

Recommendation Priority Ranking

Based on the management audit findings, the Budget Analyst has made 56 recommendations which are ranked based on priority for implementation. The definitions of priority are as follows:

- Priority 1: Priority 1 recommendations should be implemented immediately.
- Priority 2: Priority 2 recommendations should be completed, have achieved significant progress, or have a schedule for completion prior to December 31, 2009. The San Francisco Municipal Transportation Agency (SFMTA) should submit information on recommendation implementation to the Chair of the Board of Supervisors Government Audit and Oversight Committee prior to December 31, 2009.
- Priority 3: Priority 3 recommendations are longer term and should be (a) considered as part of the FY 2010-11 budget, or (b) completed, have achieved significant progress, or have a schedule for completion prior to June 30, 2010. The SFMTA should submit information on recommendation implementation to the Chair of the Board of Supervisors Government Audit and Oversight Committee prior to June 30, 2010.

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1. POP Performance Management

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: 2
 - 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 fare) to help POP focus on and 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). 2

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. 2
 - 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 vacate a fare enforcement zone on purpose before a proof of

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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.

2

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.

2

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.

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2. POP Staffing Needs

In order to avoid the expense of potentially unnecessary additional staffing, the SFMTA Board of Directors should:

- 2.1 Immediately suspend all POP-related hiring, including hiring currently underway, until the POP program has devised metrics for evaluating the appropriate staffing levels and implemented Budget Analyst recommendations for expanding POP to buses (see Recommendation 9.4). 1

In order to achieve appropriate staffing levels, the Deputy Director of SFMTA Security and Enforcement should:

- 2.2 Oversee the development of criteria for evaluating appropriate staffing levels in order to achieve established performance goals and objectives within the POP program. 2

In order to improve fare inspector productivity, the Director and Deputy Directors of SFMTA's Security and Enforcement Division, in coordination with the POP Operations and Investigations Manager, should:

- 2.3 Establish a target contact rate for the POP program as a whole. 2
- 2.4 Calculate, report, and audit the contact rate monthly, as well as individual and team productivity rates. 2
- 2.5 Work with Supervisors and TFIs to develop strategies for improving the program's contact rate and achieve established contact rate goals. These strategies should include overall TFI deployment efforts as well as individual work performance. 2

3. Transit Fare Inspector Deployment

In order to decrease TFI idle time in the field, the SFMTA Board of Directors should:

- 3.1 Evaluate designating elevated Muni platforms, including the T Third light rail platforms, as Proof of Payment Zones. Such a designation would allow TFIs to conduct inspections on these platforms, and would exclude non-patrons from these areas, which have had additional problems of graffiti and other vandalism. 3

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In order to improve POP program efficiency and maximize the time TFIs spend conducting fare inspections, the Deputy Director of SFMTA Security and Enforcement should:

- 3.2 Bolster the program’s understanding of its deployments by maintaining ongoing logs of: 2
 - a) Hours assigned to various lines and districts, including specific Metro platforms.
 - b) Areas of high evasion and other safety and customer service needs.
 - c) Team departure and return times.

- 3.3 Develop a staffing and line assignment strategy that: 2
 - a) Is synchronized to Muni ridership patterns and other strategic objectives.
 - b) Minimizes the impact of diminished system coverage due to lunch breaks and shift changes during peak system ridership periods.
 - c) Specifies and coordinates Muni Metro station platform coverage and provides simultaneous coverage of primary and secondary entrances, when appropriate.
 - d) Allows for alternative assignments for TFI pairs and trios during periods of overcrowding or line delays.
 - e) Targets areas known to have high levels of fare evasion.
 - f) Provides sufficient coverage of the evening rush-hour on Mondays and Fridays.

- 3.4 Adjust staff deployment to minimize non-POP transit time and to ensure coverage of the full length of the various transit line districts. The Deputy Director may consider utilizing the existing POP automobile, BART, Muni bus, or other transportation methods to deploy staff to light rail lines terminuses. 2

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- 3.5 Work with the POP Operations and Investigations Manager to streamline Supervisor administrative requirements and increase Supervisor field time. 2

In order to bolster the POP program’s fare enforcement effort, the Deputy Director of Security and Enforcement should:

- 3.6 Develop a calendar of periodic 100 percent sweeps or blitzes, in accordance with POP program procedures, varying by time of day and location, and coordinated with the Muni Response Team. 2

In order to minimize down-time and abuse of break periods, the POP Operations and Investigations Manager should work with Supervisor/Inspectors to:

- 3.7 Continue to emphasize timely departures and discourage early returns in order to maximize the portion of the work day spent in conducting fare inspections. 2

- 3.8 Clarify the break policy, including break times and appropriate break locations, convey this policy clearly, and enforce this policy with formal, documented site checks. 2

4. Complaints and Complaint Handling

In order to assure systematic, consistent, and appropriate review of POP-related Passenger Service Reports (PSRs), the Deputy Director of Security and Enforcement and the POP Operations and Investigations Manager should:

- 4.1 Discontinue the handling of PSRs in hard-copy and transition the POP program to the SFMTA’s computerized Trapeze and 311’s computerized Lagan systems, when access to those systems becomes available. 3

- 4.2 Provide training and access to Trapeze and Lagan to all POP Supervisors, when access to those systems becomes available. 3

- 4.3 Review and sign-off on all PSRs prior to PSRs being designated as closed. 2

- 4.4 Develop, maintain, and periodically review an electronic log of PSRs, including date received, date closed, responsible Supervisor

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(if any), TFI (if any), a standardized action taken, and a standardized incident type. 2

4.5 Create written policies and procedures that codify the above and hold staff accountable. 2

5. Fare Inspection Safety

In order to improve the value and review of incident reports, the Deputy Director of Security and Enforcement and the POP Operations and Investigations Manager should:

5.1 Include a section in the incident report template for TFIs to note police response times and coordination with Central Control. Begin tracking police response trends in order to inform POP program safety procedures and practices. 2

5.2 Create a digital incident report log with standardized fields. 2

5.3 Digitally file all incident reports, including relevant police reports, Supervisors' notes detailing any verbal feedback provided, as well as any discipline and formal responses. 2

5.4 Analyze incident reports quarterly and annually to identify trends among individuals, teams, locations, times, and incident types, and to inform group retraining needs. 2

In order to assure safety and security of TFIs and evaluate incidents, the Deputy Director of Security and Enforcement and the POP Operations and Investigations Manager should:

5.5 Revise and refine POP policies and procedures concerning POP staff safety, including: 2

a) A policy statement on TFIs' roles and responsibilities in responding to emergency situations and guidelines on identifying emergency situations and notifying police or other emergency responders.

b) Guidelines for executing a citizen's arrest, including recommended circumstances for when such an action is appropriate and alternatives to executing a citizen's arrest.

c) Guidelines on repercussions resulting from an employee's failure to act in accordance with the POP program policies.

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5.6 With POP Supervisors' assistance and input, revise the TFI manual to reflect policy and procedure changes. Include updated policies and verbal judo reference materials.	2
5.7 With POP Supervisors' assistance and input, prepare a new Supervisor manual that reflects current POP policies, processes, goals, and expectations.	2
5.8 Work with the Safety Division to create a schedule of retraining workshops for TFIs in verbal judo or other conflict resolution techniques. Provide regularly scheduled training updates for all POP program staff.	2
6. Muni Response Team and Station Agents	
In order to ensure appropriate and timely law enforcement practices, the Deputy Director of Security and Enforcement should:	
6.1 Ensure that SFPD Muni Response Team and SFMTA Transit Fare Inspectors have current training and information on all Proof of Payment Program ordinances and regulations.	2
6.2 Ensure that a new Memorandum of Understanding for SFPD services includes provisions specifying services to be provided to the Proof of Payment Program, including the role of the SFMTA Muni Response Team in supporting the POP Program 100 percent sweeps of the Muni Metro light rail system.	2
In order to curtail fare evasion resulting from unstaffed Metro Station booths, the SFMTA Executive Director/Chief Executive Officer should:	
6.3 Staff the Metro Station Operations Unit with 64.0 FTE 9131 Station Agent positions to provide Station Agent coverage of primary and secondary Metro Station booths.	1
In order to increase Metro Station efficiency, the SFMTA Executive Director/Chief Executive Officer should:	
6.4 Install Metro Station signs for use of discount passes.	3
6.5 Consider reconfiguring access gates for ADA compliance as part of the proposed replacement of fare gates at the Metro Stations.	3

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7. Fare Evasion Fine Structure

In order to create a greater disincentive for fare evasion in San Francisco and decrease the gap between an adult and juvenile fare evasion fine, the Board of Supervisors should:

7.1 Either revert fare evasion to a criminal citation;

OR

Increase the base fine for adult fare evasion closer or equal to that of a juvenile fine, including court fees;

AND

Create an escalating penalty for repeat offenders, at an amount at least twice the base fare evasion fine, as recommended by the Federal Transit Administration's Transit Cooperative Research Program.

2

In order to create a greater disincentive for fare evasion in San Francisco, the SFMTA Board of Directors should:

7.2 Develop a policy and program for excluding habitual offenders from the Muni transit system.

3

7.3 Allow fare evaders to participate in the SFMTA's Project 20 community service alternative sentencing program.

3

In order to help track habitual fare evasion while discouraging fare evasion in adults and juveniles, the Deputy Director of Security and Enforcement and the POP Operations and Investigations Manager should:

7.4 Direct and enable TFIs to issue written warnings to adults and juveniles instead of verbal warnings and track written warnings in the same customer service database as written citations.

2

In order to avoid confusion and employ consistency with the San Francisco Transportation Code, the Director of Security and Enforcement, in coordination with the City Attorney's Office, should:

7.5 Correct Section 302 cross references in the City's Transportation Code.

2

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- 7.6 Include provisions for processing juvenile fare evaders in the City’s Transportation Code. 2

8. Citation Processing and Collection

In order to increase enforcement of adult fare evasion citations, the Board of Supervisors should:

- 8.1 Petition the California State Legislature to amend the California Public Utilities Code, authorizing the City and County of San Francisco to implement mechanisms to enforce adult fare evasion fine collections under the PRWT contract, including referral to third party collection agencies, and reporting to the California Franchise Tax Board and the credit bureaus. 3
- 8.2 Consider petitioning the California State Legislature to amend the California Public Utilities Code to authorize the City and County of San Francisco to convert adult fare evasion civil citations to criminal citations if the evader has not paid the fine after 120 days. 3

In order to increase reliability of citation counts and data, the Deputy Director of SFMTA Security and Enforcement should:

- 8.3 Identify costs and benefits, including decreased staff administrative tasks and increased citation revenues, and potential timeframe for purchasing and implementing handheld devices. 2
- 8.4 Upon the purchase and implementation of handheld devices, develop written procedures for reconciling citation numbers to ensure that all citations are accounted for. 2
- 8.5 Discontinue manual counts of issued citations after implementing the use of a handheld device. 2
- 8.6 Provide training on Enhanced Technical Information Management System (eTIMS) to all POP Supervisors, focusing on citation issuance and collection reporting. 3
- 8.7 Develop written procedures for generation and use of eTIMS management reports. 3

In order to increase collection rates, the Director of SFMTA Security and Enforcement should:

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8.6 Train and evaluate TFIs in collecting accurate adult fare evader names and addresses when issuing citations. 2

9. POP on Buses

In order to provide the SFMTA with immediate budget savings and avoid an unprepared expansion of POP to the Muni bus fleet, the SFMTA Board of Directors should:

9.1 Direct the Security and Enforcement Division to discontinue the pilot program to expand POP to the SFMTA bus fleet until an implementation plan is approved (see Recommendation 9.4). 1

9.2 Immediately suspend hiring of vacant 8124 Supervisor/Investigators and 9132 Transit Fare Inspectors positions until the pilot program implementation plan is completed and approved by the Board of Directors. 1

Before proceeding with future plans to expand POP to the Muni bus fleet, the Director and Deputy Director of Security and Enforcement and the POP Operations and Investigations Manager should:

9.3 Measure fare evasion on SFMTA buses and compare the evasion rate with other comparable bus systems. 2

9.4 Develop an implementation plan for Phase IV of the bus pilot program. In doing so, the Security and Enforcement Division should:

a) Define the main goal(s) of the Phase IV bus pilot (e.g., reduce boarding time through facilitating back door boarding, increase revenue collection from reduced fare evasion); 2

b) Develop criteria for the selection of bus lines that are in concert with the goals of the POP program and any POP bus expansion (e.g., main transfer points, high rider volume, high incidence of fare evasion). 2

c) Develop specific performance measures and identify required data to measure performance that aligns with the Phase IV bus pilot goals (e.g., bus dwell time, increased revenue collection specific to bus route); 2

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| d) Adapt light rail POP best practices, including those from other comparable transit systems, in order to develop best practices that can be adapted to the bus system; and | 2 |
| e) Conduct a cost assessment of upgrading buses and bus shelters to facilitate POP. | 3 |