

MTI Report

ALIGNING AND MARKETING TRANSPORTATION SERVICES TO ACHIEVE COMMUNITY GOALS

May 2003

James R. Helmer

a publication of the
The Mineta Transportation Institute
College of Business
San Jose State University
San Jose, CA 95192-0219

Created by Congress in 1991

ACKNOWLEDGMENTS

The author extends a special thanks to the following organizations that provided information that contributed to the report:

- City of San Jose
- City/County Association of Governments of San Mateo County
- Fairbank, Maslin, Maullin & Associates
- Joint Venture: Silicon Valley Network
- National League of Cities
- San Francisco Bay Area Metropolitan Transportation Commission
- Santa Clara County
- Santa Clara Valley Transportation Authority
- U.S. Bureau of Labor Statistics
- U.S. Census Bureau
- U.S. Department of Transportation
- Wilfred Jarvis Institute

A special thanks also goes to those who assisted the author in the preparation of technical tables and figures:

- Elia Escobar, Administrative Assistant, City of San Jose
- Brooke Myhre, QUEST Partnership, City of San Jose

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
CHAPTER 1: LINKING REGIONAL AND COMMUNITY GOALS	
Regional Transportation Plan	3
Santa Clara Valley Transportation Authority	4
City of San Jose 2020 General Plan	5
Transportation Level of Service Policy	6
Quality of Life Issues	7
Annual Budgets	8
CHAPTER 2: CITY OF SAN JOSE TRANSPORTATION SERVICES	
Transportation City Service Area (CSA) Strategic Plan	11
Department of Transportation - Vision, Mission, Goals and Values	12
Aligning Services and Projects	13
Measuring Performance	14
Reporting Results	17
CHAPTER 3: MARKETING PUBLIC TRANSPORTATION SERVICES	
Overview of Marketing and Services	19
Communications Strategic Plan	20
CHAPTER 4: THE CHANGING ORGANIZATION	
Reasons for Change	23
Dynamics of Change	23
Communicating Change	24
CONCLUSION	26
ACRONYMS AND ABBREVIATIONS	27
BIBLIOGRAPHY	28

EXECUTIVE SUMMARY

With congestion levels continuing to rise on our nation's roadways, and limited funding for capacity enhancements, safety programs and transit operations, it is important for cities in metropolitan areas to maximize the value of their transportation investments. One way of doing this is by having local transportation policies, programs, projects and the delivery of transportation services in complete alignment with both regional and community goals.

The primary purpose of this report is to help prepare the municipal transportation professional to better understand the linkage between transportation systems and planning at the regional and local levels, and the affects that national transportation policy has on local transportation decisions. The importance of public transportation marketing strategies and of leading change effectively is also discussed. The focus of this report is San Jose, California.

The report consists of four chapters. The first chapter focuses on the linkage between regional and community goals. The second chapter describes how transportation services provided by the City of San Jose align to these goals. The third chapter discusses the importance of marketing public transportation services, and the final chapter reviews effective change management principles.

Beginning with the regional level, the role the Metropolitan Transportation Commission plays with the federal government, with the State of California and with its planning area (the nine-county region of the San Francisco Bay Area) is described. Core strategic goals, developed by the Commission, align with national planning factors contained in current federal transportation legislation, referred to as the Transportation Efficiency Act for the 21st Century. Working in partnership with city and county officials and public transit operators, the Commission develops a Regional Transportation Plan. The primary purpose of the Regional Transportation Plan is to provide a detailed set of strategies to build, manage and improve all surface transportation systems in the greater San Francisco Bay Area. The regional planning document is updated through an extensive public outreach process every three years. The transportation system improvements recommended in the plan align to the strategic goals established by the Commission.

Each of the nine counties and transit operators within the Commission's planning area develop and submit their priority transportation projects and programs to be considered for Regional Transportation Plan inclusion. The Commission then selects and groups these priority projects and programs and identifies them with multimodal travel corridors to help provide a regional context to the plan. San Jose and other cities in Santa Clara County, and the County itself, submit their priority projects and programs through the Valley Transportation Authority, an independent public agency responsible for Santa Clara countywide transportation planning. The Valley Transportation Authority is also responsible for bus and light rail operations, paratransit service, congestion management monitoring and certain highway projects.

Within the framework of the City of San Jose, the Department of Transportation (SJDOT) and partnering departments develop transportation strategies through a continuous process of

collaboration and communications to citizens, civic leaders, public interest groups and other stakeholders. Significant transportation policies and strategies are contained within the City's General Plan. The City of San Jose 2020 General Plan serves as the City's official policy statement regarding the amount, type and phasing of development, along with adjoining transportation systems. This report describes how significant transportation services and projects align with the broad goals contained in the General Plan.

Quality of life issues that are important to residents are reviewed to help illustrate their relationship to the development of sound transportation policies and priorities. The report discusses why those in transportation leadership positions should be acutely aware of quality of life issues, and how their actions and decisions can impact the local citizenry, the commerce, or the environment.

SJDOT's vision, mission, strategic goals and values are described, as is the SJDOT Annual Workplan. The workplan illustrates, in some detail, an approach to measuring the quality, timeliness, customer satisfaction and costs of transportation services and projects. Performance measurement systems are illustrated to demonstrate the value of transportation investments in terms of improved safety, timesavings, accessibility and other user benefits. Performance measurement models within SJDOT are built around desired community outcomes.

Since transportation agencies generally provide more services than tangible products, the differences between services and goods are discussed. The four primary characteristics of services - intangibility, inseparability, heterogeneity and perishability - are discussed to help make the differentiation. The primary ways in which customers evaluate service quality, such as reliability, responsiveness, assurance and empathy, are also identified to demonstrate how these factors can be used as part of a customer satisfaction component of a performance measurement system.

The communications strategic plan is described as a tool to guide a transportation agency in marketing and communicating its services and performance outcomes both internally and externally. The vision and goals of the communications plan align to the mission of the transportation agency. Knowing the demographics, economic conditions and political factors in a community also helps to ensure that the communications plan is customer focused. Performing an environmental scan through a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis helps in the development of a communications strategic plan.

Knowing that communities are constantly changing, this report concludes by illustrating why public transportation agencies must respond to changing expectations. It discusses the reasons for change, the different stages of change, and the importance of open and empathic communications during periods of change. It also emphasizes the importance of the transportation leader having environmental awareness and an understanding of the viewpoints of stakeholders, and how to continually plan for, and communicate, change.

CHAPTER ONE

LINKING REGIONAL AND COMMUNITY GOALS

REGIONAL TRANSPORTATION PLAN

When providing transportation services in any U.S. city of significant size, it is important to ensure that the broader transportation goals of the region are recognized and being achieved. This may best be accomplished by coordinating priority transportation planning efforts with the Metropolitan Planning Organization (MPO).

The Metropolitan Transportation Commission (MTC) is recognized by the federal government as the MPO for the greater San Francisco Bay Area. The MTC is also recognized by the State of California as the Regional Transportation Planning Agency (RTPA). Federal legislation contained in the Transportation Equity Act for the 21st Century (TEA 21) require all metropolitan regions to have a regional transportation plan that looks 20 or more years into the future. MTC's study area consists of the nine counties listed below, which represent over 100 cities, including San Jose, the focus of this report.

Alameda County
Marin County
San Francisco County
Santa Clara County
Sonoma County

Contra Costa County
Napa County
San Mateo County
Solano County

The regional transportation planning process establishes goals that link transportation funding to projected population changes and local land use plans in a socially and environmentally sensitive way. MTC's core goals align with national planning factors established in TEA 21. The six broad goals of the MTC regional transportation planning efforts are:

- Mobility—improve mobility of persons and freight
- Safety—improve safety for all system users
- Equity—promote equity for system users
- Environment—enhance sensitivity to the environment
- Economic Vitality—sustain the economic vitality of the region
- Community Vitality—promote vital and livable communities

Implementation of the Regional Transportation Plan (RTP) and attainment of the above goals require constant outreach, good working relationships and strong partnerships. In MTC's *TEA 21 Reauthorization: Infrastructure for a Stronger America, 24th Annual Report to Congress*; March 2003, MTC Chairperson Steve Kinsey, representing Marin County and cities, is quoted: "The Metropolitan Transportation Commission, working in partnership with San Francisco Bay Area public transit operators and county and city officials, is pleased to submit this report summarizing our objectives for the reauthorization of the Transportation Equity Act for the 21st Century (TEA 21), and providing you with a summary of the tremendous benefits that our region has realized from the existing federal transportation program."

Gaining public consensus, identifying funding streams and promoting technological advances are all key ingredients to a successful implementation plan. In the *2001 Regional Transportation Plan for the San Francisco Bay Area*; November 2002, it is stated: “This RTP was developed in concert with and shaped by the most extensive public outreach effort in Commission history. More than 4,000 Bay Area residents participated during the 10-month process.” Key measurements of success in the RTP are improved travel times, improved safety, accessibility and other user benefits. In his report titled *Meeting the New Challenges*; May 2002, Norman Y. Mineta, U.S. Secretary of Transportation, wrote: “The Department (U.S. DOT) will continue to encourage locally developed solutions that are the most effective in addressing the problems and concerns in each community.”

In his keynote address to the American Public Transportation Association (APTA), on March 10, 2003, Mineta said: “I would like to outline some of the core principles of our reauthorization proposal. Perhaps most importantly, our legislation will be focused on making our transportation system and how we fund and build it safer, smarter, and simpler. Moving Americans safely and securely remains our primary goal.” Secretary Mineta also focused his talk on performance accountability and a need to “squeeze out every cent of performance from every dollar that we spend.”

It is apparent, from the testimony above, that to meet the significant surface transportation challenges we face, improved collaboration and communication among local, regional, State and Federal officials is critical to success. Performance accountability and mutual planning are key aspects of this mutual cooperation.

SANTA CLARA VALLEY TRANSPORTATION AUTHORITY

Santa Clara County is one of the nine counties contained in the Metropolitan Transportation Commission’s study area. The County population for 2002 was approximately 1.72 million people, which was just under 5% of the State’s total population. San Jose is the government seat for Santa Clara County, and had a population in 2002 of over half of the County total at 918,000.

The Santa Clara Valley Transportation Authority (VTA) is an independent public agency responsible for Santa Clara countywide transportation planning. Besides planning, the VTA is also responsible for bus and light rail operations, paratransit service, congestion management, and certain highway projects. VTA is designated as the official Congestion Management Agency (CMA) for Santa Clara County. It is also the designated authority to manage the use of local sales tax revenues approved by County voters for transportation projects and road rehabilitation. VTA is an organization that provides accessible transit, multi-modal planning and implementation and is also involved in bikeway and pedestrian facility development.

VTA adopted its first Strategic Plan in 1995. It serves as the umbrella policy level document for the agency and drives the development of the budget, short-range transit plans and the *Valley Transportation Plan* (VTP 2020). The Strategic Plan includes VTA’s vision, mission and goals and serves as the blueprint to guide VTA into the 21st century. The VTP 2020 serves as the

countywide master plan for transportation projects and programs including transit, freeways, expressways, local roadways, recreational trails and technology enhancements. Below are VTA's Vision and Mission statements and strategic goals:

VTA Vision Statement—The vision of VTA is to provide a transportation system that allows anyone to go anywhere in the region easily and efficiently.

VTA Mission Statement—The mission of VTA is to provide the public with a safe and efficient countywide transportation system. The system should increase access and mobility, reduce congestion, improve the environment, and support economic development, thereby enhancing quality of life.

VTA Goals

- Enhance our customer focus
- Improve mobility and access
- Integrate transportation and land use
- Maintain financial stability
- Increase employee ownership

The Strategic Plan includes a 10-year Business Plan. The Business Plan contains performance measures and forecasts of revenues, expenses, and transit service levels. VTA's performance is analyzed and measured each year and compared against the goals within the Business Plan. VTA's current Business Plan was adopted in 1998.

CITY OF SAN JOSE 2020 GENERAL PLAN

The *San Jose 2020 General Plan* is the City's official policy statement regarding the amount, type and phasing of development needed to achieve the City's social, economic and environmental goals. State Assembly bill 1678, which took effect in 1994, requires California cities to prepare general plan annual status reports to be submitted to their respective City Councils, the California Department of Housing and Community Development (HCD), and the Governor's Office of Planning and Research (OPR). In San Jose, the Planning Commission recommends changes to the General Plan to the City Council after holding public hearings and considering public testimony.

San Jose's first General Plan that incorporated all of the State-mandated elements in an integrated document was created in 1975. Major updates were made to the General Plan in 1984 and again in 1994. Since 1994, the City has made amendments to the General Plan on an annual basis. In 2002 it held four sets of hearings, the maximum allowed under State law.

The *San Jose 2020 General Plan* contains seven major strategies that form the basic structure of planning in San Jose. They are:

- **Growth Management**—balancing the urban services demand of new development with the need to balance the City's budget

- **Economic Development**—maximizing economic potential and employment opportunities for San Jose residents
- **Downtown Revitalization**—developing a prominent and attractive downtown to bring new investments, residents, businesses and visitors
- **Urban Conservation/Preservation**—protecting and enhancing San Jose’s neighborhoods and historic resources to promote community identity and pride
- **Greenline/Urban Growth Boundary**—seeking to preserve land that protects water, habitat, agricultural resources and the hillsides surrounding San Jose
- **Housing**—providing a wide variety of housing opportunities to meet the needs of all segments of the community
- **Sustainable City**—promoting management and conservation of resources for present and future generations

While transportation is not one of the seven strategies, it an important ingredient of each strategy. The *San Jose 2020 General Plan* contains many exhibits, including the Land Use Transportation Diagram. This diagram provides a geographic reference and spatial context to the goals and policies in the General Plan. It shows designated land uses and illustrates and classifies the street transportation network. In reviewing the General Plan from a transportation perspective, several key goals and policies are evident. Some are:

- Creation of expanded opportunities for transit-oriented development
- Development of Pedestrian Priority Areas
- Expand the Bicycle Transportation System Network
- Reduce commute travel times and distances

TRANSPORTATION LEVEL OF SERVICE POLICY

It is important to ensure that performance and measurement systems align to the goals and strategies discussed in prior sections. One way of measuring performance of the San Jose street transportation system is intersection Level of Service (LOS). There are approximately 810 traffic signals in San Jose that are monitored each year so as to determine current LOS. An intersection with a ranking of “A” is the best, meaning all vehicles clear the intersection in a single cycle of the signal, resulting in an average delay of less than 5 seconds per vehicle. The worst rating is “F,” where motorists often wait more than one signal cycle and the average delay of vehicles is greater than 60 seconds. In 2001, only 10 of 800 signals monitored experienced a LOS of “F” in the evening peak traffic period. No intersections were rated at “F” during the morning peak period. It should be noted that ramp meters leading to freeway entrances are not measured in intersection LOS studies, but are measured as part of corridor travel time studies.

If a proposed development would generate enough vehicle traffic to take an intersection from a ranking of “D” or above to below a “D,” then San Jose policies require improvements to be made by the developer to retain a minimum LOS of “D.” Typically, mitigations would involve capacity enhancing improvements at the impacted intersection(s). Examples of improvements are adding vehicle lanes or modifying signal operations. In some cases though, this has unfortunately impacted the width of sidewalks and landscaped areas, or resulted in the elimination of bike lanes.

In response to the community's desire to create a more balanced, multi-modal transportation system, the City's LOS policy is being revised to promote higher density and mixed-use developments along transit corridors, the downtown core and in neighborhood business districts. Planners will identify certain intersections where it will be permissive to drop below a LOS "D." However, other transportation enhancements to improve transit, cycling or pedestrian travel will be considered as alternative mitigations.

Using revised LOS policies to the benefit of the community to promote more intense development in specific areas and multi-modal transportation solutions aligns with all of the seven major strategies of the *San Jose 2020 General Plan*.

QUALITY OF LIFE ISSUES

People choose where they wish to live based upon many factors. Often one's decision is based upon economic factors such as the predominant type of industry or the cost of housing. Other factors could include weather, quality of education, availability of recreational and medical facilities and the condition of the environment. The *City of San Jose 2003-04 Proposed Operating Budget*; page VII-1, lists the elements of the Vision for Quality Life in San Jose. They are:

- Safe Community
- Neighborhood Pride
- Efficient Transportation
- Competitive Business Environment
- Personal Growth and Enrichment
- Clean and Sustainable Environment
- Customer Driven Government

When providing transportation services, it is of paramount importance that the services help add to the quality of life or, at a minimum, provide the opportunity for conditions to improve. Thought of as a catalyst to improve people's mobility, accessibility, and safety, the transportation system should be comprehensive, complete, and provide intermodal connections. It should be operated effectively during normal times or during emergency situations like earthquakes, major crashes or security threats. At the same time, the system must not be invasive to neighborhoods. It should not result in speeding near schools, unsafe walking conditions or the recurring use of residential streets by commuters or goods delivery trucks.

Every two years, the City of San Jose conducts a random sampling phone survey of its residents to gauge the community's perception of certain services being provided, or on quality of life issues. Fairbank, Maslin, Maullin & Associates conducted the last survey in September of 2001. Their *City of San Jose Residents Survey*; September 2001, indicated some very useful transportation-related performance indicators, like those shown below:

- "80% of residents believed public transit was somewhat accessible or very accessible"
- "73% of those surveyed believe that traffic conditions are somewhat or completely tolerable in their neighborhoods"

- “82% of residents felt somewhat safe or very safe while driving on San Jose streets”
- “71% of residents felt somewhat safe or very safe while being a pedestrian in San Jose”

Each year, Joint Venture: Silicon Valley Network, a nonpartisan regional voice of business, labor, government, education and nonprofits, performs a broader comparison of economic and quality of life data. It includes portions of neighboring counties and represents a population of about 2.3 million. The *2003 Index of Silicon Valley* indicated:

- “Silicon Valley lost 127,000 jobs (or about 9% of the total employment) between the first quarter of 2001 and the second quarter of 2002.”
- “In 2002, the share of households that could afford to purchase the median-priced home increased to 26%, up from a low of 18% in 2000. This share still contrasts sharply with the national average of 56%.”
- “In 1999, the City/County Association of Governments of San Mateo County created the Transit Oriented Development (TOD) Incentive Program. The program pays cities or the County up to \$2,000 for each bedroom built within one-third mile of a Caltrain or BART station with a minimum density of 40 units per acre. Over \$2.3 million was provided to five projects totaling 754 units with 1,282 bedrooms. Local communities and regional authorities coordinate transportation and land-use planning for the benefit of everybody. City, county and regional plans, when viewed together, add up to a sustainable region.”
- “Per capita transit ridership declined 7% in 2002, from 35.1 annual rides to 32.5 annual rides.”
- “From 1992 to 2000, gasoline sales per licensed driver increased 23% to 754 gallons per year. Total gasoline consumption increased 33% to almost 900 million gallons.”
- “In 2002, three-quarters of Silicon Valley residents drove to work alone. Only 7% used public transit, walked, biked or telecommuted, while 16% carpooled.”

The use of information gained from surveys and analysis of data like that above provide very valuable information to transportation service providers and land use planners. This information also assists public agency transportation professionals in providing guidance to elected officials and other policy makers, or to compare their region to others across the nation.

Ideally, a balanced approach of providing basic services, like accessible transit, safety on roadways, parks services, modern libraries, and public safety, helps to improve the overall quality of life in a community.

ANNUAL BUDGETS

Each year, municipal leaders must make important decisions on how to invest their dollars. Investments or expenditure patterns continuously change with a community’s needs. In *Nation’s Cities Weekly*; April 28, 2003, Marty Vanacour, Ph.D. and former City Manager for Glendale Arizona, states: “When I was a city manager, I knew that one of my most important responsibilities was to translate council goals into actions and to assist the council in formulating new goals. This involves our sharing power and knowledge with each other. The line, I submit, is sometimes a barrier that need not be there.”

Converting most goals into action requires funding. Capital funds are those funds that are used on a one-time basis to build or construct a project. Examples might be a widened roadway, a traffic signal system or a traffic circle in a neighborhood. In San Jose, for instance, when traffic congestion levels were at some of their highest, the 2000-01 Annual Budget contained nearly \$5.0 million in capital funding for the construction of projects to protect neighborhoods from unwanted traffic impacts and to enhance the walking experience. With a much less robust economy in 2003, and lower traffic volumes, the 2003-04 proposed budget contains a much lower figure of \$1.25 million for neighborhood traffic improvements.

Operating funds are used for activities or expenses that are recurring. From a transportation perspective, these funds might be used to repaint roadway markings, operate a transit system or pay the electrical bill for traffic signal systems. In the *VTA Recommended Budget for 2003-04 and 2004-05*; March 2003, the General Manager, Peter Cipolla, is quoted in his budget message as stating: “The economy is showing no sign of recovery. We’ve just completed seven quarters of negative sales tax performance (unprecedented at any time during the past 25 years).” He goes on to say: “And once again, we are facing a service reduction, a fare increase and another reduction in our workforce. This time, however, the required service cut is so deep that it will take us back to 1981 levels of service. Can VTA survive?”

In the coming fiscal year (July 2003-June 2004), the level of funds in the City of San Jose Traffic Capital Budget for transportation projects and programs will be at its lowest in years. This is a result of continuous decreases in local sales tax revenue and construction permits since January 2002. Due to the State’s projected \$35 billion deficit, portions of State funds that are normally directed to local agencies are also being withheld, making local economic conditions even worse. Some funds that are normally used to build projects will be transferred to the operating fund to pay ongoing expenses, but this will come at a cost. Not only will capital projects be delayed, the cost to build projects in a down economy is usually lower and the cost of building projects later is usually higher due to increases in land, material and labor costs.

In the *Mayor’s 2003-04 March Budget Message*; March 4, 2003, San Jose Mayor Ron Gonzales provides direction to the City Administration to develop a budget that has a focus around six core priorities. The priorities, which were previously endorsed by the entire City Council, are:

- Building Stronger Neighborhoods
- Safest Big City in America
- Helping All Children Achieve
- Building Better Transportation
- Driving a Strong Economy
- Making Government Work Better

The above priorities will help to guide the development of the 2003-04 Operating and Capital Budgets, however the fiscal challenges the City faces has resulted in additional principles to be followed. In his *Mayor’s 2003-04 Budget Message*, Mayor Gonzales stated: “Because of the extraordinary challenge we face, I reemphasize the following general principles approved by Council in February and in past budget actions as we consider our direction to staff for preparing budgets for both the current and next fiscal year.” Eight of the eleven principles are summarized below:

-
- Work with bargaining units to minimize employee layoffs
 - Focus on protecting vital core services for both short and long-term
 - Explore new revenue sources
 - Strategically stimulate our local economy and job creation
 - Eliminate vacant positions, redeploy staff and reengineer processes
 - Streamline, innovate and simplify processes
 - Create fee structures that recover all costs, but offer preference to San Jose residents
 - Reduce budgets to Community Based Organizations at generally same rates as those to City departments

Following the strategies contained in the budget message, vital community services, such as transportation, should be able to be maintained, neighborhoods should remain strong, the local economy should be stimulated, the budget will be balanced and employee layoffs will be minimized. The level of transportation-related funding in annual budgets, and the direction provided by policy makers, clearly has an impact on the level and types of transportation services being provided.

CHAPTER TWO

CITY OF SAN JOSE TRANSPORTATION SERVICES

TRANSPORTATION CITY SERVICE AREA (CSA) STRATEGIC PLAN

There are fifteen departments and five offices reporting to the San Jose City Manager. They contain over 7,500 employees. Departments are led by a Director, and are responsible for delivering a variety of services like fire protection, air travel, recreation, transportation, etc. Departments that constantly work together to integrate and deliver similar vital services to the residents are grouped into seven key business lines, referred to as City Service Areas (CSAs). The seven CSAs in the San Jose structure are:

- Aviation Services
- Economic & Neighborhood Development
- Environmental & Utility Services
- Public Safety
- Recreation & Cultural Services
- Transportation Services
- Strategic Support

The *City of San Jose Proposed Operating Budget for 2003-04* states on page VII-1: “These cross-departmental CSAs provide a forum for strategic planning, for setting policies and for making investment decisions. Plans, policies, and investment decisions at the CSA level are then carried out through departmental core and operational services.” Below is the mission statement for the Transportation CSA.

Transportation CSA Mission Statement—to establish City transportation policy and to implement that policy by planning, building, operating, and maintaining needed transportation systems.

Departments that make up the Transportation CSA and contribute to the above mission are the following:

- Aviation
- Planning, Building and Code Enforcement
- Police
- Public Works
- Redevelopment Agency
- Transportation

The Transportation CSA member departments have developed four key strategic outcomes that their combined efforts, services and activities should align with. The four outcomes are:

1. Viable Choices in Travel Modes
2. Convenient Commute to Workplace
3. Efficient Access to Major Activity Centers

4. Transportation Assets/Services that enhance Community Livability

Each CSA team has developed a long-range business plan containing 5-year strategic goals and corresponding performance measures. CSAs report to the City Manager's Office quarterly and annually on the progress of its performance. These measures are then utilized to demonstrate progress toward Council policies and to measure the value of past and proposed budgetary actions. The business plan is updated annually.

Below is an example of one Transportation CSA performance measure:

OUTCOME: Convenient Commute to Workplace
Strategic Goal: Optimize Operations of City's Transportation System
Performance Measure: Annual ratio of injury and fatality crashes per 1000 population
Five-Year Goal (2007): 4.1 crashes/1000 population
2001 Actual: 4.4 crashes/1000 population
2002 Actual: 4.3 crashes/1000 population
2003 Projected 4.0 crashes/1000 population

As illustrated above, the ratio of injury fatality crashes to San Jose's population is going down, which is desired. This is a common measurement used across the United States. Using this performance measure, San Jose can be compared to other metropolitan areas. As can be noted in the measure, San Jose is approaching its strategic goal of 4.0 injury crashes per 1000 population. This is a positive indicator that demonstrates that the investments being made in the City Council's priority area of Building Better Transportation are providing the desired goals.

Facilitated by a Deputy City Manager assigned to each CSA, department heads meet regularly in the form of CSA Team meetings, to deliberate on policy, management and performance issues. The outcome of these meetings helps to provide the basis for the City Manager to demonstrate teamwork to the Mayor and City Council. These efforts also send a message to individual department managers that the CSA sets the strategic goals and priorities. Because this process has a focus on results, citizens repeatedly indicate their support for departmental efforts that deliver the desired outcomes.

DEPARTMENT OF TRANSPORTATION - VISION, MISSION, GOALS AND VALUES

At this level in San Jose's structural organization, workers come together under the leadership of a Department Head to deliver the services, programs and projects that citizens directly receive. Functions are grouped in departments that align to efficient delivery of CSA outcomes and strategic goals. For instance activities or expenditures that improve transportation facilities, occur in the street right-of-way and result in improved community livability would ultimately be measured under CSA Outcome 4: Transportation Assets/Services that enhance Community Livability.

For efficiency reasons, maintenance teams that work within the street right-of-way are grouped in one division of the department. While these may be similar jobs performed in parks or at the

Airport, it makes more sense to segregate these common service providers by Department. An example would be, if a citizen calls to report a burned-out streetlight, then SJDOT workers would perform the repair if the light is in the street right-of-way. Parks, Recreation and Neighborhood Services staff would fix the light if in a park, and Airport maintenance personnel would fix the light if on San Jose Mineta International Airport property. The separation of like functions by geographic or enterprise areas has been made to provide more efficient delivery of services, allow for staffing adjustments when workload demand rises or falls, or to capture exact expenses in special funds.

SJDOT provides its services under the umbrella of a mission, vision, goals and values. The *SJDOT 2001-02 Annual Workplan*; June 2001, page 3, lists the following:

Vision—Desired State of the Organization: An organization where every member willingly strives to exceed the expectations of their customers and the community, in the most productive manner, while supporting the development and well being of each member

Mission—Enduring Statement of Purpose: To plan develop, operate, and maintain transportation facilities, services and related systems that contribute to the livability and economic health of the City

Strategic Goals—The end in mind

- Services exceed expectations of customers and are provided effectively and efficiently
- Continuous improvement is an intrinsic part of the Department's culture
- The work force is highly skilled
- The well being of every member of the department is supported

Values—Ideals of acceptable behavior

- Respect for the Individual
- Excellence in Service
- Pride in the Organization

ALIGNING SERVICES AND PROJECTS

The Department of Transportation has a proposed operating budget in 2003-04 of over \$69 million that calls for 519 employees to deliver eight basic core services. They are:

- Transportation Operations
- Transportation Planning & Project Delivery
- Parking Services
- Traffic Maintenance
- Pavement Maintenance
- Street Landscape Maintenance
- Storm Sewer Management
- Sanitary Sewer Maintenance

Staff in each of these services tracks work in key operational areas. There are a total of 25 key operational service areas where work is monitored and reported. Generally, operational services describe work activities that are outcome-based and easily understood by the general public. For instance, in the *City of San Jose 2003-04 Proposed Operating Budget*, page 632, the three operational services in the Transportation Operations Core Service are listed. They are:

- Enhance Neighborhood Traffic Conditions
- Optimize Arterial Traffic Conditions
- Promote Traffic Safety

As indicated earlier, one element of the vision for a high quality of life in San Jose is that the government be “customer driven.” In 1998, the City began an initiative called “Investing in Results (iR).” It is described in the *City of San Jose 2003-04 Proposed Operating Budget*, page VII-2 as: “iR involves building a framework to help the City be customer-focused and results-driven in delivering services to the community. At every step of the way, the focal point of iR is meeting customer needs.” Figure 2-1 illustrates how the iR model aligns services to the “vision for quality of life” in San Jose.

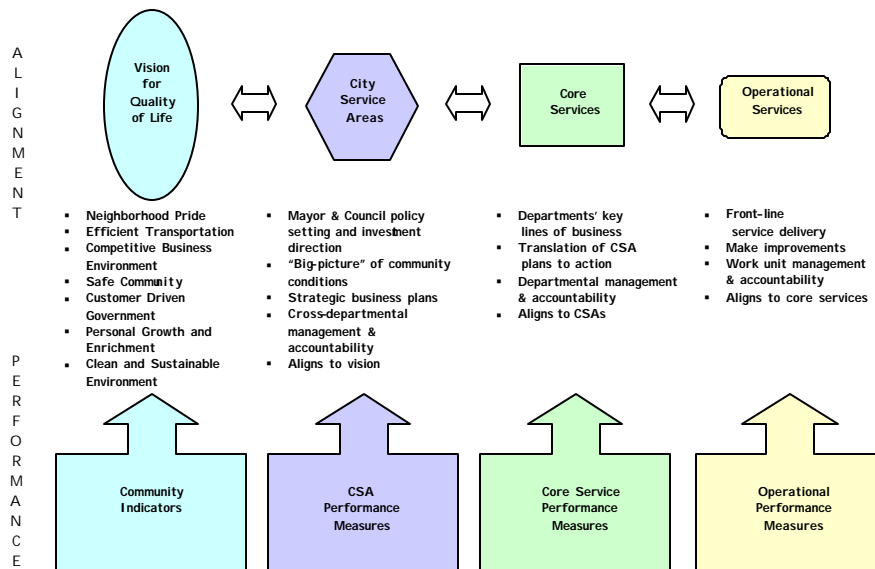


Figure 2-1 Investing in Results Service Delivery Framework

MEASURING PERFORMANCE

Each Operational Service is monitored to determine if desired performance levels are being achieved. Performance targets are established each year by the employees performing the services with the review of their supervisors and approval by department managers. Targets may vary based upon external factors, such as a reduction in budget, expanded inventory or a mandate from a regulatory agency. Community input may also come into play when setting targets for performance. It may be that a community considers repair times of seven days as adequate in one service area, but has a higher expectation of 24 hours in another.

As budgets are developed each year, resources are allocated across the organization in an effort to provide the levels of service expected by the community and elected officials. It is important to track progress toward these expectations as each fiscal year progresses and nears completion. In SJDOT, operational services are reported on quarterly and annually applied to its annual work plan database.

SJDOT, as well as other City departments, uses a consistent and balanced approach when measuring services. The four common rating categories used in every operational service are:

1. Condition (Quality)
2. Timeliness (Response time)
3. Customer Satisfaction
4. Cost (Budget)

Each rating factor is weighted based upon level of importance, and other considerations such as liability, safety and community expectations. For instance, phone surveys conducted by SJDOT staff, have shown that the community believes it to be unrealistic that a streetlight never burn out (condition or quality). Citizens prefer not to pay the additional cost of tracking the age of the light bulb and replacing it before it burns out, when compared to a much lower cost of allowing a light to burn out, but fixing it within seven days of being notified (timeliness). Therefore, in the streetlight service area, timeliness is the most important factor and is weighted at 39%, while the other three categories are rated lower in importance. Figure 2-2 illustrates page 55 of the 2001-02 SJDOT Annual Workplan-Maintain Streetlights operational service.

SERVICE 13 - MAINTAIN STREETLIGHTS												
PART I: OPERATIONAL SERVICE PERFORMANCE												
ELEMENTS		PERFORMANCE									INDEX	
Element	Measure	Goal	00/01A	01/02T	Q1	Q2	Q3	Q4	Cumm	Value	Wt.	Wt Value
1. Condition	% of streetlights operational	98.0	98.0	98.0	99.0	98.0	98.0	99.0	99.0	1.01	22%	0.22
2. Timeliness	% of all repairs completed within timelines	90.0	83.0	94.0	94.0	84.0	84.0	97.0	89.0	.95	39%	0.37
3. Customer	% of customer service ratings of 4.0 or better	90.0	89.0	90.0	100.0	90.0	88.0	76.0	89.0	.99	24%	0.24
4. Cost	% budget/cost ratio	100.0	100.0	100.0	100.0				100.0	1.00	15%	0.15
Overall											100%	0.98

Figure 2-2 2001-02 Streetlight Maintenance Performance

Two additional examples of measuring an operational service (Optimize Arterial Traffic Conditions) in the 2001-02 SJDOT Annual Workplan are illustrated in Figures 2-3 and 2-4.

SERVICE 1: OPTIMIZE ARTERIAL TRAFFIC CONDITIONS												
PART I OPERATIONAL SERVICE PERFORMANCE												
ELEMENTS		PERFORMANCE									INDEX	
Element	Measure	Goal	00/01A	01/02T	Q1	Q2	Q3	Q4	Cumm	Value	Wt.	Wt Value
1. Condition	% of arterial corridors operating at optimal condition	90	48	50	45.6	45.6	45.0	44.4	45.2	0.90	20%	0.18
2.a Timeliness	% of traffic flow issues resolved within established guidelines	90	87	90	75.9	82.1	80.1	90.6	82	0.91	20%	0.18
2. b Timeliness	% of arterial improvements completed within schedule	90	New	60	100	38.0	67	66.7	68	1.13	20%	0.23
3. Customer	% of customer service ratings at good or better	90	87	84 *	93.8	81.0	93.3	72.2	82	0.98	30%	0.29
4. Cost	% improvements providing positive cost/benefit ratio	100.0	100	100	TBD	100	100	100	100	1.00	10%	0.10
Overall											100%	0.98

Figure 2-3 2001-02 Optimize Arterial Traffic Conditions Performance Measure

PROJECT DESCRIPTION	PROJECT LEAD	DUE DATE REV. Date	RESOURCES Hours	SOURCE	Results	STATUS			
						1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter
1. Smart Corridor MOU, O&M and Coop. Agree.	Lim -Tsao	12/01 12/03	1200	ITS Str. Plan	Procedures and Agreements	OS	D	OS	OS
2. Controller Evaluations for NTCIP Compliance	Tzanavaras	06/02 09/02	400	ITS Str. Plan	Equip. Recommend	D	D	OS	D
3. VTA/LRV Central Control System	Rodriguez	06/02 09/02	500	DOT	Operating System	OS	D	OS	OS
4. TSMP Interconnect Project (SMART erections)	Rodriguez	12/02	6,000	MM	630/700 signals on-line	OS	OS	OS	OS
5. Complete T21 Signal Timing Project	Tzanavaras	12/03	2800	ITS Str. Plan	220 signals with optimum timing	OS	OS	OS	OS
6. FHWA Study of SVSC	Lim -Tsao	12/02	400	DOT	Effectiveness Evaluation	D	OS	OS	OS
7. Ped. Countdown Display	Rodriguez	04/02	80	DOT	Effectiveness Eval.	OS	OS	OS	C
8. Construct 4 traffic signals using in-house forces	Alvarez	06/02 09/02	3000	DOT	Improved performance for Traffic CIP	OS	D	D	OS
9. Develop Civic Center TMC Design	Lim -Tsao	12/02	150	ITS Str. Plan	Final TMC Design	OS	OS	OS	OS
10. Accelerate Bicycle Improve.	Damey Larsen Garcia	06/02 12/02	800	CSA Action 1.2	24.8 miles of improvements	OS	D	D	D
11. Develop SVSC Operational Procedures Manual	Lim -Tsao	12/01 12/02	400	ITS Str. Plan	Interagency Operations Manual	OS	D	OS	D
12. Institutional ITS Countywide Structure	Helmer	06/02	100	DOT	Countywide Structure for ITS	OS	OS	OS	D
13. Establish Performance Measures for Signal Central	Northouse Tzanavaras Yerrapotu	12/01 06/02	100	DOT	Improved Operational Outcomes	D	D	OS	D
14. Regional ITS Leadership	Helmer	06/02	100	DOT	Agency of Choice for Regional ITS Solutions	OS	OS	OS	D
15. Develop % improvements providing positive cost/benefit ratio measure	Northouse Rodriguez	12/01	100	DOT	Develop cost/benefit ratios for traffic signal improvements	OS	C	-	-

Figure 2-4 2001-02 Optimize Arterial Traffic Conditions -Project Status

In review of Figure 2-3, the following information can be gained quickly by managers who utilize this information to set strategic direction:

- Core Service: Transportation Operations
- Operational Service: Optimize Arterial Traffic Conditions
- Measurement element: Timeliness

- Measure: % of traffic flow issues resolved within established guidelines (14 days for non-emergencies)
- Five-year strategic goal: 90%
- Last year (actual): 87%
- Current year (target): 90%

Similar activities that are performed by work groups that help to achieve the optimization of arterial traffic conditions, like responding to traffic flow inquiries above, are individually monitored, and then combined into the quarterly reporting process to give an overall measure of performance of that operational service. For instance, the work of traffic signal timing staff, special event traffic planning staff and engineering speed survey staff are all combined to provide an overall rating for the Optimize Arterial Traffic Conditions operational service.

Projects, like those in Figure 2-4, are primarily measured in three areas, schedule, cost and quality. A capital improvement project tracking system exists which contains the schedule for every project. The schedule includes the time it takes to prepare the designs, purchase land if necessary, bid the work, award the work and complete the construction. Each phase of the project has an estimated budget. While funds may be shifted between project phases, the ultimate measurement is if the project is completed and accepted by the City at or below the overall budget. Engineering estimates are conducted for all capital projects which are based upon unit costs for varying types of work, material costs, and estimated labor and bonding. Projects are also tracked to determine if they get built at a quality as good or better than expected. A project that is finished ahead of schedule, and below budget is not a successful project unless the quality is also of a high enough standard.

REPORTING RESULTS

As indicated in the prior section, progress on service delivery and project completion must be reported in a timely and useful manner. SJDOT measures performance in three different levels, operational, tactical and strategic.

As in any investment, private or public, it is important for those who made the investment to make sure they got their money's worth. At the work unit level, operational activities like lineal feet of painted roadway lane lines applied are reported daily. Quarterly, all painting work totals are reported so that, managers can make tactical decisions about resource changes, equipment repairs or redeployment of resources from another service area. Annually, results in operational services are summarized, reported in the Department of Transportation Annual Work Plan and used to develop the next year's target and strategic business plan changes in the CSA.

At the CSA level, the *Annual Transportation Report* demonstrates how services and projects from participating departments and agencies have impacted condition or efficiency of the overall transportation system. The report is summarized using calendar year, rather than fiscal year, information. This is because statistics pertaining to crashes, traffic volumes and other indicators that are collected by cities, counties, regions and states are done so on a calendar basis. The audience for this report is elected officials, other local, regional and statewide transportation

agencies, and other cities and metropolitan regions that may use it for benchmarking purposes. The *2002 Transportation Report*; May 2003, contains some of the following key accomplishments and statistics:

- Opened the Taylor Street Overpass - a component of the Route 87 Freeway Project
- Resealed 86 miles of residential streets and 57 miles of arterial streets
- Painted approximately 4.5 million feet of roadway markings, striping and curbs
- Replaced approximately 7,000 traffic signs
- 42 schools were evaluated as part of the *School Access Enhancement Study*
- There are 2,130 VTA bus stops in San Jose
- A total of 14,378 crashes were reported on San Jose streets in 2002 (3% decline from 2001)

By Charter, the City Manager is considered the Chief Administrative Officer (CAO) of the City. In the *City of San Jose 2003-04 Proposed Operating Budget*, page 79, it is stated: "This position is responsible for the enforcement of all laws and ordinances, coordination of all municipal programs and executive supervision of all City departments, agencies, and offices."

One of the Core Services of the City Manager's Office is: Manage and Coordinate City-wide Service Delivery. The Operating Budget is the primary document listing citywide service resources and performance. The Operating Budget is developed by the City Manager's Budget Office and the QUEST Partnership. The Capital Budget and Five Year Capital Improvement Program is also primarily developed by the Budget Office, Capital Improvement Program Action Team and the QUEST Partnership. Each year, the City Manager's Office prepares a "Budget in Brief" that all citizens receive to allow them to better understand major investments contained in the General and Capital Funds, as well as Special Purpose Funds like the Parking Fund. The Manager's Office also prepares an annual report that highlights all major accomplishments for both the City and Redevelopment Agency.

CHAPTER THREE

MARKETING PUBLIC TRANSPORTATION SERVICES

OVERVIEW OF MARKETING AND SERVICES

In *Marketing*; 6th edition, Lamb, Hair, and McDaniel define marketing as:

“The process of planning and executing the conception, pricing, promotion, and distribution of ideas, goods, and services to create exchanges that satisfy individual and organizational goals.”

Since public transportation agencies generally provide more services than tangible products, it is important to know the difference between services and goods. What are services? Lamb, Hair, and McDaniel define a service as “the result of applying human or mechanical efforts to people or objects.” They suggest services have four unique characteristics distinguishing them from goods:

- Intangibility—not being touched, seen, tasted, heard, or felt in the same manner in which goods can be sensed
- Inseparability—a characteristic of allowing them to be produced and consumed simultaneously
- Heterogeneity—a characteristic of being less standardized and uniform than goods
- Perishability—a characteristic of preventing them from being stored, warehoused, or inventoried

In *Essentials of Services Marketing*; 2nd edition, Hoffman and Bateson state that: “Services are said to be intangible because they are performances rather than objects.” They go on to say: “Services are experienced, and consumers’ judgments about them tend to be more subjective than objective. Inseparability of production and consumption refers to the fact that whereas goods are first produced, then sold, and then consumed, services are sold first and then produced and consumed simultaneously.”

Transportation services exist in many different varieties. Some examples of transportation services are: planning a street network, designing a traffic signal, constructing a sidewalk, driving a public transit bus, maintaining road markings, enforcing speed limits, or educating children about pedestrian safety. Because the quality of a transportation system, and the corresponding quality of transportation services, can have such a visible impact to the quality of life to citizens, it is an issue under constant debate.

Lamb, Hair and McDaniel indicate that service quality is more difficult to measure than a tangible good, because of the four unique characteristics of services. They state in *Marketing*; 6th edition, that customers generally evaluate service quality in the following five ways:

- Reliability—being able to perform a service dependably, accurately and consistently
- Responsiveness—being able to provide prompt service
- Assurance—the ability of an employee conveying knowledge, courtesy and trust

- Empathy—the ability to care, and provide individualized attention to customers
- Tangibles—the appearance of personnel and the physical facilities, tools and equipment to provide the service

Surveys, public meetings and opinion polls are some ways in which to determine what transportation services are most important to community residents and their perception of the services. Public transportation agencies should have a strong market orientation to better understand community preferences and expectations. However, marketing is often viewed as a “luxury” instead of providing “value” to stakeholders. In the public sector, marketing often performs an education function for stakeholders. This is especially true when attempting to reach under-served population groups.

As discussed in earlier chapters, transportation services may be provided to specific groups of people, however the services should align with the needs of the greater community and region. Success of a public transportation agency is not measured in monetary profit, it is often measured in the quality of the service, time that it takes to provide the service and in minimizing the gap between the customer’s expectations and the service provided. Following is an example of how important it is for management to have a customer-oriented focus in the transportation industry.

In his article *Marketing Myopia*; 1960, Harvard Business Review, Theodore Levitt discusses why growth industries stopped growing. He states: “In every case the reason growth is threatened, slowed, or stopped is not because the market is saturated. It is because there has been a failure of management.” He goes on to write about the demise of the railroad industry in the United States: “The railroads did not stop growing because the need for passenger and freight transportation declined. That grew. The railroads are in trouble today not because the need was filled by others (cars, trucks, airplanes, even telephones), but because it was *not* filled by the railroads themselves. They let others take customers away from them because they assumed themselves to be in the railroad business rather than in the transportation business. The reason they defined their industry wrong was because they were railroad-oriented instead of transportation-oriented; they were product-oriented instead of customer-oriented.”

Whether running a railroad company or providing neighborhood traffic services, it is critical to have a customer perspective and a focus on the customer’s desired results. In the *City of San Jose 2001-02 Annual Report*, Mayor Ron Gonzales is quoted: “From my perspective as Mayor, a great city is one where its residents say they are proud to live here, and where our public services enable them to say that. I am proud of San Jose and of what we are creating in partnership with the people of our community, because our city works best when we work together.”

COMMUNICATIONS STRATEGIC PLAN

Marketing services, and educating the public, are good examples of external communications. A strategic plan for communications is an effective tool that helps to ensure accurate and consistent messages are being developed and disseminated both internally and externally. A communications strategic plan contains the vision (desirable state of communications) and the

strategic goals and objectives (end in mind). The communications strategic plan should help to minimize the communications gap, that being the difference between the services an organization provides and what the customer is being told it provides. SJDOT is in the process of developing its first communications strategic plan. The communications strategic plan focuses not only on internal and external communications, but also on one-way (monologue) and two-way (dialogue) communications.

Internal communications are those forms of communications that regularly occur between members of the workforce. It can occur upward, downward, horizontal and diagonal in the organization. Employees that receive the right level of information in a timely and accurate manner help the overall organization be more effective and efficient. Examples of daily communications are safety briefings, staff meetings, work assignments and procedural training. Most internal communications are verbal. However, written and electronic communications are often considered more effective in getting a consistent message to the entire workforce in a timely manner.

Policies, procedures, standards and guidelines are communicated internally in a number of ways, but usually these take the form of written documents and are housed in manuals at all work sites. A monthly newsletter is disseminated that contains the Director's message, copies of recognition letters, a calendar of events, and work-related articles that demonstrate high performance. Since all forms of communication can be potentially effective, selection of the most effective method of communication for a specific task is key. For example, understanding the right level and frequency of internal communications is important. For it is effective communication between employees that can lead to improved work efficiency and effectiveness of the delivery of services.

External communications are those that occur with others outside the department. External communications often occur with people outside the City organization. Most external communications are monologue (one-way). Examples would be letters, brochures, meeting announcements, publications, etc. However, as noted earlier, a dialogue (two-way) with external customers is extremely important to determine levels of customer awareness and satisfaction. Some examples of communications where a dialogue occurs are phone, front counter, workshops, neighborhood meetings, and community events.

External communications, whether monologue or dialogue must be credible, consistent, timely and accurate. It is important that results of external communications be shared internally at the right level in the organization. Although marketing and communications staff helps to improve the effectiveness of communications, the Director's Office is ultimately responsible to ensure that quality communications pervade throughout the organization.

A SWOT analysis is an accepted strategic planning tool. It is an organizational review of the **S**trengths, **W**eaknesses, **O**pportunities and **T**hreats an organization faces. It can be used to assist in the development of a communications strategic plan. Knowing the demographics of the community, economic conditions, political and legal factors, social change and who the users of the transportation system are, allows the communications plan to be customized to particular sets of customers.

When completed in the fall of 2003, the communications strategic plan will be the guiding document for which all departmental communications should align. Quality and consistent communications materials will be developed, tested and analyzed for their effectiveness. Because of changing societal needs and other factors, the SWOT analysis and communications strategic plan will have to be reviewed periodically, and changed accordingly.

CHAPTER FOUR

THE CHANGING ORGANIZATION

REASONS FOR CHANGE

The City of San Jose Department of Transportation has undergone significant change since its formation in July of 2001. Prior to its formation, the Department's core services were centered on operations and maintenance activities, and the Department was called the Department of Streets and Traffic. When SJDOT formed, transportation planning was added as a core service. In 2002, the responsibility of developing and delivering the Transportation Capital Program was added as an operational service. In addition, the Department Director retired in June of 2002. Even though his replacement was hired from within the organization, no two leaders have the same style of leadership. Due to internal reasons, such as changing missions and leadership, SJDOT was due for change.

External reasons for change can be the economy, community demographics, political structure and legal factors. Change can also occur due to technological advancements, environmental conditions or due to changing customer expectations. SJDOT is changing for all of the listed reasons.

DYNAMICS OF CHANGE

As an organization goes through changes, so do the employees. All employees react to change differently, and the effect change has on people is often underestimated. One cannot expect to maintain the highest level of productivity through all levels of change. A well handled transition may see productivity stay level at the beginning stages of change, drop as employees move away from performing what is familiar, then rise to higher levels once change is accepted and employees are committed to their new role.

Several models help to explain the change process and the appropriate management responses. For example, change management experts Cynthia Scott and Dennis Jaffe suggest people go through a transitional process when changing. Figure 4-1 illustrates the stages of change.

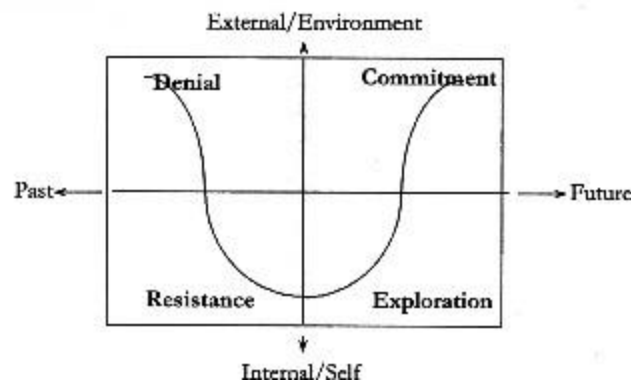


Figure 4-1 Transition Grid

The stages of change as shown on the transition grid are described by Scott and Jaffe as follows:

- Denial (acting as though nothing is different)
- Resistance (preoccupation stage where distraction creates mistakes)
- Exploration (chaotic feelings, confusion, high energy and new ideas)
- Commitment (new spirit of teamwork, cooperation is high and pride is evident in the workplace again)

Employees go through the above four stages of change at different paces. Management can facilitate movement through these stages with appropriate management actions at each step. For instance, when an employee is in the “denial” stage, the appropriate management action may be to listen to the employee, and then describe the likely set of outcomes if no change is made. Managers must be aware of the different pace and manners in which people respond to change. The people who tend to transition more quickly will feel frustrated by those going through change more slowly, and the latter group might resent the former group for exploring or committing to changes that the latter group are still denying or resisting. When employees are in different stages of change, then appropriate and empathic communications must occur. Some employees will react by feeling a loss of security; others may be impacted by loss of relationships. SJDOT has supervision training on how to cope with change and how to lead change.

COMMUNICATING CHANGE

If change can be considered a challenge, or an opportunity, then it less likely a catastrophe will occur. Leaders must explain why the change is occurring and put into words the likely consequences of not changing and the rewards of changing. Leaders must be champions of change, be patient, let change occur at the right pace, and be very clear on what is negotiable and what is not. Leaders that want significant change, should always reward those who make the change or they may not achieve long term, sustainable results.

Minh Le, President of the Wilfred Jarvis Institute, observes, “When most organizations talk about change management, they really focus on the logistics of change, i.e. the timetable of action steps. Few organizations focus on the challenges of helping their people through the transition curve. It is the leading of people, not the management of things, that will determine successful change.”

One way to determine what types of changes are needed is to perform a SWOT or gap analysis. A comparison of how an organization is addressing different issues, looking at the competition and the changing environment and viewpoints of stakeholders, is important to do on a regular basis. SJDOT conducted a SWOT analysis in 2002 and determined that improvements were needed in the following four areas:

- *project delivery*

- *neighborhood traffic services*
- *downtown operations*
- *facilitating new development*

In December of 2002, the City Manager approved a reorganization of SJDOT that reduced the number of divisions in the Department from four to three, but formed key teams within the three new divisions focused on the above areas of concern. By openly communicating, and involving employees, on the proposed changes to the organization, employees smoothly went through the stages of change and into commitment.

CONCLUSION

Transportation officials ranging from the Secretary of the U.S. Department of Transportation to locally elected officials and city managers stress the importance of providing transportation services that align to broader community goals. The ever increasing traffic congestion and safety problems metropolitan regions face, and the shortage of available funds to address all these needs, signifies the importance of local agencies working in full cooperation to solve both locally and regionally important transportation problems. Transportation departments, like the one in San Jose, California, should contribute to the successful outcome of achieving desirable quality-of-life goals. Measuring transportation performance and achievements, and sharing the results, is important to inspire policy-makers to support and fund important transportation programs and projects.

Communicating effectively to employees, users of transportation services and other service providers is an important activity that should occur on a regular and consistent basis. Properly planned communications strategies can assist local transportation agencies in achieving their mission and goals and help to educate the general population about the availability of transportation services and programs. Having a communications strategic plan that contains a communications vision, mission and goals is a comprehensive way to look at the effectiveness of an agency's communications.

Change in a transportation organization is a natural occurrence. Change normally occurs due to changes in leadership, economic and environmental pressures or because of changing customer expectations. It is important to accept change, and lead change in an open, patient and empathic manner. Understanding that people change at different rates, and are affected differently by change, is critical to the acceptance of change by the organization. To make significant change, leaders must be able to communicate effectively and motivate those they influence but do not directly control. Significant change can make a meaningful difference in the delivery of transportation projects, programs and services.

ACRONYMS AND ABBREVIATIONS

APTA	American Public Transportation Association
CMA	Congestion Management Agency
CSA	City Service Area
HCD	Housing and Community Development
IIR	Investing in Results
LOS	Level of Service
MPO	Metropolitan Planning Organization
MTC	Metropolitan Transportation Commission
OPR	Office of Planning and Research
RTP	Regional Transportation Plan
RTPA	Regional Transportation Planning Agency
SJDOT	San Jose Department of Transportation
SWOT	Strengths, Weaknesses, Opportunities and Threats
TEA 21	Transportation Equity Act for the 21 st Century
TOD	Transit Oriented Development
VTP 2020	Valley Transportation Plan with a 2020 horizon
VTA	Valley Transportation Authority

BIBLIOGRAPHY

2001 Regional Transportation Plan for the San Francisco Bay Area; Metropolitan Transportation Commission (amended November 2002)

2002 City of San Jose Annual Transportation Report; May 2003

2003 Index of Silicon Valley; February 2003, Joint Venture: Silicon Valley Index

City of San Jose 2003-04 Proposed Operating Budget; May 2003

City of San Jose Residents Survey; September 2001, Fairbank, Maslin, Maullin & Associates

City of San Jose School Access Enhancement Study; March 28, 2003

Essentials of Services Marketing; 2nd edition, Hoffman and Bateson

Marketing; 6th edition, Lamb, Hair, and McDaniel

Marketing Myopia; 1960, Theodore Levitt, Harvard Business Review

Mayor's 2003-04 March Budget Message; City of San Jose, March 4, 2003

Meeting the New Challenges; May 2002, Norman Y. Mineta, U.S. Secretary of Transportation

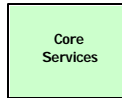
Nations Cities Weekly; Knowing Where "The Line" Lies: A City Manager's Perspective, Marty Vanacour, Ph.D., April 28, 2003, National League of Cities,

Recommended Budget-Fiscal Years 2003-2004 and 2004-2005; April 2003
Santa Clara Valley Transportation Authority

TEA 21 Reauthorization: Infrastructure for a Stronger America, 24th Annual Report to Congress; March 2003

VTA Recommended Budget for 2003-04 and 2004-05; March 2003

A
L
I
G
N
M
E
N
T



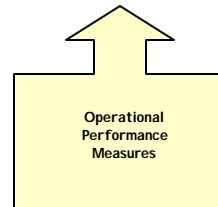
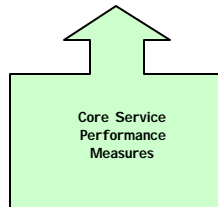
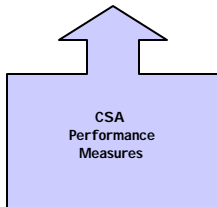
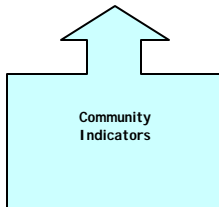
- Neighborhood Pride
- Efficient Transportation
- Competitive Business Environment
- Safe Community
- Customer Driven Government
- Personal Growth and Enrichment
- Clean and Sustainable Environment

- Mayor & Council policy setting and investment direction
- "Big-picture" of community conditions
- Strategic business plans
- Cross-departmental management & accountability
- Aligns to vision

- Departments' key lines of business
- Translation of CSA plans to action
- Departmental management & accountability
- Aligns to CSAs

- Front-line service delivery
- Make improvements
- Work unit management & accountability
- Aligns to core services

P
E
R
F
O
R
M
A
N
C
E



PROJECT DESCRIPTION	PROJECT LEAD	DUE DATE REV. Date	RESOURCES Hours	SOURCE	Results	STATUS			
						1 st Quarter	2nd Quarter	3rd Quarter	4th Quarter
1. Smart Corridor MOU, O&M and Coop. Agree.	Lim-Tsao	12/01 12/03	1200	ITS Str. Plan	Procedures and Agreements	OS	D	OS	OS
2. Controller Evaluations for NTCIP Compliance	Tzanavaras	06/02 09/02	400	ITS Str. Plan	Equip. Recommend	D	D	OS	D
3. VTA/LRV Central Control System	Rodriguez	06/02 09/02	500	DOT	Operating System	OS	D	OS	OS
4. TSMP Interconnect Project (SMART Intersections)	Rodriguez	12/02	6,000	MM	630/700 signals on-line	OS	OS	OS	OS
5. Complete T21 Signal Timing Project	Tzanavaras	12/03	2800	ITS Str. Plan	220 signals with optimum timing	OS	OS	OS	OS
6. FHWA Study of SVSC	Lim-Tsao	12/02	400	DOT	Effectiveness Evaluation	D	OS	OS	OS
7. Ped. Countdown Display	Rodriguez	04/02	80	DOT	Effectiveness Eval.	OS	OS	OS	C
8. Construct 4 traffic signals using in-house forces	Alvarez	06/02 09/02	3000	DOT	Improved performance for Traffic CIP	OS	D	D	OS
9. Develop Civic Center TMC Design	Lim-Tsao	12/02	150	ITS Str. Plan	Final TMC Design	OS	OS	OS	OS
10. Accelerate Bicycle Improve.	Damey Larsen Garcia	06/02 12/02	800	CSA Action 1.2	24.8 miles of improvements	OS	D	D	D
11. Develop SVSC Operational Procedures Manual	Lim-Tsao	12/01 12/02	400	ITS Str. Plan	Interagency Operations Manual	OS	D	OS	D
12. Institutional ITS Countywide Structure	Helmer	06/02	100	DOT	Countywide Structure for ITS	OS	OS	OS	D
13. Establish Performance Measures for Signal Central	Northouse Tzanavaras	12/01 06/02	100	DOT	Improved Operational Outcomes	D	D	OS	D
14. Regional ITS Leadership	Yerrapotu Helmer	06/02	100	DOT	Agency of Choice for Regional ITS Solutions	OS	OS	OS	D
15. Develop % improvements providing positive cost/benefit ratio measure	Northouse Rodriguez	12/01	100	DOT	Develop cost/benefit ratios for traffic signal improvements	OS	C	-	-

SERVICE 1: OPTIMIZE ARTERIAL TRAFFIC CONDITIONS

PART I: OPERATIONAL SERVICE PERFORMANCE

ELEMENTS		PERFORMANCE									INDEX		
Element	Measure	Goal	00/01A	01/02T	Q1	Q2	Q3	Q4	Cumm	Value	Wt.	Wt Value	
1. Condition	% of arterial corridors operating at optimal condition	90	48	50	45.6	45.6	45.0	44.4	45.2	0.90	20%	0.18	
2.a Timeliness	% of traffic flow issues resolved within established guidelines	90	87	90	75.9	82.1	80.1	90.6	82	0.91	20%	0.18	
2. b Timeliness	% of arterial improvements completed within schedule	90	New	60	100	38.0	67	66.7	68	1.13	20%	0.23	
3. Customer	% of customer service ratings at good or better	90	87	84 *	93.8	81.0	93.3	72.2	82	0.98	30%	0.29	
4. Cost	% improvements providing positive cost/benefit ratio	100.0	100	100	TBD	100	100	100	100	1.00	10%	0.10	
Overall											100%	0.98	

SERVICE 13 - MAINTAIN STREETLIGHTS

PART I: OPERATIONAL SERVICE PERFORMANCE

ELEMENTS		PERFORMANCE								INDEX		
Element	Measure	Goal	00/01A	01/02T	Q1	Q2	Q3	Q4	Cumm	Value	Wt.	Wt Value
1. Condition	% of streetlights operational	98.0	98.0	98.0	99.0	98.0	98.0	99.0	99.0	1.01	22%	0.22
2. Timeliness	% of all repairs completed within timelines	90.0	83.0	94.0	94.0	84.0	84.0	97.0	89.0	.95	39%	0.37
3. Customer	% of customer service ratings of 4.0 or better	90.0	89.0	90.0	100.0	90.0	88.0	76.0	89.0	.99	24%	0.24
4. Cost	% budget/cost ratio	100.0	100.0	100.0	100.0				100.0	1.00	15%	0.15
Overall											100%	0.98

