONS DIVISION	823-4237 ext. 202
RECORDS	823-4237 ext. 501

The Auburn Police Department wishes to provide you with the best professional law enforcement available anywhere.

In order to assist us in providing this service, we invite your suggestions for improving law enforcement in the community. This includes constructive criticism of the department or its procedures, comments indicating dissatisfaction with manner of performance by officers, or information concerning commendable actions by our officers, which you feel should be brought to my attention.

Each report received will be thoroughly investigated and appropriate action taken. You will then be informed of the completed investigation. Your suggestions about improved procedures will be investigated, evaluated and implemented whenever feasible to do so.

Any commendation of actions of your personnel will result in appropriate recognition.

If you wish to make a personal report, you may come to our office at 1215 Lincoln Way, Auburn, or call 530-823-4237. You will be received courteously, and thorough consideration will be given your report.

If you wish to register your report in writing, complete and mail this form. Please provide as much information as possible. Give your name and address so that we may contact you for further information if needed. Any information you give will be kept confidential if you request.

Please feel free to express yourself on any matter which you feel should be directed to my attention. Every letter of complaint, suggestion, constructive criticism or commendation will receive the Police Chief's personal attention. Remember law enforcement is *everybody's* business, and your police department can only be as good as the citizens of Auburn want it to be.

Sincerely,

Nicholas S. Willick, Chief of Police

NSW:dar

Exhibit 1a

AUBURN POLICE DEPARTMENT

NICHOLAS S. WILLYCK
Chief of Police
Phone (530) 823-4237 ext. 201
Fax (530) 823-4224



INFO/NON-EMERGENCY 823-4237
INVESTIGATIONS 823-4237 ext. 203
OPERATIONS DIVISION 823-4237 ext. 202
RECORDS 823-4237 ext. 501

REPORT BY MEMBERS OF THE PUBLIC

~ PLEASE PRINT LEGIBLY ~

PERSON REPORTING : _____ **DOB:** _____ **DATE:** _____

ADDRESS: _____ **CITY:** _____ **ZIP:** _____

RESIDENCE PHONE: _____ **BUSINESS PHONE:** _____

DATE OF INCIDENT: _____ **TIME OF INCIDENT:** _____

LOCATION OF INCIDENT(S): _____

IF A POLICE EMPLOYEE(S) IS INVOLVED, NAME(S) & BADGE #(s), IF KNOWN:

NAME _____	BADGE # _____
NAME _____	BADGE # _____
NAME _____	BADGE # _____

NAMES OF ANY WITNESSE(S), ADDRESS(S) & PHONE NUMBER(S):

NAME _____	ADDRESS _____	PHONE NUMBER _____
NAME _____	ADDRESS _____	PHONE NUMBER _____
NAME _____	ADDRESS _____	PHONE NUMBER _____

IF A PERSON WAS ARRESTED, PRINT NAME, ADDRESS AND PHONE NUMBER:

NAME _____	ADDRESS _____	PHONE NUMBER _____
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**PRINT THE NATURE OF OPINION, COMPLAINT, SUGGESTION, OR COMMENDATION, AND PROVIDE AS MUCH
DETAIL AS POSSIBLE (USE REVERSE SIDE OF THIS FORM AND ATTACH ADDITIONAL SHEETS IF NECESSARY):**

CITIZEN'S REPORT

(NOTE: This Report Can Be Made Available in Multiple Languages)



YOU HAVE THE RIGHT TO MAKE A COMPLAINT AGAINST A POLICE OFFICER FOR ANY IMPROPER POLICE CONDUCT. CALIFORNIA LAW REQUIRES THIS AGENCY TO HAVE A PROCEDURE TO INVESTIGATE CITIZENS' COMPLAINTS. YOU HAVE A RIGHT TO A WRITTEN DESCRIPTION OF THIS PROCEDURE. THIS AGENCY MAY FIND, AFTER INVESTIGATION, THAT THERE IS NOT ENOUGH EVIDENCE TO WARRANT ACTION ON YOUR COMPLAINT; EVEN IF THAT IS THE CASE, YOU HAVE THE RIGHT TO MAKE THE COMPLAINT, AND HAVE IT INVESTIGATED IF YOU BELIEVE AN OFFICER BEHAVED IMPROPERLY. CITIZEN COMPLAINTS, AND ANY REPORTS/FINDINGS RELATING TO COMPLAINTS, MUST BE RETAINED BY THIS AGENCY FOR AT LEAST FIVE (5) YEARS.

IT IS AGAINST THE LAW TO MAKE A COMPLAINT THAT YOU KNOW TO BE FALSE. IF YOU MAKE A COMPLAINT AGAINST AN OFFICER, KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE.

I HAVE READ AND UNDERSTAND THE ABOVE STATEMENT: _____
Complainant Signature

Section 47.5 of the California Civil Code: Action for defamation against individual filing false complaint against a peace officer, states "Notwithstanding Section 47, a peace officer may bring an action for defamation against an individual who has filed a complaint with that officer's employing agency alleging misconduct, criminal conduct, or incompetence, if that complaint is false, the complaint was made with knowledge that it was false and that it was made with spite, hatred, or ill will. Knowledge that the complaint was false may be proved by a showing that the complainant had no reasonable grounds to believe the statement was true and that the complainant exhibited a reckless disregard for ascertaining the truth."

A COPY OF THIS COMPLAINT FORM AND ALL OF YOUR STATEMENTS MAY BE PROVIDED TO THE INVOLVED OFFICER(S) SO THAT THE OFFICER(S) MAY EVALUATE THE COMPLAINT RELATIVE TO SECTION 47.5 OF THE CALIFORNIA PENAL CODE.

I affirm that I have read the above information and that the statements contained herein are, to the best of my knowledge, factual and accurate.

Signature (If under 18, parent or guardian)

Date

FOR OFFICE USE

Report Received By

Date

Reviewed by Chief of Police

Date

Assigned To

Date

Copy Provided Citizen By

Date



LINCOLN POLICE DEPARTMENT

Bill Smull
Chief of Police

770 7th Street
Lincoln, CA 95648
(916) 645-4040

CITIZEN COMPLAINT FORM

I wish to register a complaint against the following named personnel of the Lincoln Police Department:		
Name:	Date of Complaint:	
Description/Badge Number:		
Date/Time of Incident:		
Location of Incident:		
CITIZEN INFORMATION		
Name:		
Address:		
City:	State:	Zip Code:
Home Phone:	Work Phone:	

YOU HAVE THE RIGHT TO MAKE A COMPLAINT AGAINST A POLICE OFFICER FOR ANY IMPROPER POLICE CONDUCT. CALIFORNIA LAW REQUIRES THIS AGENCY TO HAVE A PROCEDURE TO INVESTIGATE CITIZENS' COMPLAINTS. YOU HAVE A RIGHT TO A WRITTEN DESCRIPTION OF THIS PROCEDURE. THIS AGENCY MAY FIND AFTER INVESTIGATION THAT THERE IS NOT ENOUGH EVIDENCE TO WARRANT ACTION ON YOUR COMPLAINT; EVEN IF THAT IS THE CASE, YOU HAVE THE RIGHT TO MAKE THE COMPLAINT AND HAVE IT INVESTIGATED IF YOU BELIEVE AN OFFICER BEHAVED IMPROPERLY. CITIZEN COMPLAINTS AND ANY REPORTS OR FINDINGS RELATING TO COMPLAINTS MUST BE RETAINED BY THIS AGENCY FOR AT LEAST FIVE YEARS.

IT IS AGAINST THE LAW TO MAKE A COMPLAINT THAT YOU KNOW TO BE FALSE. IF YOU MAKE A COMPLAINT AGAINST AN OFFICER KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE.

I have read and understood the above statement.

Complainant

Note: Please write the details of the complaint on the reverse side of this form. Include the nature of the complaint; Names and addresses of witnesses; any doctor, hospital or attorney contacted regarding this complaint. It is important that as many factual details as possible be included so that your complaint may be thoroughly investigated. Use additional sheets if necessary.

Signature of Official Receiving Complaint:		
	Date:	Time:

REPORT BY MEMBERS OF THE PUBLIC - CONTINUED

YOU HAVE THE RIGHT TO MAKE A COMPLAINT AGAINST A POLICE OFFICER FOR ANY IMPROPER POLICE CONDUCT. CALIFORNIA LAW REQUIRES THIS AGENCY TO HAVE A PROCEDURE TO INVESTIGATE COMPLAINTS FROM MEMBERS OF THE PUBLIC. YOU HAVE A RIGHT TO A WRITTEN DESCRIPTION OF THIS PROCEDURE. THIS AGENCY MAY FIND AFTER INVESTIGATION THAT THERE IS NOT ENOUGH EVIDENCE TO WARRANT ACTION ON YOUR COMPLAINT; EVEN IF THAT IS THE CASE, YOU HAVE THE RIGHT TO MAKE THE COMPLAINT AND HAVE IT INVESTIGATED IF YOU BELIEVE AN OFFICER BEHAVED IMPROPERLY. COMPLAINTS FROM MEMBER'S OF THE PUBLIC MUST BE RETAINED BY THIS AGENCY FOR AT LEAST FIVE (5) YEARS.

IT IS AGAINST THE LAW TO MAKE A COMPLAINT THAT YOU KNOW TO BE FALSE. IF YOU MAKE A COMPLAINT AGAINST AN OFFICER KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE.

I HAVE READ AND UNDERSTAND THE ABOVE STATEMENT: _____
SIGNATURE

Section 47.5 of the California Civil Code; Action for defamation against individual filing false complaint against a peace officer, states, "Notwithstanding Section 47, a peace officer may bring an action for defamation against an individual who has filed a complaint with that officer's employing agency alleging misconduct, criminal conduct, or incompetence, if that complaint is false, the complaint was made with knowledge that it was false and that it was made with spite, hatred, or ill will. Knowledge that the complaint was false may be proved by a showing that the complainant had no reasonable grounds to believe the statement was true and that the complainant exhibited a reckless disregard for ascertaining the truth."

A COPY OF THIS COMPLAINT FORM AND ALL OF YOUR STATEMENTS MAY BE PROVIDED TO THE INVOLVED OFFICER(S) SO THAT THE OFFICER(S) MAY EVALUATE THE COMPLAINT RELATIVE TO SECTION 47.5 OF THE CALIFORNIA PENAL CODE.

I affirm that I have read the above information and that the statements contained herein are, to the best of my knowledge, factual and accurate.

Signature (if under 18, parent or guardian):	Date:
Report received by:	Date:
Reviewed by Chief of Police:	Date:
Assigned to:	Date:
Copy provided by citizen by:	Date:

**NOTICE TO CITIZENS
CONCERNING CITIZEN COMPLAINT PROCEDURES
OF THE ROCKLIN POLICE DEPARTMENT**

The Police Department of the City of Rocklin, California, has an established procedure for receiving and investigating citizens' complaints in regards to any employee of this Department. This notice has been prepared to describe, to the public, the procedures that may be followed when filing a complaint against Department employees.

The Department believes it is absolutely necessary, in order to maintain a high level of proficiency and impartiality in connection with police duties, for the Department to willingly receive all constructive criticism and valid complaints, pertaining to departmental procedures or acts of departmental employees, that the public believes are unlawful, negligent, unfair, or not in the best interests of the people. All complaints received will be investigated as thoroughly as possible. In the event the investigation determines the complaints are valid, corrective action shall be conducted in accordance with the following regulations: Federal, State, and local laws; provisions of the Federal and State Government Code; City of Rocklin Personnel Rules and Regulations; City of Rocklin Personnel Ordinances and official City of Rocklin Council-Employee agreements pertaining to employees' rights.

The following information is provided to assist you, in the event you find the need to file a complaint concerning improper conduct or actions in regards to any employee of this Department.

HOW YOUR COMPLAINT MAY BE MADE:

1. You may personally come to the Police Department at 4060 Rocklin Road, Rocklin, California and request to speak with a supervisory officer who will receive your complaint.
2. You may telephone the Police Department by calling (916) 632-4060, and register your complaint.
3. You may write a letter to the Chief of Police, 4060 Rocklin Road, Rocklin, California 95677, and register your complaint.
4. You may personally contact an officer of this Department, who will assist you in contacting the appropriate department personnel.

Do not depend upon a third person to make your complaint for you, unless you are unable to do so yourself or you believe it is to your best interest to make such an arrangement.

If you intend to make a complaint, we request that you do so as soon as possible, while the facts are still fresh in your mind. This will give the Department an opportunity to make a more thorough investigation.

HOW COMPLAINTS ARE RECEIVED AND RECORDED:

The supervisor receiving your complaint may request a written statement or will take a question-and-answer type statement from you. An attempt will be made to obtain as much information as possible from you to assist an investigator in verifying your complaint, positively identifying the responsible employee(s), ascertaining any mitigating or the lack of mitigating circumstances, and any other information believed to be pertinent. The information that you provide should include, to the best of your knowledge, names (witnesses, persons present, and persons having knowledge), places (location of act or offense), times and dates, addresses and/or telephone numbers of concerned persons, and, if known, the identity (names, descriptions, badge numbers, car descriptions and/or license number) of the employee(s) involved.

Please include whether or not the criticism or complaint is intended for the "good of the Department" and is being offered for "what it is worth", or is intended to be a formal complaint. Filing a formal complaint may require you to give a sworn statement or appear as a witness in court or at a personnel hearing at some later date.

Criticism and complaints, by telephone, mail or third person, where the person reporting does not wish to give their name, will be received and investigated. The resulting investigation will depend on the ability of the Department personnel to investigate the information received without further information or testimony from the anonymous source.

INVESTIGATIONS:

All complaints will be turned over to the Chief of Police. The Chief of Police will implement an investigation of each complaint. The investigation will be conducted by trained, experienced and impartial supervisory officers. Investigations will usually involve contacting the persons involved (complainants and witnesses), and statements of concerned individuals will be taken. The investigation will be conducted in a fair and objective manner, directed toward seeking the truth. At the conclusion of the investigation, a decision will be made as to the validity of the complaint.

In some cases, where a crime has been alleged to have been committed by an employee, another law enforcement agency may be called upon to make an investigation of the reported offense.

DISPOSITIONS:

The complainant will be advised of the results of the investigation.

When the complaint or criticism is justified, all possible measures to correct the action, which prompted the complaint or criticism, will be taken by the Department. When a complaint against employee misconduct is justified, appropriate disciplinary or enforcement action will be taken.

The success of any police department, in the performance of its duties, is measured by the degree of support and cooperation it receives from the people it serves. The Rocklin Police Department desires the support and cooperation of the community, and believes the best method of obtaining this support is to provide open channels of communication between the community and the police. In addition to receiving and investigating criticism and complaints, the Rocklin Police Department invites comments and communications of commendation concerning employees, so that they may be given due credit for services that are considered superior or above and beyond the call of duty.

It should be noted that although we invite valid criticism and complaints, persons who knowingly make false accusations may be subject to prosecution or civil recourse.



MARK J. SIEMENS
CHIEF OF POLICE



**ROSEVILLE POLICE DEPARTMENT
PERSONNEL COMPLAINT**

NAME OF EMPLOYEE OR DESCRIPTION:

DATE OF COMPLAINT:

DATE AND TIME OF INCIDENT:

LOCATION OF INCIDENT:

DETAILS OF COMPLAINT: INCLUDE NATURE OF COMPLAINT, NAMES AND ADDRESSES OF WITNESSES, ANY DOCTOR, HOSPITAL, OR ATTORNEY CONTACTED REGARDING THIS COMPLAINT. IT IS IMPORTANT AS MANY FACTUAL DETAILS AS POSSIBLE BE INCLUDED SO YOUR COMPLAINT MAY BE THOROUGHLY INVESTIGATED. USE ADDITIONAL SHEET IF NECESSARY.

Lined area for providing details of the complaint.

PERSONNEL COMPLAINT ADMONISHMENT

YOU HAVE THE RIGHT TO MAKE A COMPLAINT AGAINST A POLICE OFFICER FOR ANY IMPROPER CONDUCT. CALIFORNIA LAW REQUIRES THIS AGENCY TO HAVE A PROCEDURE TO INVESTIGATE CITIZENS' COMPLAINTS. YOU HAVE THE RIGHT TO A WRITTEN DESCRIPTION OF THIS PROCEDURE. THIS AGENCY MAY FIND AFTER INVESTIGATION THAT THERE IS NOT ENOUGH EVIDENCE TO WARRANT ACTION ON YOUR COMPLAINT. EVEN IF THAT IS THE CASE, YOU HAVE THE RIGHT TO MAKE THAT COMPLAINT AND HAVE IT INVESTIGATED IF YOU BELIEVE AN OFFICER BEHAVED IMPROPERLY. CITIZEN COMPLAINTS AND ANY REPORTS OR FINDINGS RELATING TO COMPLAINTS MUST BE RETAINED BY THIS AGENCY FOR AT LEAST FIVE (5) YEARS.

IT IS AGAINST THE LAW TO MAKE A COMPLAINT THAT YOU KNOW TO BE FALSE. IF YOU MAKE A COMPLAINT AGAINST AN OFFICER KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE. (PENAL CODE SECTION 148.6)

YOU SHOULD ALSO BE AWARE THAT IF YOU KNOWINGLY AND MALICIOUSLY MAKE A FALSE COMPLAINT OF MISCONDUCT AGAINST AN OFFICER, THAT OFFICER MAY SEEK MONEY DAMAGES FROM YOU IN A CIVIL LAWSUIT. (CIVIL CODE SECTION 47.5)

I HAVE READ AND UNDERSTAND THE ABOVE STATEMENT AND CERTIFY THE FOREGOING STATEMENTS BY ME ARE TRUE TO THE BEST OF MY KNOWLEDGE AND BELIEF.

NAME (PLEASE PRINT)

SIGNATURE

ADDRESS

TELEPHONE NUMBER

SIGNATURE OF OFFICIAL RECEIVING COMPLAINT / OR SIGNATURE OF OFFICER READING ACKNOWLEDGMENT TO COMPLAINANT

Appendix A

INQUIRY AND COMPLAINT PROCEDURES

The Roseville Police Department is proud of the men and women who have dedicated their careers to public service. In order to ensure the professionalism of our department we must have carefully developed policies and procedures, our employees must be properly trained and supervised, and, the organization must be held accountable for its actions and those of its employees. The nature and demands of law enforcement work sometimes cause our actions to be questioned by the public.

As your Chief of Police, I encourage you to call us when you have a concern. We will be happy to discuss the situation with you. Please feel free to contact us regarding our policies, procedures, employees, or any other matter of concern to you.

Our first-line supervisors are charged with the responsibility of responding to concerns regarding the actions of their employees. If you have such concern, I encourage you to call the department and ask to speak to the Watch Commander. The Watch Commander will return your call or speak with you in person as soon as possible. We have found most problems can be resolved satisfactorily by the Watch Commander.

If you have met with the Watch Commander and are unable to resolve the situation to your satisfaction or, if you prefer not to discuss the matter with the Watch Commander, you may submit your complaint to me directly in writing. An investigation will be completed quickly and professionally. You will be notified of the results of the investigation, but City policy precludes me from discussing specific action taken against employees.

Sincerely,

Joel A. Neves
Chief of Police

Appendix A (cont)

COMMONLY ASKED QUESTIONS

Q. WHO CAN MAKE A COMPLAINT?

A. Anyone who is concerned with the actions of the Department may make a complaint. The best way is to talk to the employee's supervisor. Call the Police Department's business number, 774-5000, and ask to talk to the Watch Commander.

Q. WHAT IF I AM NOT SATISFIED WITH WHAT THE WATCH COMMANDER TELLS ME?

A. You should ask for a Citizen's Complaint form. Complete the form, giving as much information as possible. Your completed complaint form will be given to the Chief of Police and will be assigned to an investigator. After a thorough investigation has been conducted, it will be returned to the Chief of Police for action.

Q. HOW LONG WILL THE INVESTIGATION TAKE?

A. Complaints by the public are investigated as quickly as possible and the length of the investigation will depend upon the complexity of the situation. The Investigator is required to keep you informed of the status of the investigation.

Q. WILL I BE ADVISED WHEN THE INVESTIGATION IS COMPLETED?

A. At the conclusion of the investigation you will receive a letter from the Chief of Police outlining his findings of the case. If it is determined that your complaint is valid, the employee or policy found to be in error will be evaluated and appropriate action taken. Appropriate action against an employee can range from re-training to punitive measures.

Q. MAY I TALK TO THE CHIEF?

A. The Chief of Police is always willing to talk with a member of the public. However, it is generally better to discuss problems directly with an employee's supervisor. This maintains better accountability for the actions of our employees. The Chief of Police reviews all complaints and must be satisfied with the thoroughness of the investigation before the findings are approved.

YOU HAVE THE RIGHT TO MAKE A COMPLAINT AGAINST A DEPUTY FOR ANY IMPROPER CONDUCT. CALIFORNIA LAW REQUIRES THIS AGENCY TO HAVE A PROCEDURE TO INVESTIGATE CITIZENS' COMPLAINTS. YOU HAVE A RIGHT TO A WRITTEN DESCRIPTION OF THIS PROCEDURE. THIS AGENCY MAY FIND AFTER INVESTIGATION THAT THERE IS NOT ENOUGH EVIDENCE TO WARRANT ACTION ON YOUR COMPLAINT; EVEN IF THAT IS THE CASE, YOU HAVE THE RIGHT TO MAKE THE COMPLAINT AND HAVE IT INVESTIGATED IF YOU BELIEVE A DEPUTY BEHAVED IMPROPERLY. CITIZEN COMPLAINTS AND ANY REPORTS OR FINDINGS RELATING TO COMPLAINTS MUST BE RETAINED BY THIS AGENCY FOR AT LEAST FIVE (5) YEARS.

IT IS AGAINST THE LAW TO MAKE A COMPLAINT THAT YOU KNOW TO BE FALSE. IF YOU MAKE A COMPLAINT AGAINST A DEPUTY KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE.

I have read and understand the above statement:

Complainant

Received By

Date

DEPARTMENT USE ONLY:

INVESTIGATOR: _____

TAPE RECORDED: YES () NO ()

DATE CLOSED: _____

Received Date: _____	PLACER COUNTY SHERIFF'S DEPARTMENT	Complaint Number _____
Assigned Date: _____		
Closed Date: _____		Complaint Checklist

Complainant's Name: _____

Involved Employee(s): _____

	Date	Comments
Acknowledged		
Assigned		
Investigation Complete		
Notice of Discipline Served		
Copy to Personnel w/Affidavit		
Skelly		
Order of Discipline Served		
Copy to Personnel w/Affidavit		
Discipline Imposed		
Complainant Notified of Findings		
Supervisor Notified of Findings		
Employee Notified of Findings		
Payroll Notification		
Computer File Updated		
NPA/Order of Discipline Filed		

Disposition: _____

ADMINISTRATIVE PROCESSING OF PARKING CITATIONS

INTRODUCTION

On July 1, 1993, California removed the processing of parking violations from the municipal court and created a new administrative procedure for determining the guilt or innocence of the alleged parking violator and how the guilty party would be punished. New and revised statutes, found in California Vehicle Code Sections 40200 to 40230, became effective on that date.

The following summary of the law only includes the material necessary to explain the findings and recommendations of the 2003-2004 Placer County Grand Jury. Time restraints and limited resources prevented the Grand Jury from looking into specific provisions relating to special situations, such as rental cars, or consider registration and equipment violations, which can still appear on parking citations.

The first important changes related to nomenclature. "Fines" became "civil penalties." "Civil administrative procedures" replaced the criminal court infraction process for resolving disputes about the legality of the citation or responsibility of the person cited.

The civil administrative procedure contains three possibilities for a review of the issuance of a parking violation citation.

First, within 21 days after the notice of parking violation was issued, the issuing officer or the issuing agency (local police, sheriff, or the C.H.P.) may determine that "in the interest of justice" the notice of parking violation should be dismissed. (Interest of justice includes a legal defense, but more often, in the context of a parking violation, means that under the circumstances in this case, it would be unfair to proceed with the citation.) This review is discretionary within the department at the request of the department itself. The Grand Jury found three of these cases. (Vehicle Code Section 40202.5, subdivision [a])

Second, a cited person may request a review (called an "initial review") of the citation by an officer in the issuing agency. The cited person submits written material allowed by the agency to indicate why the citation should be dismissed. The reviewing officer is appointed by the chief of police or, for the sheriff's department, the command officer in charge of traffic. If the reviewing officer is satisfied that the violation did not occur or the person cited was not responsible for the violation or extenuating circumstances make the dismissal of the citation appropriate in the interest of justice, the

citation must be dismissed. (Vehicle Code Section 40215, subdivision [a]) There is no charge for this review.

Third, if a cited person is not satisfied with the results of the initial review, he or she may request an "administrative hearing" by an outside, independent examiner. In Placer County three attorneys volunteer their time to hear these cases. The person may appear before the examiner or elect to present his or her evidence without appearing at the hearing. (Vehicle Code Section 40215, subdivision [b])

The final appeal is outside the administrative process. The cited person may request a hearing in the superior court, by paying a \$25 fee for taking the appeal. In Placer County, a juvenile court referee has been appointed to be a part time traffic commissioner to hear these cases. If the contesting party wins the \$25 fee will be returned by the processing agency (the entity that processes the money received from the issuance of the citation), in addition to any money ordered by the commissioner. (Vehicle Code Section 40230) In the last five years there have been few appeals, estimated by a court official to be no more than five.

When the court system was divorced from its obligation to process parking citations, there was a second major problem to be solved. Under the court system, court employees collected and distributed parking fines according to law and also handled ancillary matters such as notices and orders from the court. The new system requires others to perform these functions.

Vehicle Code Sections 40200 - 40230 continue to use agencies previously authorized by prior sections 40200 - 40230 adopted in 1987. "Issuing agencies" means those agencies that write parking citations, and "processing agencies" means private vendors or government agencies with whom the issuing agency contracts to perform the collection and administrative parking violation functions. The issuing agency can elect to do both functions itself.

Placer County law enforcement agencies have chosen to utilize private companies as processing agencies. Auburn, Lincoln, Rocklin and the Placer County Sheriff's Department use Judicial Data Systems Corporation (hereafter J.D.S.) located in Costa Mesa, California. Roseville contracts with Enforcement Technologies (hereafter E.T.) located in San Ramon, California. Each agency has its own special contract with the company it utilizes.

General Narrative

The 2003-2004 Grand Jury studied the processing of parking violations in Placer County. The Grand Jury examined California Vehicle Code Sections

40200-40230, requested and read the general orders or written procedures in connection with the review of parking citations for the Auburn, Rocklin and Roseville Police Departments. The Lincoln Police Department and the Placer County Sheriff's Department indicated that they did not have any general orders or written procedures relating to the review of parking citations.

In connection with the review of citations requested by cited persons, the Grand Jury looked at the citation, evidence submitted by the cited person (such as statements, pictures, diagrams, documents and placards) and any material offered by the citing officer. The grand jury considered the reviewing officer's decision in each case. Usually it consisted only of a check mark in a box on a printed form. Sometimes a written explanation was added by the reviewer. The Grand Jury looked at reviews decided during the calendar year or fiscal year 2003 for all of the departments.

During the initial review at the request of the person cited, Vehicle Code Section 40215, subdivision (a) provides, in part, if the issuing agency, "... is satisfied that the violation did not occur, that the registered owner was not responsible for the violation, or that extenuating circumstances make dismissal of the citation appropriate in the interest of justice, the issuing agency shall cancel the notice of parking violation ..."

The Grand Jury contacted the officers who conducted these reviews in each department. Auburn, Lincoln and Rocklin send all of the reviews to one officer within each department. Roseville has four officers who review them and the Sheriff's Department has two, one in Auburn and one in Tahoe City.

Fiscal records were supplied to the Grand Jury by J.D.S. and E.T. Each of the law enforcement departments delivered to the Grand Jury data, which indicated how many citations were sent to the processing agencies, how much revenue was collected by them and how much the departments paid for the services. The revenue included all monies returned to each city, a portion of which had to be remitted to the county.

Following the reports of the individual agencies, the administrative hearing procedure is discussed.

The Grand Jury obtained information from superior court personnel relating to the number of cases that came to the superior court following an administrative hearing that denied relief to the cited person.

AUBURN POLICE DEPARTMENT

Narrative

The City of Auburn employs Judicial Data Systems Corporation (J.D.S.) in a limited capacity. Parking penalties (formerly called fines) are paid to the city and the police department receives applications for initial review. If the citation is paid or a review is requested, the citation remains with the department. If the parking penalty is not paid and becomes delinquent, a copy of the citation is sent to J.D.S. for processing and collection.

In the fiscal year 2002 -2003 J.D.S processed 1,143 citations for Auburn and sent \$26,918.50 to the city. Auburn paid \$1,327.76 for the services, or an average of \$1.16 per citation.

Auburn saves money in two ways. First, it collects the parking penalties itself and only sends those citations that are delinquent to J.D.S. Second, the police department handles all of the administrative details involved in an appeal. J.D.S. does not provide any processing services in connection with the initial review or the later administrative hearing.

The 2003-2004 Grand Jury examined all 98 initial reviews conducted in the calendar year 2003 by the hearing officer. In 49 cases the citation was upheld and in 49 cases the citations were dismissed. The Grand Jury did not find any cases which went to the next stage of the review process, an administrative hearing.

A high percentage of the cases were decided on the basis of whether or not extenuating circumstances were such that the citation should be dismissed, or the fine reduced, in the interest of justice. [See Vehicle Code Section 40215, subdivision (a).]

The Auburn Police Department Form entitled "Notice of Parking Violation Review" is given by a clerk to the cited person wishing to appeal. One instruction on the form is, "You must state specific facts as to why you feel the citation should not have been issued." Six lines of space are below that instruction; the implication is that only written statements are permitted. The form also contains space for the reviewer to write the decision.

The form states if the person is not satisfied with the reviewer's decision an appeal can be filed with the "...Placer County Law Enforcement Agencies (PLEA) Parking Citation Administrative Adjudication Hearing Officer." No address or telephone number is found on the form and the Grand Jury did not find any telephone listing or mailing address for this agency or officer.

Section 40215, subdivision (a) of the Vehicle Code requires the issuing agency (or processing agency) to notify the person contesting the citation of the result by mail. However, the Auburn procedure, after a decision is reached, is to notify the cited person by telephone. A coded notation is placed on the review form, which indicates that a phone call was successful and the person notified of the result. If the phone call was not successful, Auburn will use E-mail if an address can be found. As a last resort, the department will send a letter to the cited person. The notification by telephone or E-mail is not authorized by the statute.

Findings

1. The Auburn Police Department Review Files are complete, the reviews timely and the decisions reached are within the statutory guidelines.
2. The Auburn Police Department's method of utilizing J.D.S. as a processing agency is economical, efficient, and well suited to a small law enforcement agency.
3. The form entitled "Notice of Parking Violation Review" is restrictive, implying only a written statement is allowed.
4. The Auburn Police Department does not conform to Vehicle Code Section 20415, Subdivision (a) which requires the department to notify the person contesting the citation of the reviewer's decision by mail.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The Auburn Police Department revise its review form to indicate persons asking for a review may submit a written statement and pictures, diagrams, or other documents in support of their positions.
2. The Auburn Police Department notify persons who sought reviews of the results by mail and if they lost the review, how to seek an administrative hearing by the outside examiner.

Responses (within 60 days):

Chief of Police, Auburn Police Department

Responses (within 90 days):

Auburn City Council

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

LINCOLN POLICE DEPARTMENT

Narrative

The City of Lincoln contracts with Judicial Data Systems Corporation (J.D.S.) to accept all parking penalty payments as well as all applications for appeal. The bottom of the citation lists as one of the three options the following, "Deny liability stating reason in person, by mail or by telephone and request an administrative hearing by the citation processing agency listed below" The "address listed below" is Citation Processing Agency, Parking Administration, P.O. Box 25120, Santa Ana, California 92799-5120 and an 800 telephone number. In the fiscal year 2002 - 2003 J.D.S. processed 246 citations for the city and sent \$4,665 to Lincoln. The city paid \$1,200 for the services, or an average of \$4.88 per citation.

To seek a review, a cited person must call the 800 number and request a review form for the Lincoln Police Department. The completed form must be returned to J.D.S., who then sends it to the Lincoln Police Department to conduct the initial review.

There were 28 initial reviews conducted in the calendar year 2003 by the Chief of Police. In 4 cases the citations were upheld and in 24 cases the citations were dismissed. In 16 of the 28 cases, the Chief wrote the reasons for his decision on the form. No other law enforcement department came close to that percentage (57%).

A high percentage of the cases were decided on the basis of whether or not extenuating circumstances were such that the citation should be dismissed or the fine reduced in the interest of justice. [See Vehicle Code section 40215, subdivision (a)]

The 2003-2004 Grand Jury did not find any cases which went to the next stage in the review process.

The Lincoln Police Department Review Form has a section labeled "reason for review:" followed by five lines for writing. The form has an area where the Chief indicates the decision and any comments. After the hearing, he fills out that portion and the form is returned to J.D.S. The processing agency then mails a copy to the person who asked for the review.

A person who wants an administrative hearing must check the box indicating a desire for a further appeal, make out a check or money order for the amount of the penalty shown on the citation and send the remittance and form back to J.D.S. The processing agency then mails a copy of the form to the Lincoln Police Department so that a date may be set for the

administrative hearing and the person who asked for the hearing notified of the date, time and place.

Vehicle Code Section 40215, Subdivision (b) provides each agency that issues citations must have "...a written procedure to allow a person to request an administrative hearing without payment of the parking penalty upon satisfactory proof of an inability to pay the amount due."

Findings

1. The Lincoln Police Department Review Files are complete, the reviews timely and the decisions reached are within the statutory guidelines.
2. The Grand Jury commends the Chief of Police for the high percentage of cases (57%) in which he stated a reason or reasons for a decision.
3. The Grand Jury finds that the initial review form is restrictive, implying only a written statement is allowed.
4. The Grand Jury finds that the Lincoln Police Department Form does not correctly state the requirements to seek an administrative hearing because it omits an exception to the requirement that a person must send a check or money order for the amount of the penalty with the request. The exception allows a person to seek an administrative hearing without paying the penalty upon a satisfactory showing to the department that the person is not able to pay the amount due.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The Lincoln Police Department alter its review form to indicate the person seeking review may submit a written statement and photographs, documents, or other evidence.
2. The Lincoln Police Department revise its review form to include the exception to the requirement that a person pay the penalty amount when seeking an administrative hearing.

Responses (within 60 days):

Chief of Police, Lincoln Police Department

Responses (within 90 days):

Lincoln City Council

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

ROCKLIN POLICE DEPARTMENT

Narrative

The City of Rocklin employs Judicial Data Systems Corporation (J.D.S.) as the processing agency in a limited capacity. All citations are sent to J.D.S. The person cited must file a request for an initial review with the Rocklin Police Department. The department notifies J.D.S. when this occurs.

In the fiscal year 2002 - 2003 J.D.S. processed 263 citations for Rocklin and sent \$17,774 to the city. Rocklin paid J.D.S. \$1,103 for the services, or an average of \$4.19 per citation.

To obtain an initial review, the cited person must fill out a form entitled, "Citizen Declaration For Parking Violation." The instructions indicate that the person "... must state specific facts as to why you feel this citation should not have been issued. Attach copy of parking permit, diagram, photographs, or other information you wish to have considered."

There were 78 initial reviews conducted in the calendar year 2003 by the reviewing officer. The 2003-2004 Placer County Grand Jury determined that in 23 cases the citation was upheld. In 55 cases the citation was dismissed.

The 2003-2004 Placer County Grand Jury determined that a high percentage of the cases were decided on the basis of whether or not extenuating circumstances were such that the citation should be dismissed, or the fine reduced, in the interest of justice. [See Vehicle Code Section 42015, subdivision (a)]

The Rocklin Police Department sends a copy of the form to the person requesting the initial review. The form shows the decision by the reviewing officer. It also lists a J.D.S. 800 telephone number to call for information about obtaining an administrative hearing to further review the case.

The form contains two pages. About 1/4 of page two is empty. It could be used to explain how to seek an administrative review. By including the information regarding a further appeal on the form, the department would not have to pay any fee charged by the processing agency for providing that service. It could also shorten the time for resolving the appeal.

Vehicle Code Section 40215, Subdivision (b) provides each agency that issues citations must have "...a written procedure to allow a person to request an administrative hearing without payment of the parking penalty upon satisfactory proof of an inability to pay the amount due."

Findings

1. The Rocklin Police Department Review Files are complete, the reviews were timely and the decisions reached are within the statutory guidelines.
2. The instructions on the review form are sufficient to indicate that materials other than a written statement may be submitted.
3. The Rocklin Police Department Initial Review Form has enough space on page 2 to explain the procedure for seeking an administrative hearing, including the waiver of posting the parking penalty if a person does not have the money to do so. This would expedite any administrative hearing.

Recommendation

The 2003-2004 Placer County Grand Jury recommends:

The Rocklin Police Department revise its Initial Review Form to explain the procedure for seeking an administrative hearing including the waiver provision for posting the parking penalty. A written explanation provides more assurance that complete and correct information is given to the person than instructions given over the telephone.

Responses (within 60 days):

Chief of Police, Rocklin Police Department

Responses (within 90 days):

Rocklin City Council

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

ROSEVILLE POLICE DEPARTMENT

Narrative

The City of Roseville employs Enforcement Technologies (E.T.) The citation directs the recipient to mail a payment to E.T., but if an initial review is sought the recipient is directed to contact the Roseville Police Department. However, the police department will accept a payment and then send it to E.T. for processing, though that information is not on the citation.

For the calendar year 2003 E.T. processed 5521 parking citations for the City of Roseville and sent \$ 122,416.88 to the city. Roseville paid \$5147.42 for the service, or an average of \$0.93 per citation.

The City of Roseville does not have any random audit or other procedures to verify that the city receives the correct amount of money from E.T.

The Roseville Parking Citation Review Request has a section which contains the following information, "I request this citation be reviewed for the following reasons. (Attach a copy of parking permit, diagram or other information you wish to have considered.)" There are 6 lines for writing.

These request forms are also available on the Internet.

The 2003-2004 Placer County Grand Jury examined 842 of the initial reviews conducted during the calendar year 2003. This represented about 3/4 of the total initial reviews. In 166 of the reviews the citations were upheld, 39 of them involved the failure to have a handicap parking placard. In 676 of the reviews the citations were dismissed, 345 of the dismissals involved the failure to display a handicap parking placard, which they actually possessed.

A high percentage of the cases were decided on the basis of whether or not extenuating circumstances were such that the citation should be dismissed, or the fine reduced, in the interest of justice. [See Vehicle Code Section 4015, subdivision (a)]

The initial review requests are divided among four lieutenants for processing. Under these circumstances it is not unusual that the result might depend upon who reviewed the request. A Roseville Memorandum dated June 30, 1993 entitled "Processing Parking Citations," which was given to the Grand Jury does not address this issue.

The Grand Jury also examined 31 appeals taken a step further to an administrative hearing. In 12 cases the citation was upheld. In 3 cases the

citation was upheld, but the fine was reduced. In 16 cases the citation was dismissed.

A section of the review request form instructs the cited person, who lost at the initial review hearing, what must be done to secure an administrative hearing. That section requires the the person cited to check the box indicating a desire for a further appeal, make out a check or money order for the amount of the penalty shown the citation and send the check and form back to E.T., who will then send a copy of the form to the Roseville Police Department so a date can be set for the administrative hearing and the person notified of the date, time and place.

Vehicle Code Section 40215, Subdivision (b) provides that each agency issuing citations must have "...a written procedure to allow a person to request an administrative hearing without payment of the parking penalty upon satisfactory proof of an inability to pay the amount due."

Findings

1. The Roseville Police Department Review Files are complete, the reviews timely, and that the decisions reached are within the statutory guidelines.
2. The Roseville Police Department is the only department in Placer County that has its review form on the Internet.
3. The use of four officers to individually decide initial reviews requires some department policies to insure a greater degree of uniformity in the decision making process.
4. The Roseville Police Department does not include the exception to the requirement that a person pay the penalty amount when seeking an administrative hearing.
5. The Roseville Police Department has no audit or other procedure to determine whether the City receives the proper amount of money from E.T.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The Roseville Police Department revise its Initial Review Form to explain the procedure for seeking an administrative hearing including the waiver provision for posting the parking penalty.
2. The memorandum "Processing of Parking Citations." dated June 30, 1993

be revised to include guidelines for the four officers assigned to decide initial reviews of parking citations to promote uniformity in the decision making process.

3. The City of Roseville consider, in view of the substantial amount of revenue from parking citations, whether it ought to have some random audit or other procedures to insure that it receives the proper amount of money from E.T.

Responses (within 60 days):

Chief of Police, Roseville Police Department

Responses (within 90 days):

Roseville City Council

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

PLACER COUNTY SHERIFFS DEPARTMENT

Narrative

The Placer County Sheriff's Department employs Judicial Data Systems Corporation (J.D.S.) as its processing agency for the greatest variety of services. In addition to collecting parking penalties, J.D.S. supplies information, forms and information to people who want an initial review of their citations or who seek an administrative hearing when they are not satisfied with the result of the initial review. J.D.S., as well as the sheriff's department, notify the cited person of the results of each hearing. The sheriff's department uses J.D.S. as a storage facility for all of the citations issued by the sheriff's department and documents relating to any initial review or administrative hearing. There are no copies kept in Placer County.

Sections 40200.3 and 40200.5 of the California Vehicle Code allow the California Highway Patrol (C.H.P) to permit the sheriff's department to assume the responsibilities of collecting parking penalties and providing initial review proceedings and administrative hearings for C.H.P. parking citations issued in Placer County. In accordance with these Vehicle Code Sections, the money collected is given to the county.

In the fiscal year 2002 - 2003 J.D.S. processed 2,970 citations for the sheriff's department, which included those issued by the C.H.P. and sent \$96,270 to the county general fund. Placer County paid \$5,625 for the services, or an average of \$1.89 per citation.

The 2003-2004 Placer County Grand Jury studied the 749 initial reviews conducted by the sheriff's department in the calendar year 2003. In Auburn 233 were conducted by a hearing officer. The number of citations upheld was 62 and the number dismissed was 171. Initial review hearings also take place in Truckee before a different reviewing officer. In Tahoe City 338 citations were upheld and 178 were dismissed.

The Request for Violation Review Form supplied to the person requesting a review contained a notation "Reason for review" followed by three lines allowing 3 3/4 inches of writing space on each line. Realizing that the space was inadequate, the phrase, " *** PLEASE SEE ATTACHED ***" appeared next to the word "review."

J.D.S. was able to send to the Grand Jury only the Request for Violation Review Form for each of the 749 hearings. This form contained the name of the person cited, the vehicle involved, the violation charged, the penalty imposed for that violation, the signature of the hearing officer, and a check mark next to the word DISMISSED or UPHELD. Nothing was included that

made it possible for the Grand Jury to understand why the person cited requested the review or the basis for the reviewing officer's decision..

According to J.D.S. nothing more was available because, if the citation is upheld, the material submitted by the person requesting the review is returned in the event the person wishes to ask for an administrative hearing. If the citation is dismissed the material is destroyed because there is no penalty to collect. In the rare case where the person paid the penalty before requesting the review, the money is refunded.

If the citation is upheld, there is a section on the form indicating what the person must do to obtain an administrative hearing. That section indicates the person cited must mark the box indicating a desire for a further appeal, make out a check or money order for the amount of the penalty on the citation and send the check and form back to J.D.S., who will then send a copy of the form to the sheriff's department so a date can be set for the administrative hearing and the person notified of the date, time and place.

Vehicle Code Section 40215, Subdivision (b) provides each agency that issues citations must have "...a written procedure to allow a person to request an administrative hearing without payment of the parking penalty upon satisfactory proof of an inability to pay the amount due."

Findings

1. Complete records of the initial review materials are not available for any review by the Grand Jury or the sheriff's department itself to evaluate the performance of the review officers who process the initial review.
2. The Request for Violation Review is restrictive in implying only a written statement is allowed.
3. The sheriff's department Request for Violation Review Form does not fully state the requirements to seek an administrative hearing because it omits an exception to the requirement to send a check or money order with the request.
4. There are no random audit or other procedures utilized by the auditor-controller or the sheriff's department to verify Placer County is receiving the correct amount from E.T.
5. The use of two officers to individually decide initial reviews requires some department policies to insure a greater degree of uniformity in the decision making process

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. The sheriff's department keep copies of all the documents used in a review hearing for the same length of time as it is required to keep parking citations.
2. The sheriff's department revise the Request for Violation Review Form to indicate that persons asking for a review may submit a written statement and pictures, diagrams, or other documents in support of their positions.
3. The sheriff's department revise its Request for Violation Review Form to explain the procedure for seeking an administrative hearing to include the waiver provision for posting the parking penalty.
4. The sheriff's department and the auditor-controller consider, in view of the substantial amount of revenue from parking citations, whether there ought to be some random audit or other procedures to insure that Placer County receives the proper amount of money from J.D.S. and, if so, what is to be done and who is to be responsible for doing it.
5. The sheriff's department issue guidelines for the two officers assigned to decide initial reviews of parking citations to promote uniformity in the decision making process.

Responses (within 60 days):

The Placer County Sheriff (recommendations 1-5)
The Placer County Auditor-Controller (recommendation 4 only)

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

THE ADMINISTRATIVE HEARINGS

Narrative

Administrative Hearings occur at the request of a cited person, whose request for relief was denied at the initial review. In Placer County a hearing calendar, ranging from six to 20 cases is set to be heard by an examiner every three months. The cases come from the four police departments and the sheriff's department. At each session the cases are heard by one of three attorneys, who have volunteered their services and donated their time. The examiners have no connection with any law enforcement agencies. The present attorneys have served from three to eight years.

The cited person may appear at the hearing, testify and present any witnesses or other evidence. As an alternative, the person can submit written statements, pictures, diagrams and other documents without appearing.

On March 29, 2004, the 2003-2004 Placer County Grand Jury attended a session of these hearings. The examiner administered an oath to those with a case on the calendar. He called each case and, after the person stepped forward, the examiner asked the person to wait for a few moments while he read the file. The file generally consisted of documents and other evidence submitted at the initial review, augmented with any new material offered at this hearing. For clarification, the examiner would ask the witness questions. After considering the evidence, the examiner announced that each person would receive a decision within a week by mail.

After the session, the Grand Jury interviewed the examiner, who explained there were no written rules governing the conduct of a hearing, and he was only given a verbal explanation about the procedure. The Grand Jury was unable to learn who gave him this information or how he was appointed. He thought a set of rules for governing the conduct of a hearing would be a good idea; without them he really did not know the extent of his authority. This examiner did not view extenuating circumstances as something he could consider in reaching his decision. (But see Vehicle Code Section 40215, subdivision [a].) He would not reduce a fine, but would dismiss a citation if he determined the citation should not have been issued in the first place.

The Grand Jury spoke with each of the other examiners separately. Neither could remember how they were appointed. Both agreed there were no written rules and thought written rules would be useful to promote uniform decisions. One would not reduce a penalty, but would dismiss a citation, the other would do both. Both recognized extenuating circumstances as a reason to issue a favorable ruling for the cited person. Both would try to read

all of the cases before the session began because it indicated to the people in the hearing room that they came prepared.

One was emphatic about announcing his decision after each case. This examiner believed the person had the right to know the decision if he was ready to make it. The other examiner indicated a decision would be mailed to the person within a week. He believed the mail notification reduced any possibility of disruptive behavior on the part of a person who might be angry when informed of the result immediately. There were no court bailiffs present during the hearing.

Both thought if they ruled against the person, the cited person should be informed of the right to seek a new hearing in the Superior Court. This belief was partly due to the fact that the issuing agencies informed the people of their right to an initial review and later the administrative review. Silence by the authorities after the administrative hearing about the right to have a new hearing in the superior court would reasonably lead cited persons to believe that no further legal relief was possible.

The Grand Jury determined none of the agencies informed people of their right to seek a hearing in the superior court.

Section 40215, subdivision (c), paragraph (3) of the Vehicle Code requires the administrative hearing be conducted pursuant to written procedures established by the issuing agency. In Placer County five departments send cases to the examiners. It would create an extremely complex operation if each agency had an individual set of rules for its cases. The five departments should be able to agree on a single set of rules.

Section 40215, subdivision (c) paragraph (4) of the Vehicle Code provides for the appointment of qualified examiners and requires at least 20 hours of defined training in various subjects. Lawyers would probably qualify for 12 hours credit based upon "relevant experience," which the statute allows. That leaves 8 hours to be satisfied under subdivision (c), paragraph (4) subparagraph (B). The Grand Jury found no current appointee was asked to present any background material in order to qualify as an examiner.

Section 40215, Subdivision (d) reads as follows: "The provisions of this section relating to the administrative appeal process do not apply to an issuing agency that is a law enforcement agency if the issuing agency does not also act as the processing agency."

The Grand Jury determined all law enforcement agencies in Placer County except Auburn do not act as processing agencies, but contract with J.D.S. or E.T. to do that work. Auburn does act as a partial processing agency

because it collects parking penalties and only submits to J.D.S. citations not paid on time.

The examiners were concerned about the provision above and what effect it might have on the legality of administrative hearings in Placer County.

Findings

1. The Placer County Administrative Hearings for Parking Citations are in violation of Vehicle Code Section 40215, subdivision (c), paragraph (3) because there are no written procedures.
2. It does not appear the existing examiners were appointed in accordance with Vehicle Code Section 40215, subdivision (c), paragraph (4) by any issuing agency or that the examiners had the required qualifications.
3. The notification of the administrative hearing results to a cited person who lost does not inform the person of a right to have a further hearing in the superior court.
4. Vehicle Code Section 40215, subdivision (d) may mean administrative hearings are not authorized by California Law in Placer County because Placer County Law Enforcement Departments may qualify for an exclusion mandated by the statute.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. Placer County Law Enforcement Departments adopt a single set of written procedures applicable to administrative hearings relating to parking violations.
2. Placer County Law Enforcement Departments appoint administrative hearing examiners, in the manner and with the qualifications prescribed by, Vehicle Code Section 40215, subdivision (c), paragraph (4).
3. Placer County Law Enforcement Departments revise the form sent to a person who has lost an administrative hearing informing the person of a right to seek a further hearing in the superior court.
4. The Placer County Counsel prepare and circulate a legal opinion to all appropriate entities indicating the effect, if any, of Vehicle Code Section 40215, subdivision (d) on the legality of administrative

hearings in Placer County.

Responses (within 60 days):

The Placer County Sheriff (recommendations 1-3 only)
The Placer County Counsel (recommendation 4 only)
Auburn City Attorney (recommendation 4 only)
Chief of Police, Auburn Police Department (recommendations 1-3 only)
Lincoln City Attorney (recommendation 4 only)
Chief of Police, Lincoln Police Department (recommendations 1-3 only)
Rocklin City Attorney (recommendation 4 only)
Chief of Police, Rocklin Police Department (recommendations 1-3 only)
Roseville City Attorney (recommendation 4 only)
Chief of Police, Roseville Police Department (recommendations 1-3 only)

Responses (within 90 days):

Auburn City Council (recommendations 1-3 only)
Lincoln City Council (recommendations 1-3 only)
Rocklin City Council (recommendations 1-3 only)
Roseville City Council (recommendations 1-3 only)

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

STANDARDIZED PARKING PENALTIES

INTRODUCTION

California Vehicle Code Sections 40200-40230 contain statutes which regulate the processing of parking violations. Related subjects are also included.

Narrative

Section 40203.5, subdivision (a) reads as follows: "The schedule of parking penalties for parking violations and late payment penalties shall be established by the governing body of the jurisdiction where the notice of violation is issued. To the extent possible, issuing agencies within the same county shall standardize parking penalties." (Emphasis added.)

The goal is only mandatory to the extent it is possible for all of the issuing agencies to agree on a penalty for the same offense regardless of where it occurs in the county..

The sample of parking penalties in the table below indicates differences among the five issuing agencies in Placer County. "No violation" means the jurisdiction does not have an ordinance regulating the conduct.

Violation	Auburn	Lincoln	Rocklin	Roseville	Sheriff
Handicap	\$ 255	\$ 280	\$ 305	\$ 280	\$280
Overtime	25	25	No violation	25	25
No Permit	25	No violation	No violation	50	No violation
Fire Lane	25	25	60	100	35
72 Hours	25	25	65	100	38
Sidewalk	20	25	50	50	25
Wrong Side	40	25	55	50	25
No Parking	25	25	55	50	25
Fire Hydrant	20	25	50	35	25

Findings

1. There are differences in the penalties for the same parking violation depending on where it occurs in Placer County.
2. The statute only requires the governing bodies and issuing agencies attempt to reach agreement on as many comparable violations as possible.

Recommendation

The 2003-2004 Placer County Grand Jury recommends the following:

The governing bodies and issuing agencies in Placer County attempt under Vehicle Code section 40203.5, subdivision (a) to standardize as many parking penalties as possible in Placer County.

Responses (within 60 days):

Chief of Police, Auburn Police Department
Chief of Police, Lincoln Police Department
Chief of Police, Rocklin Police Department
Chief of Police, Roseville Police Department
The Placer County Sheriff

Responses (within 90 days):

Auburn City Council
Lincoln City Council
Rocklin City Council
Roseville City Council
Placer County Board of Supervisors

Respond to:

The Presiding Judge of the Superior Court
101 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson of the Placer County Grand Jury
11490 "C" Avenue
Auburn, CA 95603

PLACER COUNTY PUBLIC GUARDIAN

Introduction

California Penal Code section 925 requires the grand jury to investigate and report on operations, accounts and records of the officers, departments or functions of the county. Pursuant to this requirement, the 2003-04 Placer County Grand Jury investigated the Placer County Public Guardian Office, which operates under the Placer County Health and Human Services Adult System of Care (HHS-ASC). Originally a department in itself, it was incorporated into the Placer County Department of Health and Human Services in 1995.

The Public Guardian's Office serves elderly and disabled individuals who are unable to provide for their basic needs and there are no family members able or willing to assume responsibility.

There are two types of conservatorship:

1. Probate conservatorship for individuals who can not manage their affairs or meet their own needs due to physical illness or elderly decline such as Alzheimer's disease.
2. Lanterman-Petris-Short Act (LPS) conservatorship for individuals, 18 years or older, who are mentally impaired or chronically mentally ill and are unable to meet their own needs or manage their affairs. The LPS Act was passed by the California State Legislature in 1969 to protect individuals with mental disabilities.

Generally the process develops along these steps:

- Mental Health Department or Adult Protective Services are advised of potential need.
- A caseworker evaluates the situation.
- Family members are located, apprised of the situation and asked to take responsibility. If they are not willing to, or there are no family members, the County will pursue a conservatorship.
- The person's physician is contacted. The physician fills out a medical document for conservatorship.
- The conservatorship document is filed with the Court and will be heard within 30 days. Every conservatee has legal representation with either a private attorney or the Public Defender's Office.
- If there are no willing, qualified, family members the Court will appoint the Placer County Public Guardian as Conservator.
- Individuals who are unable to live independently, are moved to an appropriate care facility.

- Under the direction of the Public Guardian's Office, the conservatee's furniture and personal belongings are inventoried and stored in a county facility. When there is a large quantity of items and sufficient funds in the estate, storage space may be rented at a commercial storage facility. The inventory of the conservatee's furniture and personal belongings is kept in the conservatee's case file and a copy is also filed with the Court.

Conservatorships can be of the person or of the estate. Most conservatorships include both the person and their estate. The Public Guardian protects and cares for the conservatee by providing for their housing, hospitalization, medical care or psychiatric treatment. With the LPS conservatorship, the Public Guardian's Office can force the patient to take medication and follow the treatment plan. If conservatorship of the person's estate was granted the Public Guardian's office will manage the conservatee's estate, including managing their funds, paying debts and keeping benefits and entitlements in force. The Public Guardian may also be granted the authority to sell or dispose of personal property, as allowed by California Probate Code Section 2591. Proceeds from liquidation of any asset is credited to the conservatee's account and used to help pay the cost of their care.

Each conservatorship is reviewed annually by the Court. If conservatees are deemed able to provide for their own care and handle their affairs, the Court may terminate the conservatorship. In most cases the conservatorship is continued.

Narrative

The Director of Health and Human Services is the designated Public Guardian for Placer County. The Public Guardian's office has a Supervisor, two full time and one part-time Deputy Public Guardians, one full time Account Clerk under the supervision of the HHS-ASC Budget & Financial Operations and one clerical support person under the supervision of the HHS-ASC clerical pool. A second clerk has been out for over a year, on a medical leave and has not been replaced.

The Grand Jury conducted interviews with the Public Guardian, the Supervisor for the Public Guardian's Office, a Deputy Public Guardian, and other staff members in the Public Guardian's Office.

Generally the ongoing caseload for the Public Guardian's Office varies from about 170-180 cases. The grand jurors were told that each full-time Deputy Public Guardian handles about 70 cases and the part-time Deputy Public Guardian handles 30-40 cases. The grand jury was informed that the recommended caseload per deputy is 55 cases. The state requires the Deputy Public Guardians to personally meet with each conservatee at least once a year. Placer County asks they meet with each conservatee at least once every three months.

If the person's income is more than \$500 a month, the Public Guardian's Office is allowed to charge an annual administrative type fee to the conservatee, ranging from \$50 to \$300 depending on their income. County Counsel is authorized to charge fees ranging from \$50 to \$190 for legal services. Placer County has two fee schedules, one for LPS conservatorship and one for probate conservatorship. A past survey by Placer County of the fees charged by all Public Guardian Offices in the state found Placer County was among the lowest.

The grand jurors visited the Public Guardian's office on three occasions. The overall space is shared with the Adult Protective Services Department and the Supervisor is in charge of both departments. The portion used for the Public Guardian's Office is small and cramped. There is a lack of storage space and case files are filed on open shelves throughout the office. The jurors reviewed some of the case file inventories of the individual's furniture and personal possessions and found the inventories inadequate.

Grand jurors toured the warehouse where the County stores the conservatee's furniture and personal belongings twice. Jewelry or other valuables are stored at another location. The warehouse is a large open space with narrow metal shelving along one wall where cardboard boxes of old county records are stored. There are no storage lockers or deep shelving units to store the conservatee's personal belongings. There are fire suppression sprinklers in the ceiling but no one knew if they were in working order. There was an incident of a roof leak that resulted in permanent damage to furniture of a conservatee. There is a lack of air circulation in the warehouse causing a stale, musty odor.

Each conservatee's possessions are arranged in separate, huge piles with the furniture on the bottom and various household items, plastic bags of clothing and other miscellaneous items stacked on top of the furniture and on the floor. There are no physical dividers separating the piles, but about 18 inches of space is left between the piles. Nothing is enclosed or covered.

Some bags are labeled with the owner's names, but most items are not labeled. If an item was inadvertently moved from one pile to another, the "ownership" of the item would change. If there was any situation where several piles had to be moved quickly and items were intermixed, it would not be possible to determine their ownership.

There are no detailed inventories of each conservatee's personal property. Files reviewed by the Grand Jury contained merely the statement "miscellaneous household items".

One of the responsibilities listed in the job description of the Account Clerk states "Maintain an inventory of all clients personal and real property. This includes

personal effects, furniture, jewelry, investments, mobile homes, vehicles, rentals and all real estate.” Currently this duty is not performed.

Findings

1. The second clerical position has been vacant for over a year. The second clerk’s one-year medical leave has exceeded the allowed time and the position remains in limbo.
2. Placer County charges minimal administrative fees to the conservatees or their estates.
3. The conservatee’s furniture and other personal property are not stored properly in the county warehouse. All property items for each conservatee are not labeled with the identity of the owner. There is inadequate separation of each conservatee’s personal property from that belonging to others.
4. The Account Clerk’s job description is not adhered to. The inventory of the conservatee’s furniture and other personal property is not adequately detailed.
5. The two clerical positions and the Account Clerk fall under different lines of supervision.

Recommendations

The 2003-04 Placer County Grand Jury recommends:

1. The second clerical position be filled.
2. The administrative fees charged to the estate of the conservatees be increased to the state average.
3. Each conservatee’s personal property stored in the county warehouse, be kept separate, properly identified and stored in a manner that protects and preserves all items. Individual, enclosed, locked storage units be constructed within the large, open interior of the county warehouse.
4. The intake process have a detailed inventory compiled at the time of initial intake of the personal property.
5. The Health and Human Services Department conduct a thorough review of the department’s operations and staffing.

Responses (within 60 days)

Health and Human Services Department
Department of Facility Services

Responses (within 90 days)

Placer County Board of Supervisors

Respond to:

The Presiding Judge of the Superior Court
110 Maple Street
Auburn, CA 95603

Send copy to:

Foreperson, Placer County Grand Jury
11490 "C" Street
Auburn, CA 95603

Placer County Proposition 10 - Tobacco Funds Children and Families First - First Five

INTRODUCTION

In 1998 California State Proposition 10 was passed, levying a 50-cent tax on each pack of cigarettes. Collected funds are to be used to improve the early development of children from the prenatal stage to age five. The statewide First 5 California Commission is the lead agency and expends 20 percent of the revenues from Proposition 10 for technical assistance, research, evaluation, and public media campaigns. The other 80 percent is divided among the First 5 Commissions of the 58 Counties based on the number of live births in each county. From July 2000 to November 2003 the First 5 Placer County Children and Family Commission (Commission) has received a total of \$6,407,613 from Proposition 10 funds.

The 2003-2004 Placer County Grand Jury reviewed the Commission. The Commission provides services to the family by educating parents through it's breast feeding programs, fathers back to work programs and many other programs that help improve life for children ages 0 to 5.

NARRATIVE

The Grand Jury attended monthly public meetings of the Commission, conducted interviews with the Director of the Department of Health and Human Services (HHS), the Administrator/Principal Management Analyst for the Commission, the Staff Services Analyst and the Epidemiologist who performs work for the Commission. The jurors also researched minutes of prior meetings, obtained and reviewed financial records and many other relevant documents.

Organizational Structure Overview

The Commission is an autonomous self-governing body with seven members appointed by the Board of Supervisors. The primary purpose of the Commission is to develop a strategic plan for early childhood development for children ages 0-5 and their families and to administer the use of Proposition 10 funds distributed to Placer County.

Of the \$6,407,613 received by the Commission during the period July 2000 to November 2003, \$5,825,729 was distributed and \$581,884 was

spent on administration. This is approximately 9% of the funds received. The State Commission allows the individual county commissions to use up to 14% for administration.

The Commission entered into a three year Memorandum of Understanding (MOU) with HHS to supply professional staff to the Commission for overall administration, implementation of the strategic plan, managing contracts, evaluations, budget management and clerical support. For the same period \$430,336 of the \$581,884 was paid to HHS per the MOU.

The Commission has three advisory committees. A representative from each committee presents a verbal report at the monthly Commission meetings. The advisory committees are:

- The Community Collaborative of Tahoe/Truckee
- Placer Collaborative Network
- Childcare Local Planning Council

In September 2002 the Commission created a Community Resource Committee (CRC) "In order to meaningfully involve the community in the work of the Commission". The Charter for the CRC, adopted by the Commission, outlines the CRC areas of responsibility and participation (see exhibit A) to include:

- *Incorporate community voices in planning, evaluating and allocating Proposition 10 funds;*
- *Provide a vehicle for reporting to the community;*
- *Provide timely interaction and advice on statewide funding initiatives;*
- *Broadly and publicly spread the "brain development" message;*
- *Provide an open community forum for feedback on the work of the Commission.*

The CRC consists of three Commission members and five community members. The Commission recruits and reviews applications for membership to the CRC. Recommendations for appointments are then made to the Commission.

Overview of the Strategic Plan

The Commission engaged the community in an extensive yearlong planning process to develop a Strategic Plan to address early childhood development and family support services in Placer County. It was

decided funding would be directed toward four desired “strategic result” areas in the Commission’s Strategic Plan for 2001-2004:

- **Improved Family Functioning:** *Envisions strong families that are able to provide for the physical, mental and emotional development of children as the foundation for their success. This includes a focus area on parent education and support services.* Fifteen applications for funding totaling \$2,689,730 were approved for this strategic result area.

- **Improved Child Development:** *The importance of preparing children to succeed in school is critical. Skills that allow one to problem solve and think creatively are developed in early childhood education settings and nurtured through community and parental reinforcement. This includes a focus area on childcare and early education.* Nineteen applications for funding totaling \$2,166,710 were approved for this strategic result area.

- **Improved Child Health:** *Children, who are healthy in mind, body and spirit, grow up confident of their ability to live a fulfilling productive life. This includes a focus area on health and wellness.* Nine applications for funding totaling \$1,744,091 were approved for this strategic result area.

- **A Comprehensive Child and Family Partnership:** *Envisions that all families will have access to a network of support through an integrated partnership of informal and formal care.* Six applications for funding totaling \$2,277,510 were approved for this strategic result area.

For a complete listing of the amount of funding allocated to approved applicants and a brief description of their proposed program. See Exhibit B. The Commission recently developed a new Strategic Plan for 2004-2007 and will be starting a new funding cycle soon.

One of the first requirements for potential applicants is attendance at a training and informational workshop conducted by the Commission. At this workshop the commission staff explains the Commission’s goals and objectives and participants requirements. This year’s workshop, held May 2004, had a very high turnout of potential new applicants.

After going through the application process, the groups or individuals who are approved for funding are referred to as “partners.” Each partner’s program contains desired “outcomes” which are statements of what they propose to achieve that will benefit children ages 0-5. The Commission’s staff works with the partners to develop methods that will help them measure their performance in achieving their stated

outcomes. Evaluation continues throughout the year with the staff providing training and technical assistance to help the partners achieve successful results. As stated in the Strategic Plan, "evaluation will be approached as a continuous learning opportunity to improve services and outcomes." The evaluation sessions between the Commission staff and the partner are referred to as "learning conversations" and are conducted at the Commission's rented facility in Auburn. The Commission staff does not visit all sites that have received funds.

Each partner is approved for funding up to a specified amount. These funds are then referred to as encumbered, which means set aside. Encumbered funds are released only when actual bills are submitted. At the end of the fiscal period unspent monies can be carried over or released for future use by other partners. If program goals are not achieved adjustments are made, including discontinuing funding or reducing funds originally approved.

The Commission requires each partner to have an annual audit and to provide the Auditor's report to the Commission. This requirement applies to all partners regardless of the level of funding they receive. Since many larger agencies are already required to have an annual audit, this requirement is not an added cost for them. However, a partner funded for only \$5,000 will likely have to spend about \$1,000 of that amount for an audit.

The Grand Jury reviewed some of the partners' detailed budgets and found they included excessive overhead expenditures for personnel salaries/training and equipment.

Community Resource Committee

The CRC was approved by the Commission with the understanding that the Commission may choose to delegate some of its work in an effort to meaningfully involve the community, but it cannot delegate its ultimate authority or responsibility. The lines of authority between the Commission and the CRC appear to be blurred as evidenced by the two following examples:

1. The Grand Jurors witnessed an unusual occurrence at the December 12, 2003 Commission meeting. The CRC presented one candidate they had selected from a field of 15 applicants for the vacant seat on the Commission. A motion was made to recommend the candidate for approval by the Board of Supervisors. In the following discussion a commissioner stated his understanding was the CRC would select the top five candidates who would then be interviewed by the Commission.

The above motion was deferred until the January 12, 2004 meeting at which time, after interviewing the top five candidates, a candidate would be selected for recommendation by the Commission and then be forwarded to the Board of Supervisors for approval.

At the January 12, 2004 meeting it was announced the Commission, prior to the meeting, had interviewed four additional candidates. A motion was made to recommend a candidate to the vacant Commission seat and the motion passed on a 3 to 1 vote.

There is nothing in the CRC Charter, providing for their involvement in the selection process for Commissioners. The jurors researched previous minutes of the Commission to determine whether they had directed the CRC to select a candidate.

The Grand Jurors found no record of the Commission voting to direct the CRC to select a candidate for the vacant seat on the Commission.

2. One responsibility listed in the CRC Charter is *upon request, review funding applications for \$5,000 or less and make recommendations to the Commission and the community.* There are several instances in the minutes where the CRC made recommendations for funding of applications for \$5,000 or less that were approved by the Commission.

However, an entry in the December 12, 2003 minutes reflects the CRC request for approval of funding through June 30, 2004 in the amount of \$128,054, for an Early Relationship Support Project. The Commission passed the motion by unanimous vote with no discussion.

Grand jurors attending the public Commission meetings and reviewing the minutes and other written materials noted an abundant use of jargon. Terminology such as: "outcome screens" "learning conversations" "partners holding an open space" "strength-based approaches" and "real time feedback loops" may be clearly understood by those working in the child development field, but are not clear to the general public.

FINDINGS

1. The Commission does not visit all participant facilities.
2. An independent auditors report is required annually of all participants regardless of level of funding.

3. CRC exceeds their duties under the charter and the jurisdiction and responsibility between the Commission and CRC are not clear.
4. Commission meetings appear to be held for the benefit of the Commission not the public; the jargon used is not easily understood.
5. Excessive amount of money spent for personnel salaries/training and equipment.

Recommendations

The 2003-2004 Placer County Grand Jury recommends:

1. Commissioners annually visit all participant facilities and report findings to the full Commission.
2. Participants receiving \$5,000 or less not be required to have a full audit, only an itemized showing of expenditures.
3. Clarify the lines of jurisdiction and responsibility between Commission and the CRC.
4. For the purpose of better public understanding, limit the jargon so the public can easily comprehend Commission discussions.
5. Limit the amount of money in partnership budgets for personnel salaries/training and equipment.

Responses (within 60 days):

First 5 Placer County Children and Families Commission

Responses (within 90 days):

Placer County Board of Supervisors

Respond to:

The Presiding Judge Superior Court
110 Maple Street
Auburn, CA 95603

Send Copy to:

Foreperson, Placer County Grand Jury
11490 C Ave
Auburn, Ca 95603

Copy to be sent to the State First Five Commission with no response requested.

Charter

CFC - Community Resource Committee

Revised - March 26, 2003

"There is an ancient and fundamental idea, the idea of community" - Dee Hock

Context

The Children and Family Commission of Placer County is an autonomous self-governing commission appointed by the Board of Supervisors. The primary purpose of the Commission is to develop and implement a strategic plan for the use of Proposition 10 funds for early childhood development for children 0-5 and their families. Specifically, the statutory role is outlined as follows:

- Involve the community in developing a strategic plan for children 0-5 and their families;
- Implement the plan and administer the Children and Families Trust Fund;
- Evaluate the plan annually and revise it in response to the changing needs of the community.

In order to fully represent the community, the Commission desires to involve people from the community, who are not on the Commission or staff to the Commission, in decision-making roles. This Charter (i.e., roles and responsibilities) for a new "CFC-Community Resource Committee" was approved by the Commission with the understanding that the Commission may choose to delegate some of its work in an effort to meaningfully involve the community, but it cannot delegate its ultimate authority or responsibility.

The legislation enacting Proposition 10 lists several categories of representation to be involved in local commissions. These categories also serve as guidelines for people to serve in advisory roles, the categories are:

- Recipients of project services included in the CFC strategic plan;
- Educators specializing in early childhood development;
- Representatives of local child care resource or referral agencies;
- Representatives of local child care coordinating groups;
- Representatives of local organizations for the prevention or early intervention for families at risk;
- Representatives of community-based organizations that have the goal of promoting nurturing and early childhood development;
- Representatives of local school districts; and
- Representatives of local medical, pediatric or obstetric associations or societies.

Overall Role of the CFC Community Resource Committee:

*“The **partnership** is comprised of all communities, neighborhoods, employers, faith communities, resources, programs, families, professionals, volunteers, children, and people – EVERYONE – in Placer County” – CFC Strategic Plan*

In order to meaningfully involve the community in the work of the Commission, the CFC Community Resource Committee is created. The CFC Community Resource Committee will be comprised of three members of the Children and Families Commission and five members appointed by the Commission from the community. The Committee is created to provide a consistent community contact for CFC staff and others and to exercise delegated decision-making authority. The hope is that through an inclusive, empowered CFC Community Resource Committee, the CFC and the early childhood development community will have several on-going sustainable ways to:

- Incorporate community voices in planning, evaluating and allocating Prop. 10 funds;
- Provide a vehicle for reporting to the community;
- Provide timely interaction and advice on statewide funding initiatives;
- Broadly and publicly spread the “brain development” message;
- Provide an open community forum for feedback on the work of the CFC.

The Commission commits to using this Committee as a focal point for dealing with issues and opportunities presented by the implementation of Proposition 10 in Placer County, particularly the implementation of the CFC Strategic Plan.

This Committee will work at the community level to build a community partnership with the CFC and assist in implementing day-to-day activities of the Commission as delegated by the Commission. The Committee will function as a resource for the Commission between its regularly scheduled meetings and provide guidance and support for the staff assigned to the Commission through its Memorandum of Understanding with the Placer County Department of Health and Human Services. In carrying out its duties, the Committee will abide by the “strategic principles” of inclusiveness in the CFC strategic plan. Also, the Committee will protect the “all children” aspect of Proposition 10 to embrace strength-based approaches while serving children with special needs and at-risk youth.

The Commission will support the Committee by providing resources (e.g., money, time, human resources, and authority) necessary to fulfill its responsibilities. Members of the Community Resource Committee shall be reimbursed the actual amounts of their reasonable and necessary expenses incurred in performing their duties under this Charter such as attending meetings, training and conferences (including reimbursement for travel, meals, childcare, registrations, lodging, materials and supplies in accordance with the County of Placer Travel Policy.

Specific CFC- Community Resource Committee Responsibilities:

The following are the areas of responsibility and participation that is desired of the Committee by the Children and Families Commission. The Commission may delegate additional responsibilities as the need arises.

Assessment and Evaluation of Results:

- Participate in community needs assessments having to do with children prenatal through five years of age and their families.
- Assist in convening the community to evaluate the CFC Strategic Plan to determine in what ways children 0-5 and their families are better off as a result of the Proposition 10 in Placer County.
- Support the "CFC Learning Center" as a place to analyze outcome data and learn from it. To disseminate information back to CFC Partner Network and the community; organize training to further the community capacity needed to provide results-oriented services and the real time feedback loops inherent in that model.
- Assist staff and commissioners to develop venues that involve parents and non-agency partners in giving feedback on CFC activities.
- Assist in the development of the annual county report to the state.

Allocation of Funding:

- Work with the CFC, it's advisory groups and staff to develop ways to invest funds in inclusive, collaborative ways that do not use the traditional competitive application process yet is results-oriented and inclusive of the provider and consumer community.
- Upon request, review funding applications for \$5,000 or under and make recommendations to the CFC and the community.
- Review funding initiatives developed by the state CFC for their appropriateness to Placer County and make recommendations to the CFC on the implementation of the initiatives.

Communications & Public Relations:

- Represent the local CFC at State CFC meetings and help with information dissemination.
- Participate in the development of local public education and outreach campaigns.

- Review early childhood development materials received by the local CFC and provide advice on the distribution of those materials.
- Create and support linkages between the CFC and its advisory committees. The current advisory committees are: Community Collaborative of Tahoe Truckee, Local Child Care Planning Council, and the Placer Collaborative Network. In addition to these advisory committees, support will be given to the committee that distributes the Kits for New Parents on behalf of the CFC.
- Assist with the organization of the annual CFC Partner Network Outcome Faire.



www.placer.ca.gov/cfc

Auburn Area Recreation and Parks District

Complaint Numbers 2003-04 18A, 18B, 18C, 18D

Introduction

The 2003-2004 Placer County Grand Jury received numerous complaints concerning the conduct of senior management and Board members of the Auburn Area Recreation and Parks District (ARD). These complaints alleged Brown Act violations, harassment, poor management and misuse of public funds. Complaints were reviewed over the period from late February to early April, 2004.

Narrative

The 2003-04 Grand Jury initiated its investigation by attending many board meetings in a attempt to understand how the Board of Directors operate. In addition the Grand Jury interviewed each Director and some senior management. Grand Jury received documents from ARD including the Personnel Policy Manual, Board of Directors Policy Book and accounting records. Also on file are most of the local newspaper coverage of ARD since March 2004.

The Grand Jury observed a lack of decorum on the part of the Board of Directors. Education on proper etiquette needed to run meetings efficiently was absent. This left one in amazement how anything could be accomplished by this Board. Training on governance is offered by the Special District Governance Academy. Board members should make themselves available for this training.

During the investigation the Grand Jury became aware the Board was not following the recommendation of the 1997-98 Grand Jury final report that stated in recommendation 8: "The Grand Jury recommends that the ARD Policy Manual be changed so that a neutral party investigate all harassment claims brought forth by employees against either the District Administrator or a Board of Directors member." The October 2003 version of the Personnel Policy Manual section V-2-3 reads the same as it did in the 1997-98 Grand Jury final report: "If the incidents are claimed to personally involve the District Administrator or a member of the Board of Directors, the District Administrator shall report the facts of the claimed incidents to the Board of Directors which shall designate a person to investigate such claim and recommend appropriate action to the Board of Directors." In response to the 1997-98 Grand Jury the ARD Board stated: "The recommendation has not yet been implemented, but will be implemented in the future as part of the review and revision of the District policy manual. The exact time frame for completion of this review and revision of the District policy manual

is unknown but anticipated to be within six months.” It is now six years later and it still hasn’t been implemented.

If the Board of Directors had followed the 1997-98 recommendation the present allegations of harassment could have been handled more professionally. This reflects a lack of understanding of the responsibilities Board members have to their employees and the public.

The Board Procedures and Responsibilities manual is a guide for board members and was last amended in 1995. It does not include “Codes of Conduct” that can be found in most board policy manuals.

Brown Act legislation is intended to strike a balance between public access and the need for confidential candor, debate and information gathering. The Brown Act states in section 54952.2 (b) of the California Government Code: “Except as authorized pursuant to Section 54953, any use of direct communication, personal intermediaries, or technological devices that is employed by a majority of the members of the legislative body to develop a collective concurrence as to action to be taken on an item by the members of the legislative body is prohibited.” As explained in a pamphlet written by the Office of the Attorney General, Division of Civil Law: “For example, a chain of communications involving contact from member A to member B who then communicates with member C would constitute a serial meeting in the case of five-person body. Similarly, when a person acts as the hub of a wheel (member A) and communicates individually with the various spokes (members B and C), a serial meeting has occurred.”

The pamphlet also states...“ultimate purpose of the Act -- to provide the public with an opportunity to monitor and participate in the decision-making processes of board and commissions. As such, substantive conversations among members concerning an agenda item prior to a public meeting probably would be viewed as contributing to the development of a concurrence as to the ultimate action to be taken.”

The Brown Act also states in section 54963 (a): “ A person may not disclose confidential information that has been acquired by being present in a closed session. . . . to a person not entitled to receive it, unless the legislative body authorizes disclosure of that confidential information.” (b): “For purposes of this section, “confidential information” means a communication made in a closed session that is specifically related to the basis for the legislative body of a local agency to meet lawfully in closed session under this chapter.”

The four complaints were received late in the term of the 2003-04 Grand Jury; the level of investigation involved prohibited a more comprehensive inquiry.

Findings:

1. The absence of knowledge of the Brown Act and Roberts Rules of Order was apparent.
2. The ARD Board failed to implement the recommendation of the 1997-98 Grand Jury as agreed.
3. The Board Procedures and Responsibilities manual has not been revised since 1995.
4. The Grand Jury has concerns the ARD Board may have violated the Brown Act. Section 54952.2 may have been violated by e-mail communications between board members. Section 54963 (a) may have been violated by a member and /or members of the ARD Board.

Recommendations

The 2003-04 Placer County Grand Jury recommends:

1. The Board of Directors of ARD, now and in the future, attend available training in boardsmanship including governance, the Brown Act and Roberts Rules of Order.
2. Revise the Personnel Policy Manual to reflect the recommendation of the 1997-98 Grand Jury that was agreed to by ARD.
3. The Board of Directors revise the Board Procedures and Responsibilities to include the following items:
 - Work with peers, respecting their opinions regardless of your own.
 - Support the organization by representing the organization in a positive manner at all times.
 - Follow parliamentary rules and conduct yourself in a courteous fashion.
 - Support the actions of the Board of Directors regardless of personal opinion.
 - Accept the principal of “majority rule” in Board decisions.
 - Conduct all District business in an ethical manner.

These declarations can be found in one form or another in most board policy manuals.

4. The 2004-05 Grand Jury continue the investigation of ARD. Since this Grand Jury did not have sufficient time to complete its investigation, it believes there should be further inquiry.

Respondent

Auburn Area Recreation and Parks District Board of Directors

RESPONSE REQUIRED WITHIN 90 DAYS TO:

The Presiding Judge of the Superior Court
110 Maple St.
Auburn, California 95603

Send copy to :
Grand Jury Foreperson
11490 C Ave
Auburn, California 95603

Note To Respondents

Effective 1 January 1997, there was an extensive change in the law affecting respondents and responses to grand jury findings and recommendations. The legal requirements are contained in California Penal Code, Section 933.05. The full text of the law is printed below.

Each Respondent should become familiar with these legal requirements and, if in doubt, should consult legal counsel prior to responding.

For the assistance of all Respondents, Sec. 933.05, Penal Code is summarized as follows:

How To Respond To Findings

The responding person or entity must respond in one of two (2) ways:

- (1) That you agree with the finding.
- (2) That you disagree wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons for the disagreement.

How To Report Action In Response To Recommendations

Recommendations by the grand jury require action. The responding person or entity must report action on all recommendations in one of four (4) ways:

- (1) The recommendation has been implemented, with a summary of the implemented action.
- (2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
- (3) The recommendation requires further analysis. If a person or entity reports in this manner, the law requires a detailed explanation of the analysis or study must be submitted to the officer, director or governing body of the agency being investigated.
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

Budgetary Or Personnel Recommendations

If either a finding or recommendation deals with budgetary or personnel matters of a County department headed by an elected officer, both the elected officer and the Board of Supervisors shall respond if the Grand Jury so requests. While the Board of Supervisors' response is somewhat limited, the response by the department head must address all aspects of the finds or recommendations.

Appearance Before The Grand Jury

Prior to the publication or release of Grand Jury findings, the Grand Jury may request a personal appearance by the person or entity to discuss the proposed findings.

Advance Release Of Grand Jury Report Disclosure Prohibited Prior To Public Release

Two working days prior to release of the Final Report, the Grand Jury will provide a copy of the portion of the report to all affected agencies or persons. *No officer, agency, department, or governing body of a public agency shall disclose the contents of the report prior to its public release.*

Time To Respond, Where And To Whom To Respond

Section 933(c), Penal Code, depending on the type of Respondent, provides for two different response times and to whom you must respond:

- (1) **Public Agency:** The governing body of any public agency must respond within ninety (90) days. The response must be addressed to the Presiding Judge of the Superior Court.
- (2) **Elective Office or Agency Head:** All elected officers or heads of agencies who are required to respond must do so within sixty (60) days, to the Presiding Judge of the Superior Court, with an information copy provided to the Board of Supervisors.

The Presiding Judge of the Placer County Superior Court system is:

The Honorable Alan V. Pineschi
Presiding Judge of the Superior Court
County of Placer
11546 B Avenue
Auburn, CA 95603

California Penal Code Section 933.05

- (a) For purposes of subdivision (b) of Section 933, as to each Grand Jury finding, the responding person or entity shall indicate one of the following:
 - (1) The Respondent agrees with the finding.
 - (2) The Respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.

- (b) For purposes of subdivision (b) of Section 933, as to each Grand Jury finding, the responding person or entity shall indicate one of the following actions:
 - (1) The recommendation has been implemented, with a summary regarding the implemented action.
 - (2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
 - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the grand jury report.
 - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

- (c) However, if a finding or recommendation of the grand jury addresses budgetary or personnel matters of a County agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the Grand Jury, but the response of the Board of Supervisors shall address only those budgetary or personnel matters over which it has some decision-making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

- (d) A Grand Jury may request a subject person or entity to come before the Grand Jury for the purpose of reading and discussing the findings of the Grand Jury report that relates to that person or entity in order to verify the accuracy of the findings prior to their release.

- (e) During an investigation, the Grand Jury shall meet with the subject of that investigation regarding that investigation, unless the court, either on its own determination or upon request of the foreperson of the Grand Jury, determines that such a meeting would be detrimental.

- (f) A grand jury shall provide to the affected agency a copy of the portion of the Grand Jury report relating to that person or entity two (2) working days prior to its public release and after the approval of the Presiding Judge. No officer, agency, department, or governing body of a public agency shall disclose any contents of the report prior to the public release of the Final Report.

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