



# PCTPA SRTP Final Task 6 Implementation and Network Integration Memo

**To:** Mike Costa, Placer County Transportation Planning Agency and Cory Peterson, Placer County Transportation Planning Agency

**From:** WSP

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## 1. Introduction

This memo summarizes the work completed for Task 6 – Implementation and Network Integration Plan for the Placer County Transportation Planning Agency’s (PCTPA) Short-Range Transit Plan (SRTP). The task involves developing a memo with implementation needs and strategies based on prior tasks, input from the publicly available SRTP survey, as well as network integration recommendations. This will allow for more seamless integration between Auburn Transit, Placer County Transit (PCT), and Roseville Transit services. In addition, the SRTP fulfills the requirements for Senate Bill (SB) 125 funding allocations as stated in the California State Transportation Agency’s Budget Act of 2024 SB 125 Formula-Based Transit and Intercity Rail Capital Program & Zero Emission Transit Capital Program Final Guidelines.<sup>1</sup>

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<sup>1</sup> Source: “Budget Act of 2024 SB 125 Formula-Based Transit and Intercity Rail Capital Program & Zero Emission Transit Capital Program Final Guidelines”, California State Transportation Agency, 2025, [https://calsta.ca.gov/-/media/calsta-media/documents/sb125\\_cycle\\_2\\_guidelines\\_final\\_2025-01-10\\_a11y.pdf](https://calsta.ca.gov/-/media/calsta-media/documents/sb125_cycle_2_guidelines_final_2025-01-10_a11y.pdf).



## 2. Capital and Operational Changes

This section of the implementation plan focuses on necessary capital changes highlighted in the Task 3 – Capital Requirements memo as well as the service changes included in PCTPA and Roseville Transit’s Comprehensive Operational Analyses (COA). The recommendations in this section are divided into phases and will help better integrate these recommendations with the recommended SRTP service plan.

### 2.1. Fiscal Year (FY) 2025-2026 – Preparation and Initial Setup

Before launching the full implementation of service changes, this phase focuses on preparing the foundational steps necessary to ensure the success of subsequent phases. This phase sets the groundwork for future changes by addressing key logistical and operational requirements. It includes the following recommendations:

- The three transit agencies should gather the most current data on ridership, travel patterns, and system performance measures to ensure that decision-making is grounded in the latest information.
- All three transit agencies should integrate new technology platforms to support demand response services and real-time transit information, using compatible platforms throughout the three transit agencies.
  - Auburn OnDemand was recently included in the GO South Placer app so that all three agencies now use the app for providing access to demand response service ride scheduling and tracking.
  - PCTPA, through its administration of the WPCTSA will support the transit agencies work with Spare Labs to develop a regional ADA paratransit service certification platform and process to allow the three agencies to have a streamlined digital process for certifying ADA eligibility on one platform.
- All three transit agencies should conduct targeted public outreach efforts to inform the community of upcoming changes, gather additional feedback, and ensure a smooth transition as new services are rolled out.
- The WPCTSA should conduct a bus stop assessment using available funding to determine the countywide standard for and condition of bus stop amenities, accessibility issues, identify and prioritize improvements and their associated costs, and determine locations for new bus stops based on the operational changes made by the region’s three transit agencies and in collaboration with the other incorporated jurisdictions.

### 2.2. FY 2025-2026 to FY 2027-2028 – Near-Term Changes

The first phase of the implementation plan focuses on implementing changes that are already funded and ready to be incorporated. This includes all proposed changes for Auburn Transit and Roseville Transit.

#### Auburn Transit

- Coordinate with PCT to serve Sutter Urgent Care – Auburn with Auburn OnDemand service. The office is located just north of the intersection of Bell Road and State Route 49 and service will be provided within Auburn OnDemand’s current span of service.



## **Placer County Transit**

- Implement service changes on Route 10 (change route to serve Taylor Road park-and-ride), Route 20 (change end of route from Twelve Bridges to the Lincoln park and ride), Route 50 (convert to Dial-A-Ride zone), Route 60 (discontinue Auburn-Colfax segment), and Route 70 (extend to Lincoln park-and-ride and extend route to Joiner Parkway).
  - Prior to the Route 20 and Route 70 service change, bus stop amenities will need to be installed at the Lincoln park-and-ride and other new bus stop locations due to the updated routing.
- Continue coordination with Roseville Transit to replace the existing Granite Bay Dial-A-Ride service with Arrow service. This includes determining the service area boundaries and span of service and cost parameters, developing a draft agreement between the two agencies, coordinating implementation activities (i.e., agency bid processes), and updating the Spare Labs platform.
- Coordinate with the City of Roseville to install on-street charging infrastructure at the Roseville Galleria, within close proximity to the existing charging facilities located within the Roseville Galleria parking lot used to support Roseville Transit and the RapidLink services.
- Coordinate with local jurisdictions to add/modify bus stops to serve operational changes in Rocklin to account for the Route 20 service change and Lincoln to account for the Route 70 service change.
- Replace 12 vehicles and add two demand response vehicles.
- Install charging infrastructure at the PCT maintenance facility to accommodate four electric buses.

## **Roseville Transit**

- Implement service changes to commuter, local, and Arrow services from the COA.
- Implement RapidLink pilot service.
- Replace bus stop shelters using the SB 125 funding allocated to Roseville Transit to implement this effort.
- Install electric charging infrastructure at the Roseville Galleria.
- Install electric charging infrastructure at the Louis Orlando transit center and Roseville Galleria with allocated SB 125 funding.
- Replace seven commuter buses and add one, replace four local buses, replace eight demand response vehicles and add four, and five RapidLink buses.

In addition to implementing the RapidLink pilot service, the proposed performance metrics shown at the end of the S RTP will be discussed and refined by the TOWG as necessary to monitor the effectiveness of the pilot project. The data for the metrics should be pulled every six months throughout the pilot timing to see if trends are emerging, particularly because brand new services typically take several years to reach ridership maturity.

To further measure the performance of RapidLink, onboard and general public surveys should be conducted at least twice a year (with the option to take place more frequently to determine adequate levels of feedback) by Roseville Transit. Onboard surveys will help determine how RapidLink has affected ridership travel patterns and volumes, customers' ratings of service attributes and suggestions for changes, and how the public feels about the service and whether it meets their travel needs effectively. The public survey would



include questions to gauge the level of awareness that residents in the area have regarding the RapidLink service and why they do (or do not) use the service.

Finally, corridor ridership counts of RapidLink and other lines in the RapidLink corridor (i.e., PCT Route 10 and Route 20 and Roseville Transit's new local Route 4) should be conducted to determine the impact of RapidLink on nearby routes' ridership and the net change to corridor ridership.

### **Western Placer Consolidated Transportation Services Agency**

- Discuss potential strategies to expand the Placer Rides Program:
  - WPCTSA should consider expanding "Case Management" or "Information and Assistance" program activities for understanding who needs rides and where they need to go, in addition to available resources to address those needs, which would help inform both South Placer Transit Information, Education and Training activities as well as Placer Rides program eligibility and expansion changes.
  - Consider expanding the mileage reimbursement eligibility criteria for Placer Rides beyond essential trips only following implementation of "Case Management" and "Information and Assistance" program activities.
  - Consider expanding the "last resort rides" to offer trips beyond medical uses. The program could consider paying for Lyft/Uber rides for ambulatory users, utilizing existing resources and partnerships had with these transportation network companies.

### **2.3. FY 2028-2029 to FY 2029-2030 – Mid-Term Changes**

As mentioned above, all proposed changes for Auburn Transit and most for Roseville Transit will be implemented by FY 2028-2029. Therefore, mid-term and long-term changes primarily apply to PCT. Mid-term changes depend on securing funding to increase service levels and analyzing ridership to determine further changes to Route 50.

#### **Placer County Transit**

- Install charging infrastructure at Colfax Station, Rocklin Station, and the Twelve Bridges bus stop.
- Add two local buses.
- Extend Route 30 from Auburn's Nevada Station to central Auburn in coordination with the City of Auburn and Auburn Transit and add/modify bus stops as needed.
- Add one round trip on Route 40.
- Following the conversion of Route 50 to a Dial-A-Ride zone, analyze ridership to determine whether to reduce weekday service span from 12 hours to 9.5 hours and discontinue Saturday service. New services typically take at least two years to reach ridership maturity and ridership should be analyzed every six months following the conversion to a Dial-A-Ride zone, with a full analysis of whether to make the other changes to take place at least two years after implementation.

### **2.4. FY 2030+ – Long-Term Changes**

The last phase includes all changes identified in PCTPA's and Roseville Transit's COA, even those that were not recommended to be included in the service plan. These changes include those recommended in PCTPA's



2018-2025 SRTP that were not implemented, findings from previous technical analysis and community and stakeholder outreach activities, and geographic gaps in the network that do not serve currently developed or developing areas.

### **Auburn Transit**

- Acquire additional vehicles.

### **Placer County Transit**

- Install charging infrastructure at the county's maintenance facility.
- Determine funding to improve headways on Route 10 from 60 minutes to 30 minutes on weekdays between 9:00 AM and 12:00 PM. Final recommendations for Route 10 should be developed based on the outcome of the RapidLink pilot project.
- Coordinate with the City of Lincoln to determine support and funding available for adding weekday service hours to the Lincoln Dial-A-Ride zone.
- Improve headways on the updated Route 20 from 60 minutes to 30 minutes weekdays between 12:00 PM and 6:00 PM pending funding availability and support from local jurisdictional partners.
- Improve headways on the updated Route 30 from 60 minutes to 30 minutes weekdays between 8:00 AM and 6:00 PM and add 60-minute Sunday service from 9:00 AM to 5:00 PM pending funding availability and support from local jurisdictional partners.
- Analyze Route 60 ridership to determine whether any additional trips should be added or removed based on return to office and travel demand patterns.
- Coordinate with Roseville Transit to expand demand response service to Placer Vineyards and Cook Riolo/Vineyard areas.
- Expand Rocklin/Loomis Dial-A-Ride zone to the Placer One area.
- Add lifeline services or an alternative transportation program solution to Foresthill and Sheridan if it is determined that they could be sustainable and financially feasible given available funding resources and demand.

### **Roseville Transit**

- Coordinate with PCT to expand demand response service to the Placer Vineyards and Cook Riolo/Vineyard areas.
- Implement 30-minute frequencies on Route 2.
- Implement new fixed route to Westpark with 30-minute frequencies.



### 3. Transit Agency Coordination

The following recommendations are intended to streamline decision making processes across the three agencies and improve the transit passenger experience in western Placer County. They also respond to the results of an online survey that was conducted between February 13<sup>th</sup> and March 28<sup>th</sup> to gauge from the public any changes that could be implemented to improve their riding experience across the three agencies.

- Update the existing WPCTSA Joint Powers Agreement (JPA)
- Regional transit branding and customer information
- Coordinated online trip planning
- Consistent and integrated fare structures/transit passes
- Fare capping

The expected implementation of these recommendations is discussed in detail in this section.

#### **3.1. Update the Existing Western Placer Consolidated Transportation Services Joint Powers Agreement**

PCT has individual annual agreements with the cities of Lincoln, Rocklin, Colfax, and the Town of Loomis to operate transit service on behalf of each jurisdiction. In addition, PCT and the City of Auburn have a funding agreement for PCT's Route 10 and Route 60 as well as maintenance of the Nevada Street Station. The City of Auburn and the City of Roseville do not have transit agreements with other cities.

The existing transit agreements have well-defined funding arrangements, but do not fully define decision-making processes, roles, and responsibilities for coordination strategies such as regional branding and trip planning, fare distribution and collection technology, fare capping, and bus stop responsibilities. Importantly, the agreements do not address multi-jurisdictional coordination on route changes that have impacts across jurisdictional boundaries.

It should be noted that the coordination of regional transit is commonly practiced in western Placer County. A good recent example is the joint procurement and implementation of the demand response Spare Labs technology platform and mobile phone application for ride requests by Auburn Transit, PCT, and Roseville Transit branded as GO South Placer. GO South Placer provides access to booking demand response services provided by all three transit agencies operating within the cities of Roseville, Rocklin, Lincoln, Loomis, Auburn, and unincorporated Placer County.

The existing WPCTSA JPA was approved by the Placer County Board of Supervisors in August 2008 and subsequently approved by all the incorporated municipalities in Placer County. The JPA establishes the WPCTSA's powers, duties, and administrative responsibilities, one of which is to lead regional coordination and service planning activities for the transit agencies operating in western Placer County. As a first coordination step, rather than creating a new intergovernmental agreement (IGA) or JPA, the transit agencies should consult with their respective agency's legal counsel, risk management, and governing bodies to evaluate the feasibility of amending the WPCTSA's existing JPA to further clarify or expand its decision-making authority, roles, and responsibilities for implementing the coordination strategies described below. The updated JPA does not need to replace the existing funding agreements between the transit agencies, and it could address other cooperative items of interest to the agencies such as joint procurement and



continued maintenance of equipment. Updating the JPA agreement should be the first step to improve network integration since the other strategies listed below are dependent on it. The updated agreement should also codify a coordinated approach to implementing service changes to ensure changes to one agency's services do not adversely affect another and maintain the interconnected nature of all three agency's transit services. Updating the WPCTSA's JPA could further potentially position the three agencies to be more successful when applying jointly for grant funding opportunities in the future.

The updated JPA could be modeled after a similar one developed for the Northwest Oregon Transit Alliance (NWOTA), which includes performance metrics tracking for the participating transit agency's ridership, costs, and service impacts on vehicle miles traveled and greenhouse gas emission reductions.

The updated JPA should include future decision-making roles and responsibilities, and evaluation criteria related to the RapidLink pilot project. Additionally, it should identify a process to determine whether the route should stay in operation beyond the three-year pilot period, how services may be modified during the pilot program, and ongoing funding source solutions should the service operate past the pilot program's initial term.

### **3.2. Regional Transit Branding and Customer Information**

The transit agencies in western Placer County have established branding that has evolved over the decades. Each agency's branding follows and/or closely complements the overarching brand of the governing agency that is responsible for administering the service. There are different service identities under the individual brands (i.e., Placer Commuter Express, Placer County Transit, Arrow, Roseville Local, Auburn OnDemand, etc.). This recommendation is to create a unifying regional brand and logo which supplements and will not replace each individual agency's existing brands.

There are several examples of separate agencies creating a unifying brand as part of formal consolidation, like Stanislaus Regional Transit Authority and Tulare County Regional Transit Authority. However, the recommendation for western Placer County transit agencies is to create a unifying brand that overlays existing branding without consolidation of the services under one particular entity. A prime example is NWOTA's Northwest (NW) Connector brand. Each of the five transit agencies that make up NWOTA maintains autonomy in day-to-day operations, finances, and services provided. However, collectively all five services are branded as the "NW Connector". There is a single website and trip planning tool integrating the NW Connector services. Each agency maintains their own fare structure, but all use one fare collection technology to provide fare purchasing consistency throughout the NW Connector service area. Each transit agency's buses have its unique identity branding, and the NW Connector branding has been added to their existing branding to show how the transit agencies are unified under NWOTA. The recently created South Placer Transit Information, Education, and Training program's branding is modeled from the NW Connector branding since that program jointly promotes all three transit agencies in western Placer County.

Another example is the joint branding by Placer County and the Town of Truckee for Tahoe Truckee Area Regional Transportation (TART). In this case, both agencies adopted the same bus paint/wrap scheme with only slight differences. Over the course of two years, each agency replaced individually branded bus stop signs with the new TART branded signs that identify the agency in small print on the sign. Most importantly, one phone number and website are used for both systems. Both Placer County and the Town of Truckee still maintain separate operations and governance of their respective services.

Regional branding should be one of the WPCTSA's responsibilities included in the updated JPA discussed above. If included, the WPCTSA's updated JPA would establish how decision-making takes place for website



management, design, and content. Bus stop facilities and transit vehicles (if supported) could also include a new regional brand highlighting the joint partnership among the three transit providers serving western Placer County. Other customer-facing technologies, such as fare payment and trip planning, would also benefit from regional branding.

Branding would likely start with all digital assets, such as websites and social media graphics. Re-designed branding for bus stop signage and other passenger-facing amenities to incorporate the regional branding scheme could also be implemented relatively quickly in phases or by geographic area pending available resources. Even if collectively supported, re-branding each transit agency's service vehicles might take longer as vehicle replacement cycles occur over several years. New buses delivered could include specific new exterior graphics related to the regional brand, but existing vehicles may have to consider some interim new regional branding modifications to last until the vehicle is replaced. Steps to implement this new regional branding would be as follows:

- Engage key stakeholders in the branding process.
- Convene a branding/marketing committee.
- Select a professional firm experienced in branding (similar to GO South Placer platform or the South Placer Transit Information, Education, and Training program).
- Create a schedule for branding launch and placement.
- Present proposed branding to stakeholders.
- Finalize and launch branding.

### **3.3. Coordinated Online Trip Planning**

Another recommendation is to incorporate a trip planning tool on both the South Placer Transit Information, Education, and Training program's website, as well as through a unified app. SRTP survey respondents indicated using a variety of service platforms to plan their trip, with most using the Roseville Transit website (31%), PCT website, or a Google/Apple Maps or similar app. Nearly 70% of respondents indicated it is currently difficult or moderately difficult to plan their transit trips. Improving the trip planning process would also help passengers transfer between the three agencies, something nearly 78% of respondents indicated was currently difficult or moderately difficult to do.

The foundation of any modern trip planning tool or app is General Transit Feed Specification (GTFS) data, which agencies publish through a stable web link, making it accessible for use in various applications. GTFS data is shared in the following formats:

- GTFS: Static route and schedule information that is required to be published by the National Transit Database; all three agencies have this data published.
- GTFS-RT: Real-time data that adds a level of detail that constantly updates with real-time bus location that allows trip planning tools and apps to predict real-time service times to stops. This can also allow users to see where their bus is in real time and even the bus capacity if Automatic Passenger Counters are installed on buses. Roseville Transit is the only agency of the three to currently publish GTFS-RT data, which relies upon their onboard technology package and computer-aided dispatch software, which is provided by the company GMV Transit. Implementing real-time transit information was strongly requested by survey respondents.



- GTFS-Flex: A relatively new GTFS format that allows for the incorporation of demand response services in trip planning tools and apps such as Google Transit; none of the three transit agencies currently publish this data.

To modernize and integrate trip planning for all western Placer County transit services, the following actions are recommended:

- All agencies should work to generate and publish GTFS-RT data so that demand response services can be incorporated into trip planning tools and apps such as Google Transit. Spare Labs provides a free GTFS-Flex Builder Tool that could be used to generate and publish this data.
- Auburn Transit should remove the Auburn Loop GTFS data, as this route is no longer in service but still appears in trip planning tools due to outdated published data.
- PCT should coordinate with Auburn Transit and Roseville Transit to ensure that GTFS common bus stops are consistently named and include schedules from each agency.
- PCT should procure a technology suite that supports GTFS-RT data publication. This would improve the passenger experience with real-time information and foster confidence in inter-agency connectivity. PCT and Roseville Transit will be using different vendors and coordination should be pursued if possible given the differences in software.
- After updating and expanding GTFS formats, a third-party app developer could be contracted to build a branded, unified trip planning app, possibly integrated into the existing GO South Placer app. Alternatively, directing users to Google Maps or the Transit app may offer a more cost-effective and accessible solution.
- Publish printable itineraries with maps and schedules for common inter-agency trips on the South Placer Transit Information, Education, and Training website to support passengers that are less comfortable with digital tools.
- Maintain accurate, up-to-date GTFS data, regularly monitor app functionality, and stay informed on emerging technologies. This could be another discussion topic for the TOWG meetings.

### **3.4. Consistent and Integrated Fare Structures/Transit Pass**

#### **Fare Structure**

Fare coordination is not a new idea for transit agencies in the greater Sacramento area. Connect Card is a regional electronic fare card that allows passengers to load cash value onto a smart card, which can be used to pay fares for PCT, Roseville Transit, and five other regional transit agencies at their established rates. This program was first implemented in 2016 and was organized by the Sacramento Area Council of Governments then subsequently administered by the Sacramento Regional Transit District (SacRT) on behalf of the participating transit agencies. Connect Card is being phased out as it is a “closed proprietary system” that requires passengers to purchase and use a specific card provided by a third-party vendor. Instead, SacRT is leading the procurement for a new open-loop fare payment system using Kuba equipment and supporting Little Pay and Masabi software and technology platforms purchased through the California Integrated Travel Project’s (Cal-ITP) joint procurement program and Master Services Agreement (MSA). The new onboard fare collection technology will enable passengers to pay with any contactless-enabled mobile device or credit/debit card without the need to load funds onto a non-refundable third-party payment card. Due to



issues with technical and customer support, and having already upgraded some GenFare fareboxes, PCT is in the process of switching to all GenFare Fast Fare farebox equipment instead of using the Kuba devices. However, there still may be an opportunity to connect GenFare to the supporting Little Pay and Masabi software and technology platforms, which PCT is currently investigating.

The fare structures for the three transit agencies differ. This can be expected given the wide variety of route distances and services offered by each agency. A long-term coordination objective should be to make using the transit systems in western Placer County as easy as possible, which includes simplifying the fare payment process. Over half of all SRTP survey respondents indicated that it is difficult or moderately difficult to pay their transit fare. Standardizing and simplifying fare structures and discount group classifications would enhance regional coordination and likely increase inter-agency transfers and overall ridership. However, this is not a simple undertaking given that each agency has its own policy and approval process for fare changes. Initial steps could include:

- Discuss possible fare standardization options with each transit agency's respective governing body, including:
  - When or how often fare price increases should be considered (i.e., after a certain increase in the Consumer Price Index or based on operational cost increases).
- Defining discount group fare categories that are consistent among all three transit agencies.
- Identifying reasonable fare ranges for each type of service collectively provided by the transit agencies: local fixed routes, commuter routes, and demand response services. Discounted fares should be assumed to be half of the general public fare within each respective service type category.
- Offer the same fare pass categories for each service type (i.e., daily, weekly, monthly, etc.).
- Define clear transfer privileges between the three transit agencies and their respective service categories and ensure customers are not charged a second fare when transferring between services.
- Share feedback from the respective transit agency's governing body during a formal TOWG meeting to assess regional alignment.
- If alignment exists, publicize the proposed plan and gather public input before each agency seeks final board approvals.

### **Transit Pass**

The idea of a regional transit fare pass was also considered. Under this scenario, a regional card (in plastic or electronic form on a mobile phone) could be purchased online through an app or at certain retailers and used for any transit agency in the region. This is similar to the idea of Connect Card, except that the regional card is only good for a certain amount and time period, not an arbitrary amount of money uploaded to the card. Fare capping would not apply in this case, so passengers would be required to pay upfront for the full cost of the pass.

Currently, PCT and Roseville Transit have a reciprocal agreement to accept each other's daily, 14-day, and 30-day passes on local routes. Single-ride transfers are not honored. This agreement does not include accounting for fare revenue. It is assumed that there is a similar number of passes accepted by each transit agency and considered "a wash". This arrangement allows for seamless transfers for passengers purchasing some type of pass. Masabi (which Roseville Transit will be implementing and is being considered by PCT) offers cross-



agency electronic ticketing through their mobile phone app, making it possible to have some sort of regional pass in western Placer County. While nearly 30% of survey respondents preferred to pay their fare via a regional electronic fare or pass card, a regional pass would not be a significant improvement over the existing fare transfer agreements, as it would likely involve more complicated accounting to distribute fare revenue. Lastly, it should be noted that there are fare discrepancies between Roseville Transit's \$4.00 daily pass that costs significantly more than PCT's \$2.50 24-hour pass. This provides a baseline level of interagency coordination to be improved upon in the future. One option would be to make the 24-hour pass price equivalent to just over two times the one-way trip fare for either PCT or Roseville Transit or \$3.25.

Auburn Transit does not participate in inter-agency fare agreements and only offers their Auburn OnDemand service with no duration-based passes. The three agencies should discuss whether it is practical to allow transfers between Auburn OnDemand and PCT fixed routes in the City of Auburn.

### **3.5. Fare Capping**

Fare capping is a modern fare policy that eliminates the need for riders to pre-purchase daily or monthly passes. Instead, passengers pay as they ride using a smart card or smartphone. Once they reach the cost equivalent of a daily or monthly pass, no further charges are applied. This approach supports:

- Greater convenience for riders.
- Improved equity by removing upfront cost barriers.
- Increased adoption of digital fare payment, reducing cash handling.
- Faster boarding and reduced fare disputes for drivers.

As mentioned above, both PCT and Roseville Transit are currently upgrading their fare payment systems. Roseville Transit is installing Kuba contactless card reader equipment, while PCT is upgrading to GenFare Fast Fare farebox equipment to support contactless fare payments. Roseville Transit will still be using GenFare fareboxes to track rides and accept Connect Cards. Overall, these upgrades are significant steps toward modernizing fare collection and reporting.

The following scenario provides an example of how fare capping could be applied on a regional level to create a coordinated fare payment system between the local fixed route services in western Placer County. A passenger boards a Roseville Transit bus using their debit card, then transfers to a PCT bus at the Roseville Galleria, also using their debit card. With a regional fare capping system, the passenger would then be able to take advantage of a regional daily, weekly, or monthly fare cap. The fare cap would apply to rides for both PCT and Roseville Transit. For example, the regional daily fare cap could be \$5.00. This is the maximum amount most SRTP survey respondents (55%) indicated they would prefer to pay for transit trips. Under this scenario, once the passenger reaches \$5.00 worth of trips on either PCT and/or Roseville Transit local fixed routes, the passenger would no longer be charged a fare for the remainder of that day. The two agencies could still maintain separate fare structures, but the passenger would not have to worry about purchasing a daily or weekly pass for either respective system because the fare capping would eliminate the need for passes regardless of which system the customer is using as long as the payment capture software and technology platforms among all the transit agencies are coordinated with each other.

One challenge associated with the idea of regional fare capping is how the fare revenue would then be distributed between PCT and Roseville Transit on the back end. As an example, San Luis Obispo County has a regional daily fare and 31-day pass that can be used on San Luis Obispo Regional Transit Authority (SLO RTA),



SLO Transit, Morro Bay Transit, and Atascadero Dial-A-Ride. Fare revenue obtained from the sales of the regional passes is allocated as follows: SLO RTA administers the program and reconciles revenue on a monthly basis. The number of riders using each pass type is multiplied by the average fare paid for each system as a whole to calculate “fare-weighted riders”. Next, the percentage of fare-weighted riders per system is calculated. After a nine percent administrative fee is taken off the top for SLO RTA, the percent of fare-weighted riders is multiplied by total monthly revenue by the pass type to determine the balance owed to each agency.

As previously mentioned, fare capping can only occur when the fare collection technologies can communicate with each other. Discussions with the Cal-ITP staff and fare technology software providers indicate that integrating fare capping across different hardware fare collection systems may be possible but is likely cost-prohibitive. There may be additional costs for integrating the two different hardware systems that weren't originally designed to be integrated. It is also important for all systems to be “on the cloud”. A unified fare capping program should be a long-term goal. However, in the meantime, the three transit agencies should coordinate future technology upgrades and utilize resources like the Cal-ITP MSA to streamline procurement and ensure future interoperability.

In summary, fare capping on a regional level is likely unfeasible at this time. However, fare capping within each transit agency should be considered as a tool to encourage ridership. If the three agencies decide on pursuing a fare capping strategy, the following steps should be considered:

- Cal-ITP published a 2022 case study *Contactless Fare Payments Data: Lessons Learned* which recommends implementing GTFS-RT alongside contactless payment systems, because it allows for stop level payment data tracking and analysis which could help to identify trip making patterns and strengthen the fare capping partnership. This is not a mandatory step unless zone based rather than duration-based fare capping is considered.
- The three transit agencies and WPCTSA should discuss a standardized fare structure and coordinate future changes to assist with implementing a potential fare capping strategy. The TOWG should set parameters for when fare increases should occur, align definitions and parameters for discount passenger group fare categories, set reasonable ranges for different fare types, and standardize types of passes available among all three transit agencies.
- As a long-term goal, the three agencies should adopt a unified fare collection hardware and software technology platform and mobile phone application across all three transit agencies. A common platform greatly reduces implementation complexity and cost compared to combining systems from various vendors and providers. Discussions of future fare procurement technology should continue to occur through regular TOWG and WPCTSA meetings.



## 4. On-Going Performance Monitoring

An important element in the success of any organization is a clear and concise set of goals and objectives, as well as an established set of performance measure targets and standards used to help evaluate how they can be attained. Transit agencies that expend public funds have a responsibility to provide transparency regarding how operational performance goals and targets are being met. Funding partners also have a responsibility to ensure that funds provided to the transit agencies are being used appropriately, and that services are operating effectively and efficiently. An adopted set of performance measure targets and standards further help to both internally and externally communicate the values of the transit agencies to other organizations, the public, and the agency's staff.

### **On-Going System Performance Monitoring**

The project team worked with the three agencies to determine a set of performance metrics and standards that apply to the unique set of services provided by each agency. The metrics and standards aim to meet the goals of PCTPA and Roseville Transit's COA's:

- Increase transit usage (PCTPA COA)
- Plan and provide an efficient, effective, and equitable network (PCTPA COA)
- Deliver reliable and integrated transportation options (PCTPA COA)
- Elevate the transit experience (Roseville Transit COA)
- Achieve a modal shift toward public transit (Roseville Transit COA)
- Foster sustainable urban mobility (Roseville Transit COA)
- Enhance data-drive decision-making (Roseville Transit COA)
- Innovate and improve commuter services (Roseville Transit COA)

The performance standards and metrics are broken into a number of different categories including the applicability of the metric and type of service. At a minimum, the following metrics should be monitored and reported to each agency's governing body or jurisdiction:<sup>2</sup>

- Annual boardings
- Boardings per vehicle service hour
- Boardings per vehicle service mile
- Operating cost per passenger trip
- Operating cost per vehicle service hour
- On-time performance (fixed routes only)
- Average wait time (demand response services only)

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<sup>2</sup> These metrics are required to be reported in Transportation Development Act performance audits with the addition of vehicle service hours per employee.



Depending on the availability of data collected by each agency, the following are examples of other metrics to monitor and report to each agency’s governing body or jurisdiction. This is not an exhaustive list and should be discussed with each agency to determine the feasibility and applicability of inducing these metrics.

- Total service miles per preventable accident
- Total service miles per accident
- Total service miles per road calls
- Farebox recovery ratio
- Subsidy per passenger trip

The sections below provide proposed ranges for the first set of metrics described above for each agency. These ranges should be discussed and refined by the TOWG to determine whether any modifications need to occur to ensure the accurate measuring of performance of services. For each range there is a standard, low, and high value established. This will allow agencies to determine services that are closer to the lower end of the range and require adjustments such as removing a portion of a route or reducing span of service to focus on times of higher ridership to improve accordingly or closer to the higher end and could see further increased ridership with enhancements to the service such as increased frequencies or span of service. The standard reflects the data received from Auburn Transit, PCT, and Roseville Transit. The low value is calculated as 75% of the standard and the high value is calculated as 125% of the standard for each metric. The low values should be achieved at a minimum by each agency, while the high value indicates aspirational targets for each agency.<sup>3</sup> Table 1 provides a description of each performance standard.

*Table 1: On-Going Performance Standards Definitions*

Performance Metric	Description	Units	Applicability
Annual Boardings	Number of passenger boardings per FY. This metric measures overall usage of a route or demand response service.	Annual total	Fixed routes and demand response services
Boardings per Vehicle Service Hour	Number of passenger boardings per vehicle service hour per FY. This metric measures route or demand response service area effectiveness/productivity over a duration of time and is influenced by hours of operation.	Annual total	Fixed routes and demand response services
Boardings per Vehicle Service Mile	Number of passenger boardings per vehicle service mile per FY. This metric measures route or demand response service area effectiveness/productivity and is influenced by trip length.	Annual total	Fixed routes and demand response services
Operating Cost per Passenger Trip	Operating costs per number of passenger boardings per FY. This	Annual total	Fixed routes and demand response services

<sup>3</sup> Note that the low and high values are flipped for operating cost per passenger trip and operating cost per vehicle service hour since the goal is to keep those as low as possible.



Performance Metric	Description	Units	Applicability
	metric measures financial efficiency and return on investment in relation to ridership.		
Operating Cost per Vehicle Service Hour	Operating costs per vehicle service hour per FY. This metric measures financial efficiency and can be used to identify service inefficiencies.	Annual total	Fixed routes and demand response services
On-Time Performance	Percentage of "on-time" arrivals according to the service schedule. This metric focuses on passenger experience and transit reliability.	Annual percentage	Fixed routes only
Average Wait Time	Total number of minutes passengers wait for demand response service pick-ups per FY. This metric focuses on passenger experience and service reliability.	Annual average	Demand response services only

## Auburn Transit

The proposed standards in Table 2 for Auburn Transit’s Auburn OnDemand service reflect FY 2024-2025 data received from Auburn Transit.

Table 2: Proposed Auburn Transit Performance Standards

Performance Metric	Standard	Low	High
Annual Boardings	<b>23,128</b>	17,346	28,923
Boardings per Vehicle Service Hour	<b>2.79</b>	2.09	3.49
Boardings per Vehicle Service Mile	<b>0.23</b>	0.17	0.29
Operating Cost per Passenger Trip	<b>\$28.02</b>	\$35.03	\$21.02
Operating Cost per Vehicle Service Hour	<b>\$70.71</b>	\$88.39	\$53.03
Average Wait Time	<b>7 minutes</b>	5 minutes	9 minutes

## Placer County Transit

As shown in Table 3, Table 4, Table 5, and Table 6, specific standards are proposed for the various types of PCT services to ensure the standards account for the service’s context in the network and region (i.e., types of area served and mode of service). Similar to Auburn Transit, the proposed standards reflect FY 2024-2025 data received from PCT. The breakdown of services is shown below:

- Fixed routes
  - Local – urban/suburban
    - Route 10, Route 20, Route 30, Route 70, and Route 80
  - Local – rural
    - Route 40 and Route 50



- Commuter
  - Route 60
- Dial-A-Ride
  - All PCT Dial-A-Ride zones

Table 3: Proposed Placer County Transit Local Urban/Suburban Fixed Route Performance Standards

Performance Metric	Standard	Low	High
Annual Boardings	<b>30,188</b>	22,641	37,735
Boardings per Vehicle Service Hour	<b>11.05</b>	8.29	13.81
Boardings per Vehicle Service Mile	<b>0.75</b>	0.56	0.94
Operating Cost per Passenger Trip	<b>\$42.11</b>	\$52.64	\$31.58
Operating Cost per Vehicle Service Hour	<b>\$142.58</b>	\$178.23	\$106.94
On-Time Performance	<b>71%</b>	53%	89%

Table 4: Proposed Placer County Transit Local Rural Fixed Route Performance Standards

Performance Metric	Standard	Low	High
Annual Boardings	<b>2,038</b>	1,529	2,548
Boardings per Vehicle Service Hour	<b>1.01</b>	0.76	1.26
Boardings per Vehicle Service Mile	<b>0.05</b>	0.04	0.06
Operating Cost per Passenger Trip	<b>\$42.11</b>	\$52.64	\$31.58
Operating Cost per Vehicle Service Hour	<b>\$142.58</b>	\$178.23	\$106.94
On-Time Performance	<b>64%</b>	48%	80%

Table 5: Proposed Placer County Transit Commuter Fixed Route Performance Standards

Performance Metric	Standard	Low	High
Annual Boardings	<b>16,983</b>	12,737	21,223
Boardings per Vehicle Service Hour	<b>13.38</b>	10.04	16.73
Boardings per Vehicle Service Mile	<b>0.44</b>	0.33	0.55
Operating Cost per Passenger Trip	<b>\$25.02</b>	\$31.28	\$18.77
Operating Cost per Vehicle Service Hour	<b>\$171.63</b>	\$214.54	\$128.72
On-Time Performance	<b>64%</b>	48%	80%

Table 6: Proposed Placer County Transit Dial-A-Ride Performance Standards

Performance Metric	Standard	Low	High
Annual Boardings	<b>6,727</b>	5,045	8,409
Boardings per Vehicle Service Hour	<b>2.71</b>	2.03	3.39
Boardings per Vehicle Service Mile	<b>0.22</b>	0.17	0.28
Operating Cost per Passenger Trip	<b>\$83.05</b>	\$103.81	\$62.29



Performance Metric	Standard	Low	High
Operating Cost per Vehicle Service Hour	<b>\$141.45</b>	\$176.81	\$106.88
Average Wait Time	<b>20 minutes</b>	15 minutes	25 minutes

## Roseville Transit

Similar to PCT, specific standards are proposed by type of Roseville Transit service. Table 7 includes proposed standards for local fixed routes, Table 8 includes proposed commuter fixed route standards, and Table 9 shows proposed Arrow/Dial-A-Ride standards. The proposed standards reflect FY 2023-2024 data received from Roseville Transit.

*Table 7: Proposed Roseville Transit Local Fixed Route Performance Standards*

Performance Metric	Standard	Low	High
Annual Boardings	<b>125,585</b>	94,189	156,981
Boardings per Vehicle Service Hour	<b>3.89</b>	2.92	4.86
Boardings per Vehicle Service Mile	<b>0.19</b>	0.14	0.24
Operating Cost per Passenger Trip	<b>\$38.51</b>	\$48.14	\$28.88
Operating Cost per Vehicle Service Hour	<b>\$149.93</b>	\$187.41	\$112.45
On-Time Performance	<b>90%</b>	68%	100%

*Table 8: Proposed Roseville Transit Commuter Fixed Route Performance Standards*

Performance Metric	Standard	Low	High
Annual Boardings	<b>30,494</b>	22,871	38,118
Boardings per Vehicle Service Hour	<b>6.30</b>	4.73	7.88
Boardings per Vehicle Service Mile	<b>0.05</b>	0.04	0.06
Operating Cost per Passenger Trip	<b>\$33.27</b>	\$41.59	\$24.95
Operating Cost per Vehicle Service Hour	<b>\$209.64</b>	\$262.05	\$157.23
On-Time Performance	<b>90%</b>	68%	100%

*Table 9: Proposed Roseville Transit Arrow/Dial-A-Ride Performance Standards*

Performance Metric	Standard	Low	High
Annual Boardings	<b>24,116</b>	18,087	30,145
Boardings per Vehicle Service Hour	<b>2.59</b>	1.94	3.24
Boardings per Vehicle Service Mile	<b>0.04</b>	0.03	0.05
Operating Cost per Passenger Trip	<b>\$65.60</b>	\$82.00	\$49.20
Operating Cost per Vehicle Service Hour	<b>\$170.10</b>	\$212.63	\$127.58
Average Wait Time	<b>20 minutes</b>	15 minutes	25 minutes

## RapidLink

In addition to developing performance metrics and standards for fixed routes and demand response zones, these ranges were also developed for the RapidLink pilot project. These performance metrics were developed



through evaluating peer agencies, such as Sound Transit in Seattle and Valley Metro in Phoenix,<sup>4,5,6</sup> as well as through the FY 2018-2019 PCT Triennial Performance Audit.<sup>7</sup> As shown in Table 11, they include the minimum metrics recommended for each agency to monitor and report to each their governing body or jurisdiction as well as some additional metrics including:

- Impact on ridership of existing PCT and Roseville Transit routes/entire system ridership growth
- Mode shift factor
- Annual operating cost

These performance metrics should be used to evaluate the entire route as well as route segments and times of day to determine if certain parts of the route or certain times of the day perform differently and warrant service adjustments. The performance metrics and standards were determined using data from Roseville Transit’s COA and existing performance data for PCT Route 10 when RapidLink projections were not available since that route is fairly similar to RapidLink in its limited number of stops, structure, and connections to key activity generators. The metrics and ranges should be refined and amended as necessary by the TOWG through on-going discussion and evaluation. Table 10 provides definitions for the performance standards that are unique to the RapidLink pilot project.

Table 10: RapidLink Performance Standards Definitions

Performance Metric	Description	Units	Applicability
Entire Fixed-Route Transit System Growth/Impact of RapidLink on Existing Fixed Route Transit Services <sup>8</sup>	Percentage of total fixed route transit system growth (PCT and Roseville Transit service) after introduction of RapidLink service. This metric measures total system growth using FY 2023-2024 ridership levels as the base year. This is used to estimate the number of RapidLink passengers that previously took a different fixed route service.	Annual percentage	RapidLink only
Mode Shift Factor	Percentage of passengers that shift to transit from motor vehicle travel with the introduction of RapidLink service. This metric uses an on-board survey to estimate the number of passengers who would drive alone, have someone else drive them, shift to taxi, and/or carpool if RapidLink was not available.	On-board survey response percentage	RapidLink only

<sup>4</sup> Source: “Transit Standards and Performance Measures”, Connect Beyond, 2021, [https://www.connect-beyond.com/docs/CONNECT\\_Beyond\\_Transit\\_Standards\\_and\\_Performance\\_Measures\\_Final.pdf](https://www.connect-beyond.com/docs/CONNECT_Beyond_Transit_Standards_and_Performance_Measures_Final.pdf).

<sup>5</sup> Source: “Sound Transit Service Standards and Performance Measures”, Sound Transit, 2018, <https://www.soundtransit.org/sites/default/files/documents/2018-service-standards-measures.pdf>.

<sup>6</sup> Source: “Transit Standards and Performance Measures”, Valley Metro, 2019, <https://www.valleymetro.org/about/agency/transit-performance/standards-measures>.

<sup>7</sup> [https://pctpa.specialdistrict.org/files/28b402514/FINAL+PCT+2021+TPA\\_6-30-22.pdf](https://pctpa.specialdistrict.org/files/28b402514/FINAL+PCT+2021+TPA_6-30-22.pdf).

<sup>8</sup> This metric is intended to be measured after the first fiscal year of RapidLink service. In subsequent years a metric measuring the percentage growth of RapidLink ridership may be more useful for monitoring growth of the service.



Performance Metric	Description	Units	Applicability
Annual Operating Cost	Total operating cost of the RapidLink service. This metric measures the actual financial cost of this new service which can be compared to the financial projections in Roseville Transit's COA.	Annual total	RapidLink only

Table 11: Proposed RapidLink Performance Standards

Performance Metric	Standard	Low	High
Annual Boardings <sup>9</sup>	<b>48,000</b>	36,000	60,000
Boardings per Vehicle Service Hour	<b>6.25</b>	4.69	7.81
Boardings per Vehicle Service Mile	<b>0.13</b>	0.10	0.16
Entire Fixed-Route Transit System Growth/Impact of RapidLink on Existing Fixed Route Transit Services	<b>10% system growth (20,500 riders from existing routes)</b>	7.5% system growth (15,500 riders from existing routes)	12.5% system growth (25,500 riders from existing routes)
Mode Shift Factor	<b>34%</b>	26%	43%
Operating Cost per Passenger Trip	<b>\$35.42</b>	\$44.28	\$26.57
Operating Cost per Vehicle Service Hour	<b>\$197.76</b>	\$247.20	\$148.32
Annual Operating Cost	<b>\$1.7 million</b>	\$2.1 million	\$1.3 million
On-Time Performance	<b>83%<sup>10</sup></b>	62%	100%

## Regional Performance Monitoring

The following metrics and thresholds should be used to determine the feasibility of making service changes including adjusting frequencies, route length/direction, and spans of service. These should be referenced when each agency receives requests from the public or developments for service to determine whether or not that area warrants being served. These are not recommended to be reported to each agency's governing body or jurisdiction.

- Population within ½ mile of a fixed route bus stop
- Percentage of residents in respective agency's on-demand service areas that work within a demand response service zone

Similar to the previous section, a proposed threshold, low, and high value range is provided for each type of service provided. Table 12 provides definitions for the service change request performance standards.

<sup>9</sup> Estimated ridership from Roseville Transit. Ridership is anticipated to grow 3%-5% per year following implementation of the pilot project.

<sup>10</sup> This is based on Placer County Transit Route 10 data from Placer County Transportation Planning Agency's Comprehensive Operational Analysis.



Table 12: Service Change Request Performance Standards Definitions

Performance Metric	Description	Units	Applicability
Population within ½ mile of a fixed route bus stop	Percentage of Placer County residents living in a Census Block Group within ½ mile of a fixed route bus stop. This metric measures population <sup>11</sup> covered by fixed-route transit services and can indicate when service may need to be adjusted accordingly with land use changes.	Percentage of residents	Fixed routes only
Percentage of residents in respective agency's on-demand service areas that work within a demand response service area	Percentage of residents living within a demand response service area zone that also work within the service area zone. This metric uses census reported employment data <sup>12</sup> to estimate the service area coverage performance for commute trips.	Percentage of residents	Demand response only

## Fixed Routes

As of 2023, 74% of Placer County residents currently live within ½ mile of a PCT or Roseville Transit bus stop. As shown in Table 13, the following metric creates thresholds around this 74% baseline coverage to indicate when a change in service may be necessary. An increase in coverage may indicate a need for more frequent service and a decrease in coverage may indicate a need for expanded service due to an increase in population density outside of current service areas. This metric would be monitored by PCTPA.

Table 13: Proposed Regional Fixed Route Thresholds

Performance Metric	Threshold	Low	High
Population within ½ Mile of a Fixed Route Bus Stop	<b>74% ± 5%</b>	74% ± 7.5%	74% ± 2.5%

## Demand Response Services

Table 14 shows the percentage of residents who both live and work within the demand response service area for each respective agency as of 2022. While not every trip taken is a commute trip, this metric uses available data to measure how well each demand response service area provides coverage for commuting purposes. This can be used to help agencies understand where residents are traveling to and adjust service as necessary to aid in offering first/last mile transportation solutions. This metric would be monitored by each individual agency.

<sup>11</sup> Source: "B01001 | Sex by Age", United States Census Bureau, 2023, [https://data.census.gov/table/ACSDT5Y2023.B01001?q=population&q=050XX00US06061\\$1500000&y=2023](https://data.census.gov/table/ACSDT5Y2023.B01001?q=population&q=050XX00US06061$1500000&y=2023).

<sup>12</sup> Source: "Longitudinal Employer-Household Dynamics", United States Census Bureau, 2022, <https://lehd.ces.census.gov/data/>.



Table 14: Proposed Regional Demand Response Thresholds

Performance Metric	Threshold	Low	High
Percentage of City of Auburn Population Working within Auburn OnDemand Service Area	<b>20%</b>	25%	15%
Percentage of City of Roseville Population Working within Roseville Transit Arrow/Dial-A-Ride Service Areas	<b>22%</b>	28%	17%
Percentage of Population in PCT Jurisdictions Working within PCT Dial-A-Ride Service Areas	<b>25%</b>	31%	19%