1. Proof of Payment Performance Management

- **Although the Proof of Payment (POP) program's objective is reducing fare evasion, POP management and line staff routinely suggest alternate objectives, such as providing customer service, safety, and security. This muddling of objectives underlies the POP program's unfocused performance management. The San Francisco Municipal Transportation Agency (SFMTA) Security and Enforcement Division has not developed specific goals or corresponding performance measures for the POP program. Managers, therefore, cannot manage the program to ensure progress toward goals or goal achievement.**

- **Although POP Transit Fare Inspectors (TFIs) collect a rich array of program-related data, POP management's ability to measure program performance is hampered by limitations in data collection and aggregation, and concerns about data reliability. The POP program does not collect or report to the SFMTA Board on two key indicators of performance identified by the Federal Transit Administration: fare evasion rates, which indicate how SFMTA passengers' behavior compares over time and to other transit agencies; and inspection rates, which indicate productivity of the program.**

- **The POP program's performance evaluation process has historically placed little emphasis on performance and achievement. Further, the POP program has never evaluated 10 of 46 active TFIs (22 percent) or 2 of the 6 Transit Fare Inspection Supervisors/Investigators (Supervisors, 33 percent), nor has it evaluated any of the 6 Supervisors on supervisor-specific skills, responsibilities, and achievements. In the absence of performance evaluations, individuals' performance and achievement vary widely with some TFIs underperforming.**

- **In order to be an effective and worthwhile program, the Security and Enforcement Division needs to manage POP to reduce fare evasion. In order to assess its performance, the POP program should record and report fare evasion rates and inspection rates. POP management should set additional fare inspection- and evasion-related goals, establish performance measures aligned to those goals, collect data and report on progress toward those goals, and regularly evaluate staff on their contributions to program goals and objectives.**

Best Practices in Proof of Payment Performance Management

Performance management is a results-oriented management approach. It dictates that a program establish an overall purpose to an organization, create goals that support the

purpose, align short-term objectives that support these goals, and align work assignments and evaluation in a way that enables achievement of objectives. Performance management is guided by performance measurement, which is defined by the Federal Transit Administration's Transit Cooperative Research Program (TCRP), as follows:

> Performance measurement is the assessment of an organization's output as a product of the management of its internal resources (dollars, people, vehicles, facilities) and the environment in which it operates. […]

The TCRP finds performance management can include the establishment of

> goals, standards, criteria, and/or guidelines against which local transit results can be assessed, as well as a reliable data reporting system to support the program. Typical groupings of performance measures include cost efficiency, cost effectiveness, service utilization and/or effectiveness, vehicle utilization and/or efficiency, service quality, labor productivity, and service accessibility.

The TCRP holds two statistical measures in particularly high esteem when evaluating POP programs: the fare evasion rate and the inspection rate.

Fare Evasion Rate

The fare evasion rate is the percentage of riders in a transit system at a given time that lack proof of payment. The TCRP describes the fare evasion rate as "a key indicator of the effectiveness of inspection and enforcement." Because fare compliance is the central purpose of the SFMTA's POP program, knowing the fare evasion rate is essential to program success. The TCRP notes two approaches for defining a system's evasion rate:

- Include only riders who are actually given citations, or

- Include all riders found not to be carrying proof of payment (i.e., total of warnings and citations as a percentage of total number of riders inspected).

The TCRP notes that the latter definition is the more common approach among proof of payment programs. Another way of looking at the fare evasion rate is the agency's warning rate (warnings per contact) plus its citation rate (citations per contact).

Inspection Rate

The TCRP defines the inspection rate as "the percentage of the transit agency's passengers checked for proof of payment by fare inspectors." In other words, it is the number of passenger contacts divided by system ridership.

The TCRP did not find a clear correlation between inspection and evasion rates. However, they did find that most light rail proof of payment systems had inspection rates between 15 percent and 30 percent, and such systems could expect evasion rates between 1.5 percent and 3 percent.

SFMTA POP Performance Objective

The POP program's primary objective is to reduce fare evasion. This objective is supported by a wide array of documentation.

- The SFMTA Safety, Security and Enforcement Division Overview for FY 2008-09 and FY 2009-10 defines the work of Proof of Payment as:

    > Administers fare inspections on Muni revenue vehicles on designated transit lines.

- The Proposed New Initiatives[1] section of the SFMTA's FY 2006-07 budget includes several pages on the increased staffing and investment in the POP program. The overview introduces the program as focused on reducing fare evasion:

    > The Proof of Payment Pilot Program is designed to expand the current program by decreasing the rate of fare evasion.

- The current position description for the 9132 Transit Fare Inspector states:

    > Under general supervision, performs a variety of duties related to passenger compliance and enforcement of fare policies of the San Francisco Municipal Transportation Agency Proof of Payment program and SFMTA regulations and policies.

- The 8121 Transit Fare Inspection Supervisor/Investigator position description[2] emphasizes rule enforcement:

    > Under general supervision, participates in a wide variety of investigative and security activities in connection with alleged or suspected violations of Municipal Railway (MUNI) rules, regulations and other ordinances; and/or supervises transit fare enforcement, inspections, citations and related activities under the MUNI Proof of Payment (POP) program.

- The TFI pledge identifies transit ordinance enforcement as the TFIs' objective:

    > On my honor, I (STATE YOUR NAME) promise and affirm that I will act with integrity and respect, acting rightfully and impartially while enforcing all transit ordinances of the City and County of San Francisco and the Municipal Transportation Agency for which I serve.

    > As a commitment to my badge, and the trust of the public, I will fulfill my duties as a Transit Fare Inspector carefully and with dignity.

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[1] This is a current Pilot Project approved by the SFMTA Board, which directed POP to focus on the busiest routes, including those on buses, with the expressed intent of reducing fare evasion.
[2] The POP program is in the process of updating the Supervisor position description.

The Budget Analyst includes the above examples of the POP program's expressed purpose for two reasons. First, in order to conduct performance management, the POP program requires understood objectives. Second, on numerous occasions, the SFMTA and POP managers and line workers have muddled this focus on fare enforcement with other objectives.

Changes in Implementation Mentality

The implementation style of the POP program has shifted with changes in SFMTA and POP program management. Initially, the POP program conducted fare inspections with an emphasis on rule enforcement, and until recently, job requirements and training emphasized enforcement skills. SFMTA and POP managers have recently increased the emphasis on customer service skills for those conducting fare evasions.

POP management has updated veteran TFIs of this change in implementation approach through staff meetings and memoranda. However, veteran TFIs trained with an emphasis on enforcement have not received formal retraining. Perhaps due to his piecemeal training, numerous POP staff confuse customer service as being an end to itself, as opposed to an approach to conducting fare inspections.

Safety, Security, and Customer Service

As noted in the *Introduction*, the POP program regularly deploys TFIs to assignments that do not involve issuing fare evasion citations. At San Francisco Giants home games, for instance, TFIs check for proof of payment, and direct those without fare media to areas where they can purchase Muni fare, but do not issue citations. During some service interruptions and at special events, TFIs may work exclusively to direct passengers to vehicles or to assist with boarding. These assignments, which carry a safety, security, and customer service emphasis, should not distract from the overall understanding of the POP program's purpose of reducing fare evasion.

SFMTA Does Not Manage or Evaluate POP's Performance

A clearly expressed and well understood objective or set of objectives is critical for the SFMTA to be able to hold the POP program accountable for its performance. It is clear from existing documentation that the City and County of San Francisco and the SFMTA should hold the POP program accountable for the manner in which it reduces fare evasion, and that all other objectives are secondary.

The SFMTA is not regularly evaluating the POP program's performance, and the POP program is not conducting regular performance evaluations of its staff.

Data Collection and Performance Measurement

During each regular fare inspection assignment, the POP program's 46 TFIs generate and collect data related to fare evasion. Each TFI records and reports the number of

passengers they contact, verbal warnings for failure to display proof of payment, and citations. Each of these data points includes the time, location, rail line, vehicle number, and vehicle direction, as is applicable. Supervisors aggregate their team members' data in various spreadsheets and other documents. Daily individual TFI statistics are compiled by month in a single program-wide spreadsheet. Daily team statistics are compiled in separate spreadsheets, one per team, per day. Supervisors also log TFI attendance.

Although the POP program records a rich array of data, the processing and review of this data is unguided. The POP program has not established any fare inspection or fare evasion goals or performance measures. Despite the amount of data it collects, the POP program is not collecting or reporting best practice performance measures.

Non-paying Passenger Boardings

The SFMTA FY 2006-07 Annual Budget Plan had one "Key Performance Measure" related to POP, "Reduce instances of non-paying passengers boarding." However, the POP program has not measured its performance on this metric, or the extent to which passenger behavior is changing.

Citation Counts

The FY 2007-08 SFMTA goals included the following POP-related initiative:

> Develop and implement a more efficient fare evasion mitigation program.
> - **Metric:** Number of proof of payment citations issued in fiscal year
> - **Goal:** Rate of proof of payment citations issued in FY08 increased compared to previous fiscal year

This metric of focusing on citation counts is not a reflection of best practice measurement. While the POP program did increase the number of citations it issued in FY 2007-08, that increase is most closely associated with increased staffing. The POP program did not measure or report the SFMTA's goal of increasing the *rate* of POP citations.

Data Analysis Limitations

The POP program's statistical, recordkeeping, and filing efforts have been, and in a lesser respect continue to be, disorganized. Various electronic documents are designed in a way that hampers routine analysis. At least one central recordkeeping document requires contributions by multiple users, but only allows one user at a time. Furthermore, some POP employees lack adequate computer training, and POP managers may not be insisting that Supervisor fulfill all administrative duties.

The SFMTA Does Not Evaluate POP's Program-level Performance

The SFMTA does not evaluate the POP program's efforts to curb fare evasion, nor has it established performance standards for the program.

Absence of Key Measures

As noted above, the Federal Transit Administration's Transit Cooperative Research Program (TCRP) considers a transit agency's fare evasion rate and inspection rate to be important components to understanding how an agency is performing.

Fare Evasion Rate

The POP program does not keep a record of the fare evasion rate on light rail, although it does record that statistic's components ([warnings + citations] ÷ contacts). Without knowing the fare evasion rate, the SFMTA does not know how its passenger behavior compares to other cities, or the extent to which the POP program is effectively changing behavior. Therefore, the POP program does not know whether it has reduced "instances of non-paying passengers boarding," a Key Performance Measure in the SFMTA's FY 2006-07 Annual Budget Plan.

The TCRP finds 100 percent sweeps to be the best way of determining a transit system's fare evasion rate, as well as an effective supplement to normal fare evasion deterrence activities (100 percent sweeps are further discussed in Section 3, Transit Fare Inspector Deployment).

In the absence of data from 100 percent sweeps, the POP program has been compiling contact, warning, and citation counts since January 2007. Based on the data provided by the POP program, the Budget Analyst calculates the average fare evasion rate from January 2007 to January 2009 to be approximately 2.4 percent. This rate falls within the fare evasion rates reported by the TCRP, which ranged from 1.5 percent to 3.0 percent. However, as noted in Section 2, *Proof of Payment Staffing Needs*, the fare evasion rate may be increasing.

Inspection Rate

The POP program does not measure its inspection rate (contacts ÷ riders), and is therefore unable to calculate the productivity of inspection personnel (inspection rate × daily ridership ÷ number of inspectors). However, based on data provided by the POP program, the Budget Analyst calculated an inspection rate of 7.4 percent[3] for the one-year period from December 2007 through November 2008. This rate is on the low end of light rail systems that the TCRP studied. The TCRP found light rail systems' inspection rates ranged from 6 percent to 42 percent, with most falling between 15 percent and 30 percent. The TCRP recommends light rail POP programs aspire for inspection rates between 15 and 25 percent. For additional discussion of the inspection rate, see Section 2, *Proof of Payment Staffing Needs*.

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[3] This figure includes inspections made in the process of conducting regular fare inspections, as well as special and sporting events.

Absence of Performance Standards

Although the SFMTA established a "Key Performance Measure" in its FY 2006-07 budget of reducing "instances of non-paying passengers boarding," the POP program does not report any quantifiable performance standards. The Security and Enforcement Division reports citation counts[4] to the SFMTA Board on a quarterly basis in the SFMTA's quarterly Service Standards Appendix.[5] It does not, however, include a goal, as do many of the other SFMTA service standards. Nor does it factor evasion rates, citation rates, or the number of TFIs on staff. Furthermore, the SFMTA has not included any POP-related standards listed in its FY 2008-09 Service Standards and Milestones.

POP Staff Performance Varies Widely

TFI performance varies widely. Individuals have significant differences in their average monthly contacts, citations, and warnings, as well as significant differences in warning rates and citation rates. Although differences in assignments and other workload factors may explain some variation in productivity, the wide range in the number of contacts, evasion citations, and evasion warnings by inspector suggests that other reasons are likely contributing to overall productivity differences among staff. The analysis supporting this conclusion is presented below.

Monthly Contacts and Evasions

During the two-year period from January 2007 to January 2009,[6] each TFI made an average of 4,544 contacts per month (4,557 median) and recorded an average of 111 evasion citations and warnings[7] per month (102 median). In both measures, however, we see a wide range of performances, with average monthly contacts ranging from 1,866 to 7,608, and average monthly evasions ranging from 12 to 253. In this time period, the top 5 TFIs issued more citations and warnings per month, on average, than the bottom 20 TFIs. The ranges in performance, as measured in average contacts and evasion citations/warnings, are summarized in Figures 1.1 and 1.2, below.

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[4] In name, the report lists "evasions," but the reported fare evasion counts are a misnomer. The Security and Enforcement Division has actually been reporting citation counts, not evasion counts. Best practices suggest that evasions include both citations and warnings to get a true picture of actual fare evasion.
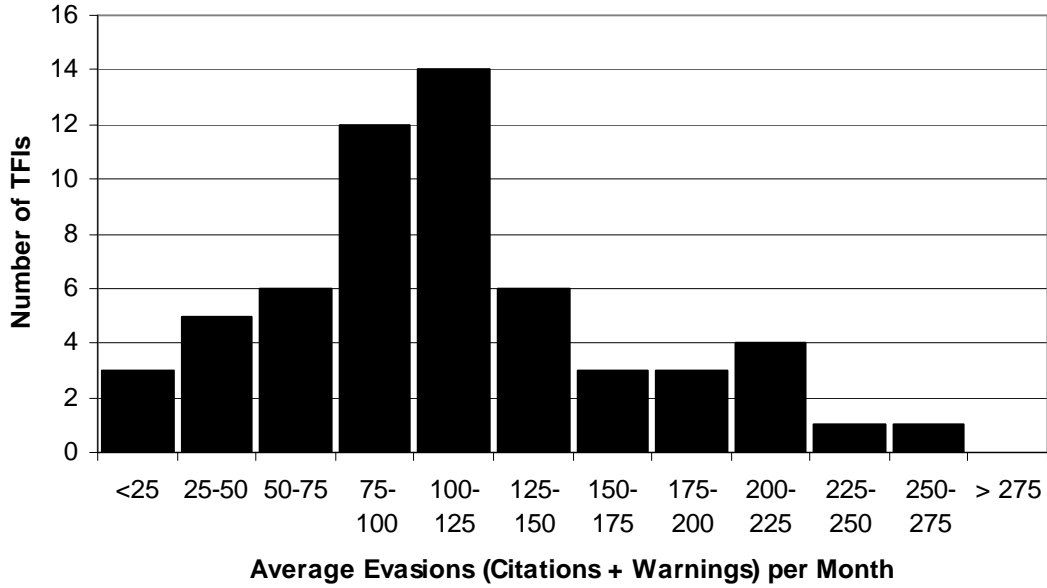
[5] According to the SFMTA website, these standard reports are a requirement of Proposition E. http://www.sfmta.com/cms/rstd/sstdindx.htm

[6] Data was unavailable for April, May, and June 2007.

[7] Evasions = Warnings + Citations

Figure 1.1

**TFI Average Monthly Evasion Citations and Warnings
January 2007 to January 2009**

Average Evasions (Citations + Warnings) per Month

Source: Budget Analyst calculations based on SFMTA POP Program data.

Figure 1.2

**TFI Average Monthly Contacts
January 2007 to January 2009**

**Average Contacts per Month**
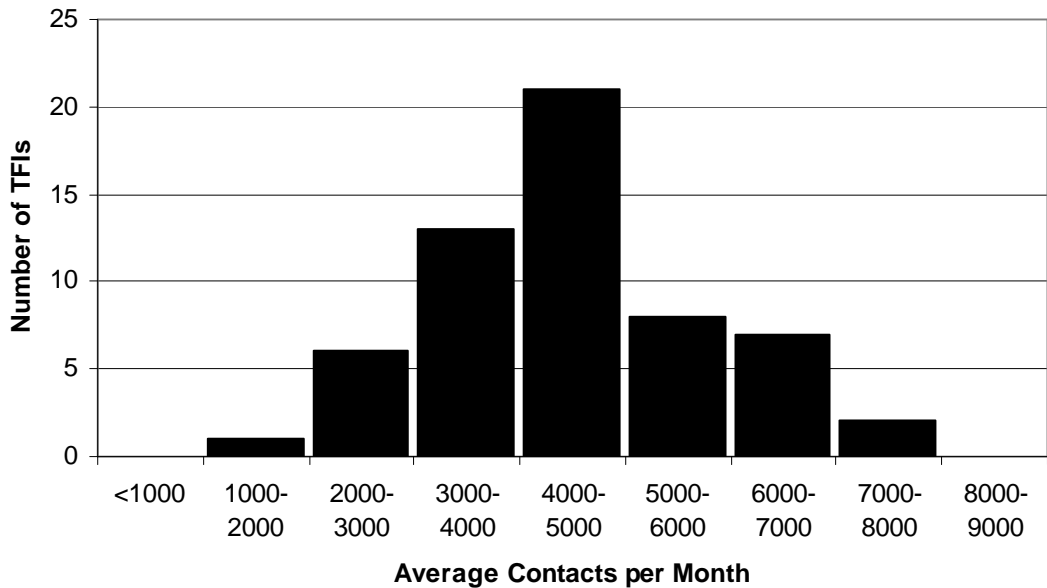
Source: Budget Analyst calculations based on SFMTA POP Program data.

Warning and Citation Rates

During the two-year period from January 2007 to January 2009,[8] the average citation rate (citations ÷ contacts) was 1.4 percent and the median citation rate was 1.3 percent. During that time, however, one TFI only issued citations to 0.4 percent of passengers contacted. In the same period, another TFI issued citations to 3.3 percent of the passengers contacted—more than twice the average. The Budget Analyst observed similar differences in warning rates: while the average warning rate was 1.0 percent and the median warning rate was 0.9 percent, individuals' warning rates varied from 0.0 percent to 2.5 percent. The ranges in warning and citation rates are illustrated in Figure 1.3 below.

Figure 1.3

Citation and Warning Rate Differences among TFIs
January 2007 to January 2009
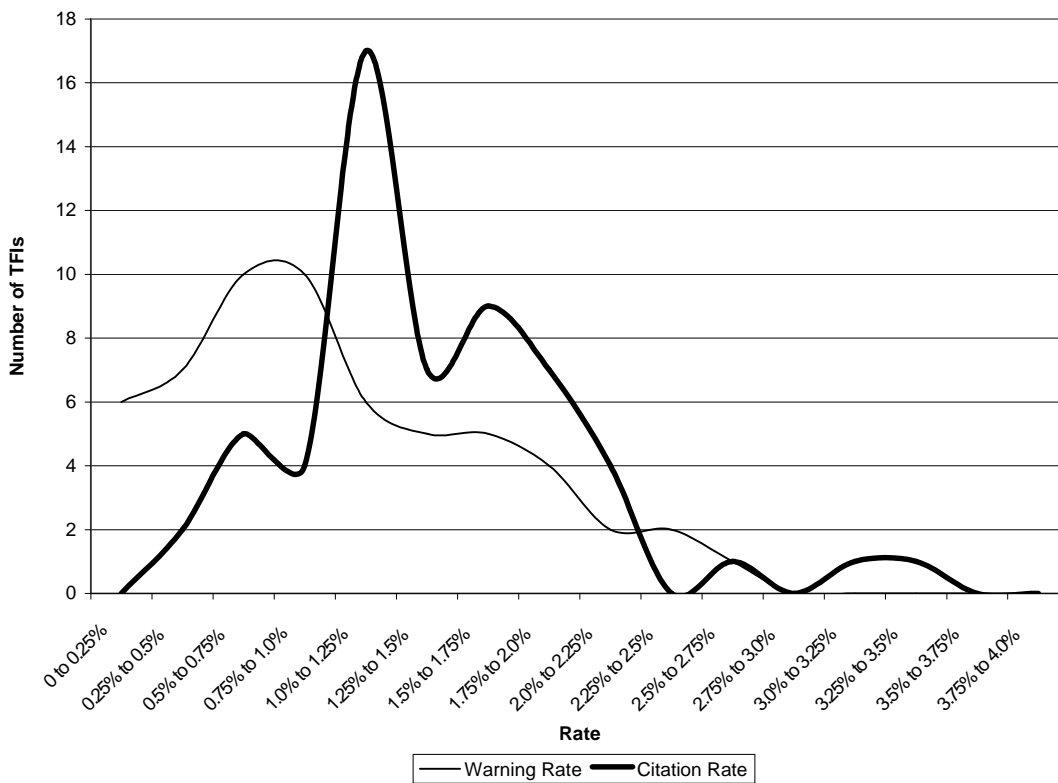
Source: Budget Analyst calculations based on SFMTA POP Program data.

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[8] Data was unavailable for April, May, and June 2007.

The POP Program Conducts Infrequent Staff Performance Evaluations that Historically Emphasized Conduct Rather than Performance

TFI performance evaluations have historically emphasized conduct rather than performance. This limitation aside, the POP program has conducted these performance reviews sporadically, if at all.

<u>Evaluation Contents</u>

The TFI performance evaluation emphasizes work conduct rather than performance and achievement. The Supervisors' manual, which POP management acknowledge requires updating, provides the following guidance when preparing TFI performance reviews:

> Be sure to include information such as attendance including sick days taken, vacations, floating holidays, late to work/late to work with call, **citation counts per month,** court issues, report writing, uniform compliance, kudo forms, re-instruction documents, disciplinary action documents, training received, LEAD information, etc. (emphasis added)

Note that of the above list of information to include in the evaluation, only one piece of information, "citation counts per month," relates to program performance and achievement.

Although the definition of performance remains somewhat vague, POP management has increased the emphasis on performance in trainee performance reviews, and intends to carry these changes into the annual review issued to all TFIs..

<u>Evaluation Schedule</u>

According to the POP Supervisors' training manual, Section 22: Performance Evaluations:

> Performance evaluations are an important way of documenting and keeping track of an employee's overall work record/history. Evaluations are issued once every year – normally around October.

Despite this policy, the POP program has not maintained a performance review schedule, with the exception of its trainee classes.[9] The program has never conducted reviews for 10 of 46 currently active TFIs (22 percent), all of whom were hired between November 2006 and March 2008. The program has never conducted reviews of two of six Supervisors (33 percent), and the program has not conducted reviews on any of their Supervisors according to their Supervisor-specific skills and responsibilities. Excluding the trainees who started in March 2008, the average POP staff member has worked an average of 2.8 years since their last performance evaluation. After the Budget Analyst

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[9] Trainees receive quarterly performance reviews during their first year.

requested performance evaluation information from SFMTA, the POP program stated their intention to conduct annual reviews on all TFIs prior to May 2009.

Table 1.1

Annual Review Measures

Years Since Performance Evaluations by Classification, as of March 2009			Other Metrics	
			# TFIs who have never received a review:	10 (22 %)
TFIs Average	1.6 Years		# Supervisors who never received a review:	2 (33 %)
Supervisors Average	4.0 Years			
All-Staff Average	1.9 Years		More than 4 years since review	5 TFIs (11 %)
Median	1.1 Years		More than 3 years since review	9 TFIs (20 %)
Mode	0.2 Years		More than 2 years since review	18 TFIs (39 %)
High	4.5 Years			

Source: Budget Analyst calculations based on SFMTA POP Program data.

POP Data Collection Complicates Evaluation

The POP program's ability to measure its performance and capture informative information is hampered by its data collection limitations, its methods of aggregation, and concerns about data reliability.

POP's Data Filing Practices Hamper Analysis

POP Supervisors enter TFI-generated hard copy data into two key files: a shared spreadsheet that captures daily statistics for each TFI, and daily operations summary spreadsheets with team-specific citation and contact data. Supervisors report that the data entry for these reports can be time consuming, and only one Supervisor can access the shared TFI spreadsheet at a time.

Although these spreadsheets are the best repositories of POP program performance data, they have limitations. Analyzing the data in these spreadsheets is cumbersome, requiring several steps to make the data suitable for performance measurement. Collecting daily TFI performance data in a single, shared file puts the data at risk of accidental changes or deletion. The team data spreadsheets are not designed to encourage data aggregation. Paradoxically, these spreadsheets do not capture the richness of some of the TFI-collected data, lacking information on times and locations of contacts, citations, and warnings. Additionally, weekly staff assignments are recorded in a manner that makes them difficult to evaluate.

A relational database, such as one designed in Microsoft Access, could provide a single data repository, satisfying the uses of both of the spreadsheets described above while

reducing data entry time. It would allow numerous users to input and export data simultaneously. TFIs could access data entry forms identical to the information they collect in the field, allowing the POP program to collect richer performance data while simultaneously easing the administrative burden on Supervisors.

POP Managers Believe Some Data Is Unreliable

As noted above, when TFIs conduct fare inspections, they log the number of contacts, or individuals they check for proof of payment. TFIs employ a variety of tactics for counting contacts, including utilization of a counter, counting the number of heads on a train, counting the number of empty seats, keeping a running platform tally, or simply estimating. Different TFIs will change techniques based on assignment (platform or train) and system congestion in order to get a quick, but accurate, count.

POP management have considered TFIs' passenger contact counts to be inaccurate. The value of the contact count is that it allows a program to calculate the fare evasion rate and the inspection rate, two key performance measures discussed above. POP management believes that some TFIs inflate their contact numbers by over-counting, overestimating, or otherwise counting passengers whose proof of payment they have not inspected. Management's beliefs about over-counting are based on their observation of daily contact counts, observed behavior, and their concern about the varied counting methods. At the exit conference for this audit, POP management informed the Budget Analyst that it had reissued hand-counters to all TFIs and requested that staff use them as the only method for counting contacts.

The value of the contact count is that it allows a program to calculate the two key performance measures discussed above: fare evasion rate and inspection rate.

Incidentally, the SFMTA is not alone in concerns about accurate passenger counts. The Federal Transit Administration's Transit Cooperative Research Program notes in its "Toolkit for Self-Service, Barrier-Free Fare Collection,"

> Few of (the agencies studied) verify the accuracy of the inspection rates by their inspectors, relying solely on the number of inspections recorded by each inspector (e.g., on a daily basis). It may be useful to consider some type of periodic audit of the actual inspection rates.

The POP program has not conducted periodic audits of inspection rates or the passenger counts on which they are based. However, conducting 100 percent sweeps or blitzes can allow the program to ascertain a system fare evasion rate, as described above.

As discussed in Section 2, *Proof of Payment Staffing Needs*, the SFMTA POP program's productivity levels are below recommended levels and those of other transit agencies. If the SFMTA POP program's TFIs are indeed over-counting passenger contacts then the POP program's actual productivity is even less than the Budget Analyst's estimate.

Conclusions

Although the Security and Enforcement Division has a Division-level mission and strategic plan, it has not developed specific goals and objectives for the Proof of Payment (POP) program. As a result, the POP program is without a universally understood purpose. The POP program collects a rich array of data, and has taken some actions to ensure data reliability. However, the program does not adequately analyze its data in order to evaluate the program or its staff. Furthermore, the program does not aggregate its data in a workable fashion.

Despite the allusion to various program objectives, including customer service, safety and security, it is clear from existing documentation that reducing fare evasion is the expressed and intended purpose of the POP program. The SFMTA is not holding the POP accountable for its efforts to reduce fare evasion. The POP program does not calculate or report two best-practice measures that would allow it to gauge its performance in meeting this objective over time or in comparison to other systems: the system fare evasion rate and the inspection rate. Nor has the POP program established any other performance standards.

The POP program collects TFI performance data related to fare enforcement, but has taken limited steps toward effectively aggregating and analyzing this data. Without the calculation and reporting of best practice or self-defined performance measures, the POP program cannot speak definitively to its own performance. The SFMTA does not know the extent to which the POP program has impacted fare evasion on Muni light rail. The SFMTA cannot say with certainty whether the POP program has increased fare revenue or decreased travel times.

The SFMTA's unawareness of the POP program's performance is exacerbated by the POP program's performance evaluation process, which has historically placed little emphasis on performance and achievement. Although current POP management is increasing the emphasis on performance in performance evaluations, the POP program has never evaluated 22 percent of the veteran TFIs or 33 percent of the Supervisors, nor has it evaluated any of its Supervisors on Supervisor-specific skills, responsibilities, and achievements. In the absence of performance evaluations, individuals' performance and achievement vary widely. In particular, some TFIs are underperforming, as measured in average numbers of rider contacts, warnings, and citations, and as measured in warning and citation rates.

In order to be an effective and worthwhile program, POP needs to clearly define and communicate its objectives, align implementation to achieve those objectives, create quantifiable goals, collect data and report on progress toward those goals, and regularly evaluate staff on their contributions to program goals and objectives.

Recommendations

In order to provide needed focus to the POP program, the Director and Deputy Director of SFMTA Security and Enforcement and the POP Operations and Investigations Manager should:

1.1.   Develop Proof of Payment program performance objectives and goals that:

   a)   Include prevention of fare evasion as the primary objective;

   b)   Identify secondary objectives, such as safety and security or customer service;

   c)   Establish short-term quantifiable goals (such as increasing the program's contact rate), and long term quantifiable goals (such as increasing the percentage of riders who pay their fare), to help POP meet its objectives;

   d)   Establish POP implementation strategies for meeting those goals;

   e)   Establish clear, quantifiable, and actionable criteria for evaluating the POP program's efforts toward achieving short- and long-term objectives.

1.2.   Calculate and communicate inspection rate and fare evasion rate on a monthly basis. Both require reliable passenger contact counts (see Recommendation 3.4.b). The latter can be bolstered with 100 percent sweeps (see Recommendation 3.5).

In order to better determine the POP program's performance and collect meaningful data on individual performance and program performance, the Deputy Director of SFMTA Security and Enforcement and the POP Operations and Investigations Manager should:

1.3.   Evaluate the nature of the data that is collected by staff, the recording and reporting of that data, and the evaluation of the data.

   a)   Review the metrics collected by TFIs on a daily basis. Keep existing metrics and add additional metrics that would allow the POP program to evaluate its progress toward its goals. Eliminate unnecessary data collection. For example, TFIs currently log the number of walk-aways (passengers who purposefully vacate a fare enforcement zone before a proof of payment check can be conducted or warning or citation issued) but do not track the information in any meaningful way..

   b)   Review and audit TFI passenger contact counts. Provide retraining for TFIs who are consistently miscounting passenger contacts.

   c)   Develop a staff performance database for TFIs or their Supervisor/Investigators to log daily performance statistics. Such a database should allow multiple simultaneous users and allow managers to review and analyze performance data.

1.4.   Oversee the implementation of bimonthly 100 percent sweeps or blitzes, in which TFIs inspect all passengers within a specific Proof of Payment Zone, to determine and regularly assess Muni's fare evasion rate. These sweeps should occur in coordination with Muni Response Team Members to assure TFI safety and passenger compliance.

In order to assess potential impact of the POP program on fare revenue and vehicle travel times, the Deputy Director of SFMTA Security and Enforcement and the POP Operations and Investigations Manager should:

1.5.   Work with the SFMTA's Finance Department, Muni Customer Services Unit, and the Transit Effectiveness Project to determine performance measures and standards, and arrange for regular data collection and reporting.

In order to maximize efficient and consistent fare inspection, the Deputy Director of SFMTA Security and Enforcement and the POP Operations and Investigations Manager should:

1.6.   Continue to revise the performance review format for TFIs and Supervisors, including specific definitions for performance and emphasis on objectives and goals.

1.7.   Develop a schedule to ensure annual review of TFIs and Supervisors.

Costs and Benefits

The above recommendations will improve the efficiency of the POP program. The benefits of the above recommendations include a goal-oriented POP program, a focused and efficient program staff, and demonstrable results. A more efficient staff will result in increased citation and fare revenue. The above recommendations will require costs associated with management time, database development, and staff training.