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Southern California Rapid
transit District

Technical analysis of
California transportation

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SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT

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TECHNICAL ANALYSIS
OF
CALIFORNIA TRANSPORTATION PLAN-
POLICY ELEMENT

SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT
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November, 1976

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I N T R O D U C T I O N

This document is written from the point of view of commentary. The commentary text will follow the sequence of the plan's text for continuity. For clarity disputing evidence and references will be cited in the body of this document.

The purpose of this technical analysis is to illustrate and discuss the controversial policies of this plan and to expand upon and introduce many unforeseen consequences of the plan's proposals.

The intent of this analysis is to increase the dialogue regarding this policy plan and to emphasize the importance of urban public transit to the people and economy of California.

Chapter I - Alternative Directions
for California Transportation

Policy Plan Text, Page I-1, Line 28, Page I-2, Lines 1-2:

"...Travel by automobile is easy and quick. Most people can drive to work, so they can live where they want to and not next door to an industrial plant or a busy shopping area."

Automobile travel, especially at peak hours, is an experience of great stress. (Changing Directions, Report of the High Commission on Transport, Bishop Hugh Montefiore, London: Coronet Books, 1974). Most peak hour choice transit riders have traded off longer travel times to avoid this stress. The weekend recreational automobile peaks in California's large cities illustrate the amount of weekday choice transit riders.

The social costs of "most people" arriving at work in elevated states of anxiety and tension has not been qualified. Its effects on work place social interactions and productivity are apparent but lacking in complete scientific documentation.

The automobile has given some people the freedom to live at great distances from their work place, however, many other variables enter into the residential location decision. If someone lives near a large industrial complex it is because the housing is inexpensive. They are now free to drive to another industry for work.

Policy Plan Text, Page I-2, Lines 3 - 6:

"As cities grew and suburbs were created, highway expansion made the automobile the most competitive form of transportation for people. Once-flourishing urban transit services declined."

It is difficult to envision the public in a free enterprise, environment choosing the automobile when the actual history is quite different.

"By 1949, General Motors had been involved in the replacement of more than 100 electric transit systems with GM buses in 45 cities including New York, Philadelphia, Baltimore, St. Louis, Oakland, Salt Lake City, and Los Angeles. In April of that year, a Chicago Federal jury convicted GM of having criminally conspired with Standard Oil of California, Firestone Tire and others to replace electric transportation with gas or diesel-powered buses and to monopolize the sale of buses and related products to local transportation companies throughout the country. The court imposed a sanction of \$5,000 on GM. In addition, the jury convicted H.C. Grossman, who was then treasurer of General Motors. Grossman had played a key role in the motorization campaigns and had served as a director of Pacific City Lines when that company undertook the dismantlement of the \$100 million Pacific Electric system. The court fined Grossman the magnanimous sum of \$1.

"Despite its criminal conviction, General Motors continued to acquire and dieselize electric transit properties through September of 1955. By then, approximately 88 percent of the nation's electric streetcar network had been eliminated. In 1936, when GM organized National City Lines, 40,000 streetcars were operating in the United States; at the end of 1955, only 5,000 remained. In December of that year, GM bus chief Roger M. Kyes correctly observed: 'The motor coach has supplanted the interurban systems and has for all practical purposes eliminated the trolley (streetcar).'....

"Electric street railways and electric trolley buses were eliminated without regard to their relative merit as a mode of transport. Their displacement by oil-powered buses maximized the earnings of GM stockholders; but it deprived the riding public of a competing method of travel," the report asserts, and quotes urban transit expert George M. Smerk as saying that " 'Street railways and trolley bus operations, even if better suited to traffic needs and the public interest, were doomed in favor of the vehicles and material produced by the conspirators.' "

"General Motors' gross revenues are 10 times greater if it seels cars rather than buses. In theory, therefore, GM has every economic incentive to discourage bus ridership. In fact, its bus dieselization program may have generated that effect.

Engineering studies strongly suggest that conversion from electric transit to diesel buses results in higher operating costs, loss of patronage, and eventual bankruptcy. They demonstrate, for example, that diesel buses have 28 percent shorter economic lives, 40 percent higher operating costs, and 9 percent lower productivity than electric buses. They also conclude that the diesel's foul smoke, ear-splitting noise, and slow acceleration may discourage ridership. In short, by increasing the costs, reducing the revenues, and contributing to the collapse of hundreds of transit systems, GM's dieselization program may have had the long-term effect of selling GM cars."

(From American Ground Transport, Bradford C. Snell, New York: Stern Fund, 197)

Policy Plan Text, Page 1-2, Lines 18-19:

"Pipeline routes in California currently seem Free of problems."

The proposed additions to California's pipeline system and particularly its land/water interface for the handling of Alaskan crude oil and natural gas is a public controversy in Long Beach and San Pedro.

All pipelines carry an electric charge to neutralize the ambient change to prevent corrosion. Because of the remote locations of most pipelines solar energy under the existing cost structure, is a competitive energy source. The current slow rates of conversion, a conversion clearly in the public interest, is hard to describe as "free of problems."

Policy Plan Text, Page I-4, Lines 13-18:

The world is gradually running out of oil. By 1995 gasoline will almost certainly be more expensive than it ever has been. It is possible that there will not be enough gasoline for people to drive as much as they would like. Other countries are becoming highly developed and are also using more oil. Unless consumption patterns change, the world is expected to run short of oil a little more than 50 years from now.

This statement can be assumed to be true, however, it dwells exclusively on the automobiles' use of petroleum. Non fossil fuel automobiles can be delivered. Oil is more critical to

our life style for the production of petrochemical based pharmaceuticals for which no substitutes are known. The development of low-weight, more energy efficient automobiles is dependent upon the substitution of petrochemical based plastics for heavier metals, therefore, the oil "savings" represent transfers to the consumer rather than real savings.

Policy Plan Text, Page I-14, Lines 12-19:

People who use a roadway, airport, or other transportation would pay fees to cover a reasonable share of the costs they cause from their use. This may mean that the cost of using an airport or a roadway may be more expensive at certain times of the day or in certain places than other times or places--just as daytime use of the telephone is more expensive than nighttime use.

The question of user charges will be discussed at greater length later in this analysis. Our freeway system, as well as other federally financed transportation facilities, were financed for national defense, a necessity difficult to define in terms of user charges.

Chapter II - Basic Policies

Policy Plan Text, Page II-2, Lines 25-27:

"Policy 2.1: Government Role - The state should allow decision-making by private enterprise and individual users to prevail in as many areas of transportation as possible."

The key phrase here is "as possible." This statement relates only to procedure, not to benefit. Government decision-making is based on the necessity of long range planning - an essential function not relevant to the corporate manager looking for a promotion based upon this year's bottom line. The question of individual user's decision given the cost of transportation facilities is mute. Are the 800,000 plus Los Angeles County voters who have consistently voted for rail transit free to ride such systems?

Policy Plan Text, Page II-6, Lines 12-25:

The state should make project, program, and policy decisions only after a thorough analysis of the benefits and costs and who is to receive and bear them. This analysis should look at all of the significant impacts on both users and nonusers. It should include both direct impacts (such as the cost of construction and operation and time saved via more convenient travel) and the indirect impacts (such as pollution damages to health and property). Aesthetic effects or the community problems of breaking up a neighborhood should also be considered, even though we are still learning ways to accurately analyze them. It should take into account future effects as well as present, including the benefits and costs that can be expected for city growth.

Full social accounting has an admirable quality of fairness. The relationship between this proposal and the previous reference for the free market is somewhat spurious. The costs of research and administration for such a program would have to be completely documented before any decisions could be made.

Policy Plan Text, Page II-9, Lines 1-6:

For example, most federal transportation assistance is specified for highways, airports, transit or railroads. Sometimes it cannot be switched back and forth from one type of transportation to another according to local choice.

The federal government has the responsibility to promote the general welfare of all the states and to provide national services such as defense and the postal service. These priorities may not always be in the short range interest of California, however, to dismiss national interests and needs, presumably in the long range interest of California as being federal interference, is to question the foundations of the national constitution and national economy.

Policy Plan Text, Page II-13, Lines 18-22:

Here is an example of applying this principle: pay for a rail transit system using property taxes that increase for those areas closer to stops, which receive better transit service, rather than taxing the entire region uniformly.

Value capture is an important concept for the future of fixed guideway transit that is being sufficiently researched under Urban Mass Transit Administration (UMTA) sponsorship. Value-capture is loaded with unresolved, difficult and time consuming legal questions. Value-capture is totally dependent upon the transit agency having power over land use decisions - a traditionally inherent power of the local jurisdictions. With its 78 cities, Los Angeles County presents a political quagmire for value-capture.

The use of value-capture as suggested in the policy plan assumes that the benefits accruing to the property near the system's stops are significantly greater than the benefits accruing to the city or region as a whole. The Environmental Impact Statements for most new rail transit projects to provide evidence as to the region wide benefits of transit projects. The assignment of benefits is a difficult practical and theoretical question.

The benefits, however, that do accrue to the adjacent property owners accrue only after the system is completed. The initial capital must therefore begin with the government anyway. If a system of this type is designed to assist the transportation disadvantaged, the increased land value benefits would only cause the rents to raise and force the poor and elderly into other neighborhoods.

Peter Lewis, of the firm of Lazard-Freres, at the September, 1976 UMTA Value Capture Conference, stated that value-capture should not be looked upon as a governmental opportunity to reduce costs of mass transit, but rather a societal opportunity to capitalize upon the potentials of mass transit that would otherwise be lost.

Policy Plan Text, Page II-14, Lines 4-11:

Migration from one region to another in response to varying tax rates has been shown to be relatively slight. However, migration between cities within a region is very likely to result if tax levels are very different from one place to the next--unless there is a widespread and identifiable difference in the benefits to the taxpayers. This is an argument for preferring user charges, which are directed toward the person receiving the benefits.

The plan writers assume, without substantiation, that taxation is a major variable in residential location decisions. They proceed to use this assumed behavior as a basis for alleged consumer preferences for the concept of user charges, a concept essential to their entire plan. While taxation is a variable in residential location, two other variables, also unqualified, but known to be true, are introduced.

"For the majority of urban households the sum of transportation costs to points other than work or within the immediate residential area is small, and costs to any other single point are almost always trivial. The journey to work costs, by way of contrast, are large and significant".

From: "The Journey to Work as a Determinant of Residential Location," Essays on Urban Spatial Structure, John F. Kain, Cambridge: Ballinger Publishing Company, 1975, pg. 30.

"Any theory or model of the work trip and the residential behavior of urban households, if it pretends to be realistic and reasonably complete, should explicitly consider these effects, since racial discrimination in the housing market is a potentially enormous market imperfection with great influence on the commuting and residence patterns of both whites and nonwhites".

Op.Cit., Pg.138

Policy Plan Text, Page II-15, Lines 6-12:

POLICY 2.6: Equity--Where user charges do not cover at least a fair share of costs, taxpayers who receive services should be the ones that pay for them, and those who suffer burdens or damages should be compensated. The costs charged should be in proportion to the benefits received as users, and the compensation to the general public should be in proportion to the damages suffered.

While user charges will be discussed again in this analysis as it follows the redundancies of the policy plan, it should be noted that the pervasiveness of this concept challenges the existing and historic national consensus regarding the federal graduated income tax and the concomitant modest income redistribution.

Policy Plan Text, Page II-16, Lines 16-21:

POLICY 2.7: Ability to pay--some form of basic transportation should be available to people who need it. Transportation policy should not result in low-income and handicapped individuals having to pay a disproportionately large share of their resources for necessary transportation when compared to other individuals.

This statement is extremely important considering that the lower income, non-automobile owning person subsidizes the automobile through general taxation and subsidizes the suburban local and commuter transit rider by paying the full transit fare and usually riding an over crowded central city bus.

Chapter III

Policy Plan Text, Page III-3, Lines 23-29:

It may not be possible for private enterprise to profitably provide transport services to some disadvantaged individuals. Since equity is one of our society's goals, government is justified in providing some form of assistance to those with severely limited travel opportunities. Special transport privileges or subsidies may be the only practical way of addressing this problem.

SCRTD has decided that providing accessible transit as regular line haul service is a more cost-effective and equitable means of serving the handicapped. The disagreements between the policy plan and various federal policies are discussed in greater depth in the appendix.

Policy Plan Text, Page III-6, Lines 26-28:

The state should be the major transportation decision-maker when a significant portion of the impacts of a system are statewide; the region when the impacts are regionwide; and local government when the impacts are local.

This concept is riddled with problems most of which will be discussed later with the issues inter-regional corridor studies and regionalism. Transportation is very dynamic, defining impacts as precisely as requested in this plan becomes an academic problem unrelated to transportation. Also this impact definition is counter-productive as a successful transportation line depends upon the grouping of very different trips. Much of the duplicated service inefficient use of public money in Los Angeles County transit is made possible by the definitions of "local" and "regional".

An urban roadway, for example, may provide travel benefits mainly to a particular city. However, it is also likely to provide some service within the region. Thus, the benefits of the local road "spill over" into other jurisdictions and onto the regional area as a whole. If the city has all of the decision-making power, it would not have to take into account the interests of other communities. A possibility would be to build a road too small or not designed for regional travel. If this regional travel is light, the local decision may be all that is necessary. However, if regional travel is significant, then regional decision-making should dominate. Finally, if the travel is primarily between regions of the state, from San Diego to San Francisco, for example, then state authority should dominate.

This material is an extension of the previously discussed topic. It proposes to expand present jurisdictional problems - Los Angeles County is full of "thru" roadways which vary in condition and width as they travel thru different jurisdictions. The planner's definition of local or regional travel bears little relationship to the motorist's choice of a route. The free market of route selection is dominated by the desire to escape congestion. Secondary, roads will continue to be overloaded with traffic. Regional authority "dominating" local decisions is not adequate. Many bitter public battles have been fought over widening a local street to thru regional traffic. Control of roadways must be at least regional in nature to serve overall needs.

Policy Plan Text, Page III -10, Lines 13-28:

Governmental agencies act in response to people they represent. They also execute policy and programs to carry out their major functions. If many governmental agencies are providing a variety of transportation services, fragmented decision-making sometimes occurs. Only a higher level of organization such as the region or state can effectively resolve some of these problems. For example, within many of the regions of California, a great number of social service agencies provide transportation services for their clientele. Commissions on aging, local economic opportunity agencies, model cities agencies, and conventional private and public transit systems may provide and tailor their transport services to a clientele. This clientele may be the same, and is receiving multiple or uncoordinated transportation service from a number of these agencies.

This problem is very real, however, the primary cause is allowing "...decision-making by private enterprise and individual users to prevail in as many areas of transportation as possible," (Policy 2.1 of this plan).

Policy Plan Text, Page III-11, Lines 11-15:

The State may also have to assume a temporary role when:

- Regional and Local governments cannot adequately perform because legal authority is lacking.
- Rivalries exist between Governments that prevent adequate service.

The assuming of temporary roles is probably inadvisable, however, the question is one of timing. Entering problem situations at the height of controversy is not a project that politicians are especially enamored of. This timing is most likely to lead to expedient compromises rather than efficient planning. The experience of the municipality of Metropolitan Toronto has shown that quietly working together of long periods of time has allowed competing local governments to realize mutual benefits. Bringing outside authority into a conflict only heightens the conflict. The state's role is to use long range planning to avoid these unnecessary disputes.

Policy Plan Text, Page III-12, Lines 1-9:

Policy 3.4: Local Governments shall have the major responsibility in transportation when one or more of the following conditions exist:

- Side effects and spillovers do not impact beyond the local jurisdiction.
- Economies of scale are satisfied within a local jurisdiction.
- Legal authority and responsibility exist to carry out a transportation service.

Is an economy of scale maintaining buses in the city garage with other vehicles (Gardena, Manhattan Beach) or having a large bus only garage (SCRTD, ACTransit). This policy would compound, rather than clear, the disputes between public carriers.

Policy Plan Text, Page III-14, Lines 1-6:

It could follow state priorities and forego some federal funds where programs do not match. Or it could seek congressional authority and administrative actions leading to increased flexibility in federal programs so that California's needs and priorities can be accommodated.

The text's discussion of the federal programs affecting California's priorities is quite valid; however, it ignores that national priorities can very justifiably take precedence.

Chapter IV - Resource and Environmental Policies

Policy Plan Text, Page IV-4, Lines 24-28:

A significant influence on high gasoline consumption is that government tax and subsidy policies toward petroleum have tended to make it artificially cheap. If the oil price is too low to provide for optimal rates of consumption from an energy conservation standpoint and...

Policy Plan Text, Page IV-5, Lines 1-28:

to encourage the development of substitute fuels, then price increases may be necessary.

Allowing the market to operate more freely is one approach to this problem. However, the task of providing a free market in energy is well beyond the control of this plan. That is because federal policies such as tax credits, depletion allowances, and price controls would have to be eliminated. Also, the broad-based industry control over several energy resources (coal, oil, uranium) would require change to ensure a truly competitive market for energy. If the changes necessary to establish a free market in energy development were to occur, then the consumers of energy would probably pay a price reflective of resource scarcity and there would be no reason to restrict consumption.

In the absence of free-market competition in the energy field, there are different approaches the state government can choose to discourage wasteful use of scarce yet crucial resources. One approach is to raise the price of gasoline to discourage excessive consumption. Theoretically, the benefits of an energy pricing scheme could far outweigh the piecemeal approach to energy conservation offered by various controls. Generally, a pricing scheme would encourage efficiency in all travel, while transportation controls tend to have their greatest effect during peak periods, when about 30 percent of all trips are made.

Policy Plan Text, Page IV-6, Lines 22-28:

Policy v.1: The state should pursue an energy program that includes "energy charges" on transportation consumed energy. This program should be used to assure that energy prices are an accurate reflection of resource scarcity. Revenues from the energy tax should be returned to the consumer by offsetting other taxes.

Policy 4.2: The state and the regional transportation planning agencies shall make transportation system management (TSM) actions an integral part of their transportation program and demonstrate how they are using pricing and TSM to achieve their energy conservation objectives.

Only three energy sources: coal, oil and uranium are considered in the analysis. The free market is discussed in a 19th Century context, thereby, excluding the modern constraint of technological leadtime. This leadtime is the primary cause for the effectiveness of the nuclear lobby.

The plan completely omits geothermal power (as well as solar) and then deduces its schemes for energy changes and gasoline conservation based upon its undocumented closed universe. All their proposals will be politically unpopular.

While the FEA's data are only rough estimates, the fact that their estimate for geothermal power represents a 1990 figure over 4 times greater than projected demand should provide sufficient margins of error.

The entire issue of energy development and conservation should be reexamined. Paratransit can only create a somewhat more efficient use of declining oil resources. Rail transit could run entirely on low cost, pollution free, and relatively inexhaustible energy sources.

"The 1974 Power Supply Capability of the Los Angeles Metropolitan Area is 20,518 megawatts."

From: Southern California Rapid Transit District, Technical Study of Alternative Transit Corridors & Systems Plan Refinement, Engineering and Planning Phase III, Kaiser Engineers/DMJM, May 1974, Pg. III-53, Table #5.

"The total power demand for the entire Sunset Coast Line proposal is 209 megawatts."

From: "Evaluation of Sunset Coastline Proposal, Executive Summary," Don Gardner, Memorandum to Richard Gallagher, SCRTD, June 21, 1976 (revision), pg. 1.

"The 1990 estimated SCRTD area electric utility peak load forecast is 23,818 megawatts."

Op.Cit., pg. 4, Table 1.

"The Imperial Valley in California is estimated to sustain a generating capacity of as much as 100,000 megawatts of electric power derived from geothermal resources at an estimated price equivalent to oil at \$4 a barrel."

From: Federal Energy Administration, Project Independence Blueprint, Final Task Force Report, Geothermal Energy, Interagency Task Force on Geothermal Energy, Under Direction of National Science Foundation, Washington, D.C., Project Independence, November, 1974, Pg. 1.

"Geothermal resources are presently being exploited in New Zealand, Iceland, Mexico, Italy, Soviet Union, and Japan."

Op.Cit. pg. 2.

Statement(s) from Text, Page IV-6, Lines 1-28:

A pricing approach should be a well-designed, well-publicized, state or federally directed and managed program. Careful program planning and implementation is necessary because:

- No pricing scheme can noticeably reduce energy consumption trends without having a substantial effect on the general public. For example, present studies show that public demand for gasoline is so great that a price increase of 60 cents per gallon (with an added inflation surcharge of five to ten percent per year) would be necessary to reduce consumption 15 to 20 percent.
- Substantial revenues to be returned to the public would be generated from an "energy charge". For example, to achieve a 15 to 20 percent consumption reduction, almost \$6 Billion per year would be generated. It would be a formidable task to assure the public that the bulk of these revenues would be returned in the form of property tax reductions, or in some other form.
- The funding schemes that presently provide state revenues are somewhat more stable than one might expect an "energy charge" to be. The "energy charge" could vary considerably with the scarcity of the resources.

Despite these cautions a pricing scheme has the desirable feature of serving a significant energy conservation purpose while providing a revenue source capable of substantially reducing other taxes.

POLICY 4.1: THE STATE SHOULD PURSUE AN ENERGY PROGRAM THAT INCLUDES "ENERGY CHARGES" ON TRANSPORTATION CONSUMED ENERGY. THIS PROGRAM SHOULD BE USED TO ASSURE THAT ENERGY PRICES ARE AN ACCURATE REFLECTION OF RESOURCE SCARCITY. REVENUES FROM THE ENERGY TAX SHOULD BE RETURNED TO THE CONSUMER BY OFFSETTING OTHER TAXES.

The historic dependence of local government on property taxation is based on the premise of stable government revenue. This stability allows for expansion in the public sector during times of contraction in the private sector, thusly, in the public interest, smoothing out the business cycle. The much maligned repressive nature of property taxes is an unintended consequence of the New Deal's expansion of home ownership. The growing dependence of local government upon the sales tax and various user charge revenue sources has forced the public sector to expand and contract simultaneous with the private sector. This phenomena has been a contributor current pattern of deeper recessions and highly inflationary expansions.

Public transit is a government service which experiences greatest demand during periods of economic contraction. Currently, SB 325 ties the transits finances to the business cycle in contradiction to our service demands. To expand this predicament and to use regressive user charges to replace progressive income taxes does not appear to be the wisest alternative.

The cycle nature of user charges is a problem, but the relationship between public and private benefit is critical. The following presents a cogent but diverge view:

A basic difficulty in assigning a benefit to the process of passenger transportation is that, for the traveler, the value of the trip is generally associated with the destination and his transactions there rather than with transportation as such. For a given trip to a particular destination at a particular cost in time, money and other resources, the trip will be "purchased" by that segment of the population for whom that destination meets a need, for whom the value of the trip exceeds the perceived cost, and for whom no other destination meets the need better at lower cost.

Traditionally in the United States, the traveler pays for his transportation more or less in proportion to the service rendered, either in fares on common carriers or in gasoline taxes and tolls on highways. It is therefore germane to any evaluation of transportation service to estimate the degree to which user payments will cover its costs. However, insistence that the user pays for all the costs departs from our recent tradition.

In reality the traveler almost never pays the full cost of his trip, neither is he the sole recipient of its benefit. Society has long recognized the benefit of travel and the responsibility of government to foster the development of good transportation. The United States has extensive passenger transportation facilities and systems, each of which is regulated to some degree by the government, and most of which were, and still are, supported to some degree by government funds. The rationale for government support must be that the overall benefit to society outweighs the cost of the support.

"Fare box" viability thus must be taken to mean that revenues can cover costs after adjustment is made for the amount that society is willing to pay to support the service. Presumably the societal support is geared to the net societal benefit.

The full benefit or disbenefit of a transportation system change is extremely difficult to measure. Improvements in transportation yield a benefit to society, but it is becoming increasingly recognized that the costs of transportation in terms of expenditure of land, clean air and other resources can offset much or all of the benefit. As the resources become more scarce, the same amount of land required for or pollution produced by transportation will be perceived as an increasing cost. Thus a transportation change which would have produced an apparent net societal benefit ten years ago may be recognized as producing a net disbenefit ten years hence.

From: High Speed Ground Transportation Alternatives Study, U. S. Department of Transportation, Assistant Secretary for Policy and International Affairs, Office of Systems Analysis and Information, Washington, D. C., January, 1973, pg. 2-1, 2-2.

Policy Plan Text, Page IV-11, Lines 1-4:

Policy 4.4: For transportation service owned or directly subsidized by the government, decisions should provide alternatives to a complete cessation of essential services as a result of labor actions.

Public transit workers should have either the benefits of public employment or the benefits of private employment. They have the benefits of both sectors without the disadvantages of either. This is not fair to other public or private sector workers.

Policy Plan Text, Page IV-11, Lines 7-28:

Availability of Capital

The availability of investment money--commonly called capital--to pay for future transportation needs in California is a matter of major importance. Investment capital for transportation uses must compete with demands for other private and public investments. These include housing development, energy plants and water projects. The overall amount of capital that is available will determine how many of these projects can be built. It will also determine the trade-offs in priorities between one type of development and another, and the interest rates that will have to be paid to get money.

State transportation policy should recognize that competition for capital is increasing. Federal, state and local governments will be seeking substantial amounts of capital for water resource and sewer treatment projects and other areas of social concern, such as national health care insurance, urban renewal, and pollution control. Private businesses are constantly using capital to modernize or expand their plants and equipment. If there is not enough money to do all of these things at once, it will be necessary to set priorities among these various needs--to sacrifice some projects to do others. This promises to be a very difficult and controversial job.

Policy Plan Text, Page IV-12, Lines 16-20:

Policy 4.5: Transportation decisions, particularly those that involve large capital investments over a long period of time, should carefully assess probable effects on the overall availability of capital and secondary implications for competing investment uses.

Policy Plan Text, Page IV-12, Lines 16-20:

Policy 4.5: Transportation decisions, particularly those that involve large capital investments over a long period of time, should carefully assess probable effects on the overall availability of capital and secondary implications for competing investment uses.

The Environmental Impact Statement for the Buffalo rail system develops a strong case for transit contributing to capital formation. A viable transit system that allows multiple car families to reduce car ownership and low income families to eliminate their one car ownership places additional sums of money in the consumers pocket. The percent of this money which is saved by consumers leads directly to capital formation. That portion which is spent leads indirectly to capital investment by creating demand for non-automobile related consumer goods.

A well planned transit system affects land use, which this policy plan expresses in very positive terms in Policy 4.7. This planning can be translated into new uses of vacant or marginally used structures curtailing the need for new construction. A rail system in Los Angeles creating a demand for presently vacant structures on Spring Street is an excellent example.

The competition for capital is obviously a very real factor. Many economists would disagree with the scenario in the policy plan. Expenditures for transportation represent a relatively set proportion of the GNP. As the GNP grows or declines the proportion of expenditures for transportation moves in synch. This is quite natural since transportation is a derived demand. Transit ridership declined severely during the depression as less people were traveling to work, shopping, recreation, etc.

If investment in housing, energy and water were to grow significantly, as the plan suggests might occur, these projects could not be implemented without commitment growth or available capacity in the transportation sector. If investment in transportation were to significantly grow by depriving other sectors of the economy people would find it easier to visit less places.

Policy Plan Text, Page IV-13, Lines 26-28:

Past transportation planning and development have reacted to, and accommodated, unmanaged growth. Only now are we realizing the effects of transportation...

Page IV-14, Lines 1-18:

construction and facilities built to meet that unchecked growth. One of these major effects is inefficient urban form characterized by urban sprawl. (Sprawl = Generally low-density urban residential and commercial development interspersed with undeveloped land and built without respect to the overall costs associated with transportation, water, sewer, and other urban service extensions.) Though perhaps less costly than the provision of new services to outlying areas, new close-in development may require costly expansion of water and sewer, transportation, to other urban services.

Urban transportation policy and zoning have often encouraged low-density growth. This has placed additional financial pressures on local governments and their constituents. Partly because of subsidies to auto commuters, fringe-area residential locations have been made artificially attractive. Close-in land has been bypassed and service costs and taxes have risen.

Policy Plan Text, Page IV-15, Lines 5-9:

Policy 4.7: Transportation policy should be pursued and implemented that would:

1. Recognize the costly effects of urban sprawl;
2. Discourage sprawl-type urban growth;
3. Encourage urban containment.

Urban sprawl has created many inefficiencies, some of which are discussed in the plan text. But the text misses the major cause: State & Federal mortgage programs instigated as part of the New Deal and deified under the GI Bill bare the primary responsibility for urban sprawl. For many segments of the population single family detached housing is considered a right, not a privilege.

Housing subsidy and sprawl was made possible by government borrowing and loan guarantees. The interest costs are part of the inefficiency. The loan guarantees have made HUD the largest landlord in the nation. The inefficiencies, high costs, and sprawl ignore these programs success: for the first time in history the average person has not only good, but comfortable housing. Herein lies the political popularity of these programs and the political dynamite of Policy 4.7.

It appears to be very strange that a policy plan predicated upon full social accounting and user charges advocates strong government policies to discourage sprawl and encourage urban containment. People should be completely free to live wherever they wish if they pay the full cost.

Urban-fringe land is usually cheaper than close-in building sites, as the plan states. However, this represents only one unquantified variable in the total housing cost. Other factors: racism, trade unions, red-lining, etc. explain the empty central city lots. Trade unions and building codes are a major variable in housing costs.

Building codes also deter housing cost reductions. In most cases local building codes were established with good intentions, but new techniques are difficult to introduce because of out-moded building codes. Attempts to change the codes often encounter resistance from vested-interest groups, mainly contractors and building-trade unions.

From: Urban and Regional Economics, Structure and Change, M.Jarvin Emerson & F. Charles Lamphear, Boston: Allyn and Bacon, Inc., 1975, pg. 252.

Policy Plan Text, Page IV-15, Lines 5-15:

Policy 4.7: Transportation policy should be pursued and implemented that would.

1. Recognize the costly effects of urban sprawl;
2. Discourage sprawl-type urban growth;
3. Encourage urban containment.

Policy 4.8: Transportation decisions within urban or rural subregions or corridors should be based on a comprehensive planning approach considering at least existing land use environmentally sensitive lands, efficient land use patterns, and the level and cost of urban services.

These policies have been discussed already in various contexts. Two additional points should be stressed. "Efficient land use" is easy to propose, but excepting sewer connections and other similar facilities, several quite valid differences of opinion and willingness to make trade offs exist. The already cited conflict between local government sovereignty and regional transportation policies is a significant matter.

Secondly, any policy to reduce residential density in Southern California is a highly-charged issue. Sentiment to down zone existing areas of Los Angeles is becoming more vocal.

Policy Plan Text, Page IV-16, Lines 14-17:

Policy 4.9: Transportation development shall not be undertaken that would cause prime agricultural lands to be developed or converted to other uses unless there are compelling social, economic, or environmental reasons.

An excellent idea, but given no real examples. Has the Williams Act been properly evaluated? Does this mean the corridor approach - that is placing all transport utility and communications lines in a narrow corridor - to save land? Would this policy be interpreted as retarding rural economic development? Saving farm is an idea everyone can endorse, but who would be heard and what are the consequences of these reactions?

Policy Plan Text, Page IV-17, Lines 9-13:

Policy 4.10: The provision of transportation access to coastal recreational opportunities shall be provided consistent with public safety needs, the need to protect public rights, and the protection of natural resource areas from overuse.

Again this is an excellent idea, but the implications are without comment. Does this mean that an existing carrier would receive special funding for service to coastal recreational areas? What would be the administrative overhead? Or would existing carrier be directed by state policy to provide marginally utilized services? For modal choice riders recreational travel is primarily automobile travel.

Policy Plan Text, Page IV-23, Lines 10-20:

Funds generated from "smog charges" should be used to reduce the air pollution problem. Special rebates usable only for smog devices would be one approach. Subsidies could be provided to remove high polluting vehicles from the road, particularly where rebates to low-income families owning old, high polluting vehicles are needed to reduce the regressive effect of the charge. Revenues could be used to implement preferential lanes and parking for car pools and low-polluting vehicles. Funds could also be used to improve transit service or to compensate those whose health is adversely affected.

This plan's proposals for deregulating transportation, based upon the above text, involves building new agencies possibly as large and expensive so those the plan proposes to dismantle. Some level of cost analysis appears essential to evaluate this policy plan.

Compensating people whose health is adversely affected is a noble ideal. Some of us were born with stronger lungs than others-none of us are perfect biological specimen. Some people are more adversely affected than others by loud noises. Some people are afraid of heights. Generally these situations are considered "Acts of God."

Considering the present public debate regarding high liability and punitive damage and settlements and the questions of retro-active judgements in certain suits the paying of direct benefits to individual smog victims is a pandora's box of questionable advisability to open.

Policy Plan Text, Page IV-26, Lines 14-25:

The TSM efforts should at a minimum include the following elements: (1) exclusive bus/car pool-lane program; (2) a parking management program with preferential rates for high occupancy vehicles and disincentives for individual drivers during morning

peak periods; (3) a bikeway program; (4) a transit improvement program; (5) a paratransit program with particular emphasis given to jitneys; (6) a program for dealing with trucks, motorcycles, and off-road vehicles where appropriate; (7) a joint program with the regional land use agency for the development of land use patterns consistent with achieving improved air quality.

To mandate TSM elements that are not relevant in many areas is not only a waste of time and effort, but is completely opposite to several previous policies in this document stating the importance and necessity of local control.

Policy Plan Text, Page IV-27, Lines 16-19:

Policy 4.17: The state should grant the appropriate major metropolitan planning agencies adequate authority to plan and implement effective programs for reducing motor vehicle emissions.

Many regional agencies presently have these powers. The problem is not one of "adequate authority" but of political power. Regional agencies derive their powers from the jurisdictions they coordinate. To be effective they need a power base, usually associated with the power to tax and the governing authority of elected officials. Despite its difficulty a revision of metropolitan government promises the only real solution.

Policy Plan Text, Page IV-31, Lines 3-13:

The present community noise level standards as defined in state law are desirable and appropriate, but the authority to achieve them needs to be examined and changed. Since the federal government has the authority to control aircraft and the way they operate, it becomes important to select or create an agency that has authority to acquire land, redevelop where appropriate and veto incompatible development adjacent to airports, and that has a source of revenue to carry out these measures. Policy 4.20: The state shall support federal efforts to curb aircraft noise emissions.

Reducing airport noise is an admirable goal. This text is dependent upon a very broad interpretation of the Constitution's Interstate Commerce Clause. The interpretation is so broad that only a court could probably decide if this is an implementable policy.

Chapter 5 - Transportation Policies

Policy Plan Text, Page V-5, Lines 11 - 13:

- Fuel taxes are collected and used for highway building. This tends to perpetuate highway expansion programs. It does not compare highway needs with other pressing needs such as for schools and welfare.

An excellent idea. The highway trust funds do perpetuate highway construction.

Policy Plan Text, Page V-9, Lines 5 - 7:

Policy 5.4: Facility and time-specific road-user charges should be implemented as soon as a practical implementation mechanism can be devised.

Ward Eliot of Claremont College has proposed practical implementation mechanism for road user charges. This policy would discriminate against working people and reward non-productive individuals, certainly not a wise social policy. The idea that changes would be based partly upon peak direction movement, while appearing academically sound, would test the credibility of most citizens.

Very few people have control of their working hours. The surest way to instigate public revolt is to "punish" people for circumstances over which they have no control. Unchanneled and unexpressed frustration is a dangerous and volatile creature.

Public and private transit also experience the same peaking problems as highways. Transferring congestion to more efficient modes has validity, but the only real savings occur when the transit system provides levels of service sufficient to reduce multiple car ownership.

Policy Plan Text, Page V-13, Lines 2 - 10:

Public transit services are essential to the daily activities of many Californians. We cannot solely rely on private automobiles for personal mobility because many people do not own or cannot operate one. Many poor people find it difficult or impossible to own and operate

a car because of their limited income. Many elderly and handicapped individuals are unable to drive because of physical and, in most cases, financial limitations.

This text implies that transit serves primarily those without choice. The experience of the SCRTD Planning and Marketing Departments has been otherwise. While not scientifically proven at this point, the conventional wisdom on transit markets appears questionable.

The set categories of choice and dependent rider seem to be much more variable than generally assumed.

Policy Plan Text, Page V-13, Lines 11-13

In this plan public transit describes passenger transport services for relatively short trips that are available to the general public, usually for a fee.

The assumption shares directly with the above discussion a certain image of the transit rider. Continuing this perception in a state plan is not especially helpful to developing transit ridership.

Much data exists to prove that average automobile trips are longer than average transit trip. Since transit trips are generally calculated on the basis of boarding passengers transfer passengers are counted several times. While total boarding is a consistent measure of transit system use it is not an accurate basis for computing trip lengths. Trip length comparisons generally reveal consumer selection of the most appropriate travel mode. If one assumes that a high percentage of transit riders are choic riders the only possible conclusion is that these people are using their cars for longer trips. Assuming a transit mode quicker than the bus in mixed traffic these same people would choose transit for trips longer than their present choices indicate.

To base public policy judgments upon such a highly constrained situation does not lead to open and creative problem solving. Transit programs in Southern California such as the El Monte Busway and various commuter subscription services have been very successful and increased transit trip lengths.

NOTE: Because of the critical nature of certain issues in this policy plan the next few pages adopt a somewhat different format to allow the researcher to bring together different elements of the text into a more cogent discussion.

Policy Plan Text, Page III-15, Lines 18-20:

POLICY 3.7: WHEN POSSIBLE, PUBLIC DECISION-
MAKING RESPONSIBILITIES SHOULD BE EXERCISED
BY THE LOWEST LEVEL OF GOVERNMENT.

Page V-14, Lines 4-16:

Public transit services are generally used for short trips. These services seldom cross regional boundaries. Different local and regional areas of the state will have different public transit needs. A high capacity rail system may be appropriate for high density areas such as the San Francisco Bay Area, but not a good solution for low density areas. Therefore, the option to choose and the primary responsibility to provide public transit services should be that of local and regional agencies.

POLICY 5.11: THE PRIMARY DECISION-MAKING AND FUNDING RESPONSIBILITY FOR PUBLIC TRANSIT SERVICES SHOULD REST WITH LOCAL AND REGIONAL AGENCIES.

Page V-26, Lines 9-11:

POLICY 5.22: ADDITIONAL AMTRAK SERVICES SHOULD BE REQUESTED AND FUNDED BY THE STATE WHEN CORRIDOR STUDIES CONCLUDE THAT IT IS A COST-EFFECTIVE ALTERNATIVE.

Page V-24, Lines 1-19:

As the provider of state highways, the state must periodically conduct highway needs studies. Private operators are also involved in market evaluation and service needs studies. Highway demands and public transportation services are often closely interrelated. It is generally beneficial for the state as well as private operators to coordinate these efforts through intercity corridor studies.

In some instances, increased bus, rail or air transport services may eliminate or reduce the need for new highway expenditures by the state. Yet increasing such services may not be profitable for private operators. Under these conditions it may be more cost-effective to subsidize the private operators for the increased service than to expand the highway capacity.

POLICY 5.20: INTERREGIONAL CORRIDOR STUDIES BETWEEN MAJOR POPULATION CENTERS SHOULD BE CONDUCTED BY THE STATE IN COOPERATION WITH FEDERAL, REGIONAL, AND LOCAL AGENCIES AS WELL AS PRIVATE OPERATORS.

Regional transportation planning agencies are generally appropriate entities to intervene and persuade individual operators to pool their resources to construct common transfer points or terminal facilities. Rates and schedules for different operators could be coordinated and published together.

People traveling between regions by public transportation use both urban transit and intercity bus, Amtrak, or airline services. They almost always need at least two transfer points to and from intercity services. Intercity and urban transit operators often respond to their passenger needs and provide adequate transfer facilities. If the operators do not provide these, the state and regional agencies may have to intervene to persuade the operators to provide such transfer arrangements. In some instances financial incentives in the form of matching grants for construction of transfer facilities and terminals may become necessary.

POLICY 5.21: STATE MATCHING GRANTS FOR INFORMATION AND FACILITIES FOR INTERCITY TRAVEL SHOULD BE PROVIDED WHEN NECESSARY.

Evidence Disputing Text Statement(s):

NOTE: The abbreviations used in the following texts are:

HSGI - High Speed Ground Transportation
IPT - Improved Passenger Train
NEC - North Eastern Corridor
TLV - Tracked Levitated Vehicle

The few miles of TLV route adjacent to the system access points have a major impact on fixed plant costs. In the built-up areas, land acquisition and guideway construction costs are the highest. For example, in the NEC system the necessity for tunnels (which cost approximately 10 times as much per route mile as elevated guideway) is almost exclusively due to providing access to the city centers.

Similarly, underground terminals are more expensive. Consequently, approximately 20% of the total fixed plant cost is associated with the location of access points. Evaluation of this portion of the investment costs requires detailed investigations of alternate

terminal locations allowing different methods of guideway construction. Suitable feeder systems might provide even greater flexibility of terminal location. The costs must be traded off against the portion of trip time associated with the access to the terminal since block travel time will be relatively invariant.

From: High Speed Ground Transportation Alternatives Study, U. S. Department of Transportation, Assistant Secretary for Policy and International Affairs, Office of Systems Analysis and Information, Washington, D.C., January, 1973, pg. 3-39, 3-40.

In order to gauge the future market potential for IPT and TLV modes in the United States, a number of travel corridors that appear to have potential for successful operation of HSGT have been defined. Two criteria were considered necessary, but not sufficient, for a route between a given pair of cities to be included as a component of what is defined here as the national HSGT network. First, the terminal points for the route had to have a population of 500,000 or more according to the 1970 census. Second, the airline distance between the terminal cities had to be 400 miles or less, on the basis that the fastest HSGT (300 mph TLV) mode could have a travel time advantage with respect to air for distances up to 400 miles.

Potential routes which fulfilled these criteria were not necessarily incorporated into the national HSGT network. While all such routes were considered, some were not incorporated into the network because (1) insufficient intermediate markets (i.e., cities with 1970 populations in excess of 100,000) existed to supplement the patronage between Louisville and St. Louis was not included in the hypothesized national network.

Op. Cit. pg. 4-9.

CORRIDOR RANKING FROM MARKET POTENTIAL ANALYSIS

IPT System (80 mph)

3 Los Angeles-San Diego
9 San Francisco-Sacramento
11 Los Angeles-Las Vegas
13 Los Angeles-San Francisco

TLV System (300 mph)

4 Los Angeles-San Diego
9 Los Angeles-San Francisco
11 Los Angeles-Las Vegas
14 San Francisco-Sacramento

Op. Cit. pg. 4-30.

The trouble is that the regional councils have been given complete freedom to prepare whatever plans they choose ...

It will, in my view, be quite impossible to coordinate these plans. The only possible reply from central Government must be to treat them in a piecemeal way as particular requests or proposals. The effect of this kind of planning is to increase the competitive aspects of regional machinery, encouraging each region to bid for development within a policy and financial vacuum, and by the same token to divorce and remove this machinery from its supposed role of providing advice about the formation of national policies.

From: Papers on Regional Planning, The Town and Country Planning Association, London, 1968, pg. 12.

Yet in present circumstances, considerable regional pressures are inevitable; not only because regions are to some extent competing against each other for government favours and (to a lesser extent) scarce resources, but also because creation of regional machinery has helped to strengthen (or create, as the case may be) regional sentiment. Such sentiment looks naturally to Councils and Boards to stand up for regional interests while they in their turn have the problem of establishing their credibility and proving their worth to the people of the region.

Op. Cit. pg. 103.

Discussion:

The material presented illustrates two related issues: 1) terminal interface, and 2) Regional-level structure.

Policy 5.21 has apparent logic and becomes the critical ingredient in a completely deregulated environment. As the HSGT report notes the costs incurred in providing direct interface can be very large. Attempting to integrate this vague and uncosted policy with the concept of full user charges leads to the conclusion of significant public expenditures and perhaps back to base zero.

Although the researcher has been unable to locate the specific documents several studies have been done of interface problems in downtown San Francisco concerning Golden Gate Transit, Greyhound, Trailways, Southern Pacific RR, BART, Muni, and the Transbay & Airlines Terminals.

Resolution of this problem is far from completion. This problem is a factor in BART's slow ridership growth. The BART - Muni Market Street Subway provides excellent, but costly, interface and illustrates the use of one corridor for both local and regional travel. These economics can only be grasped from the appropriate viewpoint.

Policy 5.11: Local decision-making and policy 5.20: interregional corridor studies appear to confuse the issue. The material on the British Regional Councils illustrate the situation developing from policies 5.11 and 5.20. The U.S. DOT corridor criteria for the HSGT system exhibit principles of greater perspective leading to economically sounder transportation. The optimum solution to the problems of commuters from San Fernando and travelers from San Francisco probably lies in sharing the same rail line. The situation is the same as the freeway with lanes expanding and contracting as demand requires.

The "Corridor Ranking from Market Potential Analysis" from the HSGT study show various projected levels of traffic in some California corridors. This study concluded that a new rail system was justified in California. Whatever their conclusion, corridor-by-corridor studies will yield recommendations for different modes in different corridors. And inter-agency squabbles will ensue. The larger the scale, the more cost-effective rail becomes. South London alone could not justify its British Rail interstructure, but clearly, South East England can.

The density discussion on page V-14, line 7-10 appears to base Los Angeles' density upon dividing the city population into its land area. But Los Angeles City includes the Santa Monica Mountains which significantly lower the density figures. Central Los Angeles poses one of America's greatest urban densities and additionally houses a large "undocumented" population.

Policy Plan Text, Page V-15, Lines 25-28:

Policy 5.12: State-funded incentive grants for public transit should be based on measures that encourage efficiency rather than based upon population, tax revenues, or operating deficits.

Incentive-subsidies are an interesting idea. But the plan does not speak to the extensive experience in Great Britain and elsewhere with incentive subsidy. Also this policy completely ignores the purely social welfare functions of transit.

Policy Plan Text, Page V-16, Lines 8-12:

Policy 5.13: Future state funding for public transit should encourage a more efficient use of existing facilities. New facilities and expansion of existing ones should be supported only when they are the most cost-effective alternative.

Naturally everyone wants cost-effective alternatives. But this only becomes meaningful when given specifics. Large capital investment projects are frequently dismissed as not cost effective solely on the basis of short amortization periods.

Policy Plan Text, Page V-17, Lines 19-20:

Policy 5.14: User charges that reflect the cost of providing public transit services should be encouraged.

This policy completely ignores the political reality of transit fares.

"The history of transit suggests that private involvement can be economically feasible and desirable under many circumstances. The costs of providing service and the benefits received can be readily assigned to providers and users. In countries such as Canada and Mexico, where regulations allow, many individuals profitably provide public transit services."

It is common knowledge that the Canadian Government owns the Canadian National Railroad and Air Canada. While the economic and transportation policies of the provinces vary greatly and it is quite likely the plan's authors are referring to the specific policies of a few isolated provinces, most likely Manitoba. Attached are some comments of Mr. Rhodes, an Ontario Minister for Transportation & Communication, which express sentiment very different from the plan's statement.

"I believe that we have now begun an important transition from the automobile to public transportation. In Ontario all public policy decisions made in connection with transportation have become part of a long-term policy towards greater provision of public transportation services by government...

Our problems are by no means behind us. We have done what must be done: but the massive provision of public transit, largely at public expense, will require a continuing revolution in our attitudes; changes as fundamental as any change achieved through social legislation during this century. The switch to transit which we have now begun will be as historic as the provision of education or health services for private benefit at public expense ...

Another major policy area is our provision of subsidies for operating deficits. Until April of this year, the province had already committed itself to sharing one-half of the deficits of municipal transit operations up to a limit specified by a population and ridership formula."

From: Urban Transportation in Ontario, An address by the Honorable John R. Rhodes, Ontario Minister for Transportation and Communications, delivered to the Canadian Urban Transit Association, Calgary, Alberta, June 24, 1974, pg. 6, 8, 11.

Policy Plan Text, Page V-18, Lines 6-10:

"Federal and state subsidies are available to public operators of transit services but not to private operators. These policies often result in a subsidized public operator competing directly or indirectly with private operators. "

This statement ignores several facts: the federal removal of the excise tax on buses included private as well as public operators. Transport of New Jersey and other private operators receive government subsidy. BART and other regional public carriers have relieved the private interurban bus carriers of many unprofitable routes they were previously forced to operate to maintain their franchises. This represents an indirect subsidy to private carriers.

Policy Plan Text, Page V-23, Lines 27-28:

Policy 6.19: The state should gradually remove entry and rate controls for intercity bus services.

If this policy were to be implemented who would subsidize the present marginal routes the franchise holders are forced to operate?

Policy Plan Text, Page V-30, Lines 4-5:

"Residential and recreational land uses are particularly sensitive to noise."

This statement is most usual since standard zoning practice is to surround airports with open space recreational land uses. In discussing the noise problem at Kennedy Airport one critic stated: "...that the land be used for more suitable purposes, such as recreational..." (From: Airports and Their Environment, A Guide to Environmental Planning, Department of Transportation, Office of the Secretary, Assistant Secretary for Environment and Urban Systems, September, 1972, pg. A-52).

Chapter VI

Jitney Operation

Jitneys provide a level and quality of service between the taxicab and transit bus. This product position can only acquire an economically viable market share under very specific conditions which do not exist with the prevalent levels of private automobile ownership.

Jitneys are successful in the undeveloped countries where they compete with public transit by offering a quicker, seated ride for a slightly higher fare than transit coaches. Private automobiles have an approximate 10% market share in these countries.

Some special situations of viable jitney service exist in the United States. However, no 1976 cost and revenue data is available. Any reasonable deduction must assume an increasingly difficult economic environment for jitney operators. The Atlantic City System works because of the seasonal and night life characteristics of a tourist town. The San Francisco jitneys operate only on one street. Revenues provide for only modest incomes - most drivers are semi-retired or are traveling to and from work elsewhere - providing essentially a carpool for profit service.

Jitneys are efficient for trips of approximately two miles. Minimum passenger turnover for economic operation is therefore greater than that required by a standard transit coach. They represent, in certain rare workable special situations, a premium para-transit

service, but without the competitive advantages, or potential competitive advantages of comfort, reduced fares, preferential treatment, and economics of scale of the standard transit coach.

Jitneys, like taxicabs, introduce a new level of inefficiency into the transportation system. Because these modes must cruise empty to find passengers they can congest the streets and pollute the air without moving anyone anywhere. "New York City is considering a ban on taxi cruising on Manhattan Streets in response to the 1970 Clean Air Act." (From: Taxicab Service", Michael A. Kemp, in Para-Transit, Neglected Options for Urban Mobility, Ronald F. Kirby, et.al., Washington, D.C., The Urban Institute, 1974, pg. 97).

This proposal is understandable since taxi's represent 61% of all traffic in midtown Manhattan. (From: Transportation Control Strategy Development for New York Metropolitan Area, U.S. Environmental Protection Agency, Office of Air and Water Programs, Office of Air Quality Planning and Standards, Research Triangle Park, North Carolina, 1972, pg. 5.3.

Considering these volumes it is not surprising that running times for buses and automobiles increased 33% during the 1967 taxi strike in London's West End. (From: Effect of One Day's Withdrawal of Taxi Service on Traffic in the West End of London." by M. Marlowe, Report LR114. Crowthorne, U.K.: Road Research Laboratory, 1967).

Chapter VII

Transportation for the Handicapped

The California Transportation Plan - Policy Element does not adequately cover the transportation needs of the handicapped. The following statement of the California Association of the Physically Handicapped, Inc., while not policy of the Southern California Rapid Transit District, develops many salient features and omissions of the policy plan and is therefore included in this document for that purpose.

CALIFORNIA ASSOCIATION of the PHYSICALLY HANDICAPPED, Inc.

a non-profit corporation

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October 6, 1976

Mr. George Gray, Chairman
Interagency Social Services
Public Transportation Committee
1120 N Street
Sacramento, CA 95814

Dear Mr. Gray:

At the October, 1976 Board of Governors meeting of this organization, a draft policy statement with footnote attachments prepared by your Committee and dated 9/30/76 was furnished to us for our comments.

After considerable discussion of both the Interagency draft and an alternate Caltrans draft, our organization respectfully requests consideration be given by your committee to an amended draft as attached.

It is our conviction that the amended language we are suggesting is necessary to serve the best interests of the handicapped community and is consistent with the aims of your draft policy statement.

We appreciate this opportunity to participate in the policy drafting process and offer our continued participation in this effort.

Sincerely yours,

BOB CAMPBELL
President



CAPH DRAFT
POLICY

The elderly and handicapped¹ shall have the same rights as other persons to utilize public transportation facilities and services². As a long-term objective all systems shall be fully accessible. This will be achieved by (1) having access to every vehicle in a conventional fixed route³ system, and (2) having access ~~as necessary~~ to vehicles in other specialized or supplemental systems⁴ such that the requirements of "equivalent facilitation"⁶ are met. The mix of specialized or supplemental services⁷ to be provided is an appropriate local decision. The transition from existing services to accessible services shall begin immediately and be completed within the normal life span of vehicles which are purchased in 1977.

All transit vehicles purchased and bus bid packages requiring UMTA concurrence after February 15, 1977 for a conventional fixed route system and ~~all vehicles purchased~~ for the accessible portion of specialized or supplemental systems shall be fully accessible. In addition, all State and Federal planning requirements regarding the elderly and handicapped will be met by January 1, 1978⁸.

As an interim objective by January 1, 1985, all vehicles at the base service frequency⁵ on a conventional fixed route system shall be fully accessible. This objective may be achieved either through the purchase of new vehicles or the retrofitting of existing vehicles or a combination of these actions. Specialized or supplemental systems, by January 1, 1985, must provide equal ~~the equivalent~~ ~~of base service based on or similar proportional~~ "equivalent facilitation".

DEFINITIONS FOR THE PURPOSE OF THIS POLICY ONLY

1. "Elderly and Handicapped" persons means those individuals who, by reason of illness, injury, age, congenital malfunction or other permanent or temporary incapacity or disability, including those who are nonambulatory wheelchair-bound and those with semi-ambulatory capabilities are unable without special facilities or special planning or design to utilize mass transportation facilities and services as effectively as persons who are not so affected. (Source: Section 609.3 of UMTA Rules and Regulations)
2. Public transportation facilities and services means any transportation services funded by public monies to provide transportation to a general public.
3. "Fixed Route" refers to a route on which transit operates which remains the same from week to week, e.g., vehicles which operate over the same network of streets. Being a fixed route does not preclude the possibility of changing the route to meet changed demand patterns.
4. Specialized or supplemental systems can be described in terms of three types of services: hail or phone-taxi, dial-a-ride, jitney; prearranged ride sharing-car pool, subscription bus, route deviation; hire and drive-daily and short-term rental car.
5. "Base service frequency" means the times between bus arrivals which are common throughout the day. For example, if 30 minute headways are common throughout the day with 10 minute headways during the peak periods, the base service level would be 30 minutes.
6. "Equivalent Facilitation" is a concept used in California's architectural barriers law to determine when a building may be excused from full accessibility. Thus, all parts of a building need not be fully accessible if, in the portion that is usable by the handicapped, all facilities normally sought and used by the public are available such that "... it is clearly evident that equivalent facilitation ... is thereby secured." (Sec. 4451, Chap. 7, Div. 5 of Title 1 of the Govt. Code). An alternative service to full accessibility must pass the test for equivalent facilitation. (Source: Design Criteria for Transportation for the Disabled by Dennis Cannon)

TEST FOR EQUIVALENT FACILITATION

- a. Equivalent origin/destination. The average able-bodied user of public transportation has a choice of destinations determined primarily by the matrix of the current transit system. In a reasonably extensive system, the

user may choose equally between work, shopping, entertainment, visiting friends, etc. Demand-responsive modes which restrict options may not provide such equivalency.

- b. Equivalent Trip-Decision Time. An equivalent alternative system must require no more advanced decision to travel than the average able-bodied user on the primary system. Thus, on a system with an average 20-minute headway, for example, the typical user need decide to travel a maximum of 20 minutes prior to departure plus travel time to point of entry to the system, and can decide to change destinations enroute.
- c. Equivalent Travel Time. Average travel time between any two points should be no longer on an alternate system than it is on that used by the able-bodied population.
- d. Equivalent Transfer Frequency. In a system in which, to get from any two points in the service area, one transfer is considered usual, two are considered acceptable, and three unacceptable, the same should be true of the alternate system.
- e. Equivalent Service Range. Service for the handicapped must ultimately extend over the entire service area.
- f. Equivalent Fare. The fares charged on an alternate system must be no higher than those charged to the able-bodied using the primary system, including transfer charges, reduced fare requirements notwithstanding.

-
7. "mix of special and supplemental services" includes demand responsive service provided by a variety of vehicles including small buses, vans and taxicabs and special services which can include subscription bus service, prearranged service for special groups, etc.

8. State and Federal Planning Requirements

a. State Planning Requirements

Regional Transportation Planning Guidelines revised
December 1975 - State Transportation Board.

Planning Process Section - pg. 8

Transit. As a minimum each RTPA should study transit to the extent required to determine whether there are

transit needs that can be reasonably met as required by the Transportation Development Act. A transit needs study should at least consist of locating the transportation disadvantaged population, determining their needs, inventorying existing methods of transportation, suggesting one or more methods by which they could be served, and estimating potential patronage, revenues and costs. Once transit needs are determined, they should be updated only to the extent required to reflect changed conditions. The final determination of whether there are transit needs that can reasonably be met lies with the governing body of the RTPA.

Citizen Participation Section - pg. 9

Each ("Citizen Participation") program should specify actions to assure that participation be secured from groups that have not historically been involved in planning, such as the young, old, poor, handicapped, and ethnic minorities.

Inventories - pg. 10

Each RTPA shall inventory the basic information to be utilized in the planning process. Some of the factors are population, employment, social characteristics including locational data and other demographic information pertaining to low-mobility persons, land use, transportation facilities (including a review of current services for the elderly and handicapped and accessibility to existing public transportation systems) ...

b. Federal Planning Requirements

Section 16(2) of the UMTA of 1964, as amended directs that special efforts be made in the planning and design of mass transportation facilities and services so that the availability of mass transportation which elderly and handicapped persons can effectively utilize will be assured; and directs that all Federal programs offering assistance in the field of mass transportation contain provisions implementing this policy.

Pursuant to the planning requirements established for urbanized areas, UMTA and FHWA have jointly issued regulations that require the urban transportation planning process to include special efforts to plan public mass transportation facilities and services that can effectively be utilized by elderly and handicapped persons.

The following is advisory information on planning for elderly and handicapped persons under UMTA and FHWA joint regulations:

The service provided to areas with a high proportion of elderly residents is required to be shown in applications to UMTA for capital and operating assistance.

The focus of this guidance is on service to persons who, because of age or disability, are unable to utilize present transit service and facilities effectively, particularly those who use wheelchairs or other mobility aids which are not accommodated by current bus design. Specific planning for this group is central to meeting the special efforts requirement.

The MPO must describe in what way such persons (elderly and handicapped) including wheelchair users and semi-ambulatory persons, were involved in the planning and programming process.

In order to fulfill the special efforts requirement in planning, it will be necessary to identify the location and transportation needs of wheelchair users and semi-ambulatory handicapped persons within the urbanized area. To the extent possible, this information should be derived from existing and secondary services. Primary consideration should be given to self-identification techniques, i.e., asking the handicapped to identify themselves and report their transportation needs to the planning body, as opposed to elaborate search techniques.

UMTA will not specify a program design to meet the "special efforts" requirement. However, the following examples are illustrative of a level of effort that will be deemed to satisfy this requirement with respect to wheelchair users and semi-ambulatory persons:

1. A program for wheelchair users and semi-ambulatory handicapped persons that will involve the expenditure of an average annual dollar amount equivalent to a minimum of five percent of the Section 5 apportionment to the urbanized area.
2. Purchase of only wheelchair-accessible new fixed route equipment until one-half of the fleet is accessible, or, in the alternative provision of a substitute service that would provide comparable coverage and service levels.

3. A system, of any design, that would assure that every wheelchair user or semi-ambulatory person in the urbanized area would have public transportation available if requested for ten round trips per week at fares comparable to those which are charged on standard transit buses for trips of similar length, within the service area of the public transportation authority. The system could, for example, provide trip coupons to individuals who would then purchase the needed service.

Additional Criteria for UMTA approvals under 23 CFR 450.320 - effective May 31, 1976.

The Urban Mass Transportation Administrator will grant project approvals pursuant to 23 CFR 450.320(a)(3) only if:

- (a) The urban transportation planning process exhibits satisfactory special efforts in planning public mass transportation facilities and services that can be utilized by elderly and handicapped persons; and
- (b) The annual element of the transportation improvement program developed pursuant to 23 CFR 450.118 and submitted after September 30, 1976 contains projects or project elements designed to benefit elderly and handicapped persons, specifically including wheelchair users and those with semi-ambulatory capabilities; and
- (c) After September 30, 1977, reasonable progress has been demonstrated in implementing previously programmed projects.

FEDERAL URBAN TRANSPORTATION PLANNING REGULATIONS

On September 17, 1975, the Federal Highway Administration (FHWA) and the Urban Mass Transportation Administration (UMTA) issued new joint regulations governing the urban transportation planning process. These were promulgated in Part 450, Title 23 and Part 613, Title 49 of the Code of Federal Regulations. The new regulations unify the individual transportation planning and programming requirements of FHWA and UMTA and supersede most of the previous planning guidelines of these two agencies.

These new joint regulations involve several changes from previous Federal procedures. Specifically, they require the preparation of a short-range multi-modal program of transportation improvements called a Transportation Improvement Program (TIP) and a low capital intensive program to improve the overall efficiency and people-moving capability of the transportation system called a Transportation Systems Management Element (TSME).

The Transportation Improvement Program (TIP) is a staged multi-year program of urban transportation improvements. The annual element of the TIP is the first program year which includes a somewhat detailed description of projects. Projects identified in later years are not described in as much detail. The TIP must be developed and updated annually.

The Transportation Systems Management (TSM) element provides for the short-range transportation needs of urbanized areas by improving the people-moving capabilities of the existing system without providing new facilities or making major changes in existing facilities. It may include traffic engineering, public transportation, regulatory, pricing, management, operational and other improvements to the system.

Projects in the TIP should include, but need not be limited to: engineering activities (planning, design, etc.) related to acquisition or construction of transportation facilities; acquisition of rights-of-way, construction and reconstruction of highways, busways and fixed guideways; fringe parking facilities; major street improvements; transit rolling stock acquisitions; TOPICS projects; bicycle and pedestrian facilities; major revisions in levels of transit service and preferential bus and carpool lanes; staggered work hours; measures to increase carpooling, regulation of parking supply and costs; and projects to meet the special needs of the elderly and handicapped.

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