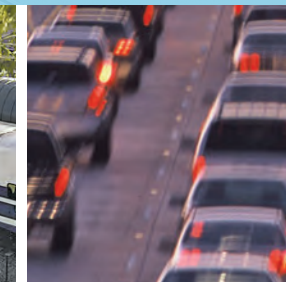


# OCTA

orange county transportation authority



## strategic plan

FEBRUARY 2011

OCTA  
orange county transportation authority  
**strategic plan**

February 2011

prepared by



## Letter from the Chief Executive Officer

To Chair Patricia Bates and members of the OCTA Board of Directors:

I am pleased to present to you OCTA's Strategic Plan for 2011 to 2016. Starting this year, we will sharpen our vision for the future and set into motion the Strategic Plan that will aid our efforts to improve the organization and better deliver transportation projects and programs within the region.

Like transit agencies around the state and nation, we were not immune to the impacts that resulted from shrinking revenues, lagging ridership, and cuts in funding. By acting quickly and making the difficult but necessary decisions to bring transit service and the size of our organization in line with our funding, OCTA was able to successfully manage through the recession.

In order to focus our efforts, decisions, and programs for the future, I asked for your engagement in the creation of a five-year Strategic Plan with the goal of identifying performance measures for establishing and maintaining a performance-based management structure at OCTA. Under your direction, the Strategic Plan will set the foundation for our future success in Orange County and will help OCTA take a strategic, outcome-oriented approach to implementing our programs. The Plan, which will be updated every two years, refines our agency's core goals and objectives, and sets measurable strategies to ensure we are keeping our promises to the voters, while fully engaging you, our employees and our stakeholders in the process.

Sincerely,

A handwritten signature in black ink, appearing to read "Will Kempton", followed by a long horizontal line extending to the right.

Will Kempton

Chief Executive Officer

## Acknowledgments

### OCTA Board of Directors

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# executive summary

The Orange County Transportation Authority (OCTA) is at a crossroads. During the 20 years of OCTA's existence, the agency has been known as a high-performing organization. However, economic, funding, demographic and regulatory challenges are requiring OCTA to refocus, re-invent and reorganize.

In response to these challenges, the Chief Executive Officer (CEO) with Board of Director's support, called for development of OCTA's first Strategic Plan. This Strategic Plan has been created through in an inclusive process. It is designed to be performance-based, employing a balanced scorecard to report and organize action around results.

## **Strategic Plan Process**

The five-year Strategic Plan was developed through an inclusive process of employee, Board of Directors and outside stakeholder participation. This process included:

- Initial consultation and ongoing guidance from the CEO, executive management, and external community and business stakeholders. The Board of Directors provided direction and approval.
- An active program to engage OCTA's 1,500 employees through a survey, focus groups and interactive website.
- Continual engagement of internal multi-departmental teams as well as individual divisions/departments in Strength Weakness Opportunity and Threat (SWOT) analysis, design of strategies and identification of key performance measures.

### **Key Trends and Implications**

While some of the trends are shared with other agencies in Southern California, each has a unique impact on OCTA and its partners and customers.

- **Population and employment increases will lead to more travel and worsening congestion**, creating further delay for both intra- and intercounty trips.
- **A recovering economy will lead to further growth in goods movement**, increasing the impact on freeways, local streets and intersections and railways.
- **Environmental, regulatory and right-of-way constraints** will challenge traditional project delivery methods and solutions.
- **Continued funding challenges** will require more focus on both in-house and external partnerships to generate revenues and close service gaps.



- **Public needs for increased government transparency** will call for OCTA to more clearly understand customer communication needs and implement tools to meet them.
- **The aging workforce coupled with increased competition for top performers** means that OCTA will need a clear strategy for succession planning and workforce development.



## **OCTA Strategic Initiatives**

Through the strategic planning process, OCTA has identified priority initiatives and activities to address these trends and challenges. Priority strategic initiatives for 2011-2016 are to:

### **Deliver the Capital Action Plan**

Ensure milestones included in the Board approved Capital Action Plan (formerly Early Action Plan) are met. This includes making progress on all Measure M2 freeway projects, development of six grade separation improvements, Metrolink service expansion, delivery of environmental programs, allocation of streets and roads grant funds and implementation of taxpayer safeguards.

### **Create and Implement a Vision for the Transit System of the Future**

Complete the Transit System Study which includes adoption and

execution of guiding principles for expanding and modifying the bus transit system, identifying innovative service delivery models, integrating bus and rail transit and providing cost-effective transit solutions.

### **Sunset Measure M1, Advance Measure M2**

Identify and carry out activities required to close out Measure M1 after it sunsets on March 31, 2011 according to the policies outlined in the Ordinance and approved by the Board. Ensure policies and guidelines are in place to begin M2 implementation of streets and road grant programs, transit programs and environmental programs.

### **Strengthen Regional Connections**

Work with regional partners to explore managed lane concepts along Interstate 405 and at the State Route 91/State Route 241 Interchange.

Develop overarching operational goals for managed lane programs. Improve system operations through implementation of HOV continuous access on freeways.

### **Enhance Customer Satisfaction**

Benchmark and monitor customer and constituent, attitudes, perceptions and awareness levels to ensure OCTA programs and services reflect customer needs. Support internal customers in the implementation of all of OCTA's services, projects and programs to assure efficiency and effectiveness.

### **Ensure Fiscal Sustainability**

Establish and implement a process for developing an annual performance-based budget linked to the goals, objectives and performance measures of the Strategic Plan.



## strategic plan framework

The core elements of the Strategic Plan form the Plan Framework; which consists of the following:

### VALUES

Principles that guide OCTA staff in their day-to-day work.

### VISION

The future that OCTA is striving to create.

### MISSION

Defines the overall purpose and role of OCTA.

### GOALS

Broad statements of direction that OCTA is undertaking in order to carryout its mission.

### OBJECTIVES

Derived from the Goals and detail specific results that need to be achieved to make progress toward each Goal.

All of these elements are represented in the graphic portrayal of the Plan Framework which appears on the facing page and serves as a high-level visual overview of the OCTA Strategic Plan.

### Promote Environmental Sustainability

Develop and implement an agency-wide sustainability plan which is cross-divisional in nature, incorporates multiple modes and supports Orange County’s Sustainable Community Strategies.

### Pursue Public Private Partnerships

Continue federal and state advocacy efforts to make process improvements that expedite

project delivery, align planning and legislative priorities, and maximize funding opportunities.

### Sustain Organizational Excellence

Implement human capital management strategies and systems in order to build on existing mechanisms in place to assure excellence both within the organization and externally in how OCTA conducts business.

STRATEGIC PLAN FRAMEWORK →

values



vision

An integrated and balanced transportation system that supports the diverse travel needs and reflects the character of Orange County.

mission

Develop and deliver transportation solutions to enhance quality of life and keep Orange County moving.

goals



Deliver programs, projects and services to improve the movement of people and goods throughout Orange County and the region.

**OBJECTIVES:**

- Travel Time and Speed
- Capacity and Level of Service
- Operational Performance
- Quality and Ease of Use

Enhance customer satisfaction by understanding, connecting with and serving our diverse communities and partners.

**OBJECTIVES:**

- Public Awareness and Perception
- Customer Satisfaction
- Community Engagement
- Collaborative Planning

Ensure fiscal health through prudent financial management and by protecting and leveraging available revenue sources.

**OBJECTIVES:**

- Financial Management
- Efficient Operations
- External Funding Maximized
- Investment Protection

Embrace responsible policies and practices designed to promote environmental sustainability and enhance the safety and quality of life in Orange County.

**OBJECTIVES:**

- Project Delivery
- Environmental Sustainability
- Safety

Continue the tradition of being a high-performing organization through employee development and efficient business practices.

**OBJECTIVES:**

- People Development
- Processes Improvements
- Systems Efficiencies



### **Balanced Scorecard to Measure Progress**

Progress in achieving the goals and objectives set forth in the Strategic Plan will be reported in the form of a “dashboard” or balanced scorecard. The measurements to communicate the overall goals of *Mobility, Public Service, Fiscal Sustainability, Stewardship, and Organizational Excellence* are in terms that are meaningful to the traveling public and the employees who are delivering the projects, programs and services.

The balance scorecard approach takes into account measurement not only of financial well-being and operational performance, but also includes customer service and satisfaction, processes and efficiencies, stewardship, and employee excellence and engagement.

### **The Strategic Plan in Action**

OCTA will engage with and employ the Strategic Plan during the annual planning, budgeting, implementation and evaluation cycle. Briefly, this process will be:

- **Environmental Scan** - each year, re-visit current trends, conditions, customer needs and performance results and requirements
- **Strategic Plan Update** - every two years adjust or update the Strategic Plan objectives, strategies and measures to best meet these needs
- **Chair and CEO Goals** - issue Chair and CEO Goals for the year to highlight key strategies and targets
- **Budget Guidance** - issue annual budget guidance focused on funding priorities to achieve objectives and targets
- **Implementation** - adopt annual budget and implement strategies
- **Measurement and Reporting** - measure and report on progress on strategies and toward achievement of targets
- **Assessment and Updated Trend Scan** - Re-initiate cycle for upcoming budget cycle

### **Conclusion**

The Strategic Plan is intended to create an understanding of OCTA's challenges and opportunities and provide unity and clarity for OCTA's customers, partners, Board of Directors and staff. Implementation has already begun through the unification around the Vision, Mission and Goals of OCTA. Future activities will further refine the measures and create an internal structure to manage implementation of the Plan.



# chapter one: introduction

The Orange County Transportation Authority (OCTA) is known as an agency that delivers. Created by state law in 1991 as a merger of separate operating and planning/funding agencies, the OCTA has managed an award-winning bus system, ensured the construction of one of the most extensive freeway expansion programs in the nation and led the way in innovative customer service and communica-

## **Purpose of the Strategic Plan**

OCTA is also an agency in transition. Voters approved renewal of Orange County's sales tax for transportation (the Renewed Measure M, or "M2") with high expectations for continued aggressive project delivery. While Orange County residents and businesses know OCTA for its high-visibility construction projects and bus services, OCTA is increasingly being asked to take leadership positions in other areas, such as environmental programs, intercounty

coordination, services for disadvantaged populations, goods movement and innovative financing methods (such as Public-Private Partnerships, or PPP).

To balance these competing needs while continuing to deliver on promises, the OCTA Board of Directors and management staff recognized the need to create the agency's first Strategic Plan. While this Strategic Plan contains familiar elements - a Vision, Mission, Goals, Objectives and Values - it is also a performance-based plan, aiming for an enhanced focus on performance, accountability and transparency.

The process involved in creating this Strategic Plan was designed to be inclusive and engaging. All levels of the OCTA organization were involved - from coach operators to administrative support personnel to management to Board



members. Outside key stakeholders also were consulted and involved in the process, beginning with interviews and continuing with identifying directions, strategies and measurements.

The Strategic Plan, which looks out five years to 2016, is designed to be used immediately as guidance for OCTA's annual budget process.

The performance measures and “dashboard” (status report) will be used internally to gauge effectiveness of the strategies and externally as a way of communicating with the public, Board and internal staff OCTA's performance against objectives. This performance reporting is not intended to be punitive but is designed to serve as a communications tool, allowing management, the Board and departmental staff to identify the most effective strategies and to adjust strategies that may not work as planned.

The following pages describe the OCTA organization, its challenges and opportunities, the process for developing this plan and the resulting strategic plan framework, including values, vision, mission, goals, objectives, strategies and performance measures.

It concludes with the process for

implementing this Strategic Plan through the budgeting and annual work program development process.

The Plan is intended to be a flexible tool and will be adjusted over time to meet the continuing changes and challenges OCTA faces - so that OCTA can achieve the vision of creating *an integrated and balanced transportation system that supports the diverse travel needs and reflects the character of Orange County.*

### **Organizational Overview**

The OCTA is a multi-modal transportation agency formed through consolidation of the former operating agency (the Orange County Transit District) with the planning and funding agency (the Orange County Transportation Commission) and several other transportation related agencies. OCTA has broad-ranging



responsibilities and works in partnership with federal, state, regional and local agencies to fund implementation and maintain transportation programs and services throughout Orange County.

OCTA is governed by an 18-member Board of Directors consisting of the five county supervisors, ten elected official city representatives, two public members and the Director of the California State Department of Transportation (Caltrans) District 12, who sits as a non-voting member.

OCTA serves Orange County residents and travelers by providing countywide bus and paratransit service, funding Metrolink rail service, managing the 91 Express Lanes, funding freeway, street and road improvement projects, overseeing construction of major freeway improvements, creating individual

and company commuting solutions, providing motorist aid services and regulating taxi operations.

### Key Trends, Issues and Challenges

#### A Growing and Changing Orange County

Orange County has grown, and will continue to grow, as a thriving metropolitan region. According to projections from the Center for Demographic Research (CDR) at the California State University, Fullerton, the demographic landscape of Orange County will change dramatically during the next 25 years. During this period the population is forecast to grow by 14 percent and employment will increase by 10 percent.<sup>1</sup> Housing is projected to increase by 12.7 percent during this same time period and

<sup>1</sup> Destination 2035 Executive Summary, Draft LRTP (p. 3)



the number of residents aged 65 and over will nearly double. Growth in these areas and other factors will place increasing demands on the transportation system. Population growth in concert with changes in



the characteristics of the population will place increasing demands on the transportation system, including a projected 30 percent increase in vehicle miles traveled, outpacing population and employment. Daily transit trips are expected to grow by 14 percent between 2008 and 2035.

Without improvements to the transportation system, by 2035, average peak freeway speeds are expected to be close to 35 miles per hour (mph)

in the mixed flow lanes and about 40 mph in the HOV lanes. Average roadway speeds will be approximately 25 mph. As a result, about 50 percent of freeways and 20 percent of the roadways will be considered congested or severely congested during peak travel periods.<sup>2</sup> In response to increasing freeway and roadway congestion, OCTA projects an increasing number of County residents, as well as residents from other counties traveling to Orange County, will rely on public transportation to ensure mobility. This shift in demand will lead to an ever-increasing need to fund transit alternatives to passenger vehicles such as Bus Rapid Transit (BRT), Express Buses and rail service.<sup>3</sup>

The diversity of Orange County communities raises additional issues

<sup>2</sup> Destination 2035, Draft LRTP (p. 36)

<sup>3</sup> Combined Planning Summary—Strategic Planning for Performance Based Management (p. 4)



that need to be addressed in long-term transportation planning. North Orange County, which is denser and more urbanized, has more extensive existing transportation options as a major employment and tourism center. However, aging infrastructure and the mostly built-out environment presents challenges to the creation and/or improvement of infrastructure. Some of these communities are planning in-fill or Transit-Oriented Development (TOD), which has the promise of

supporting increased public transportation efficiency.

South Orange County is less dense and contains newer planned residential communities. The transportation infrastructure in South County is not as extensive and is built at less compact scale, which currently suits the more localized needs of the communities. South County is also an environmentally-sensitive area, with considerable wetlands and open space resources. While these communities may not have the density or infrastructure of North Orange County, they have expressed the need and interest in continuing to be part of the decision-making process as it relates to transportation.

**Goods Movement**

The Southern California region handles 44 percent of the Nation’s containerized imports, and is thus the premiere international commerce



gateway. As the flow of goods throughout the region continues to grow, it places an increasing strain on the region’s highways, streets and rail lines. The increase in goods movement affects mobility, the environment, and local communities, with potential detrimental effects on the region’s - and Orange County’s - quality of life. OCTA has

a stake in goods movement, including addressing environmental and health impacts, promoting the safe and efficient movement of goods through freeway improvements and grade separations, and securing the region’s fair share of public and private funds for investment in freight transportation.



### **Infrastructure**

OCTA faces several challenges with infrastructure that will require innovative solutions and coordinated strategic planning. A physical infrastructure constraint becomes more evident as freeway and roadway networks in Orange County near build out resulting in lack of available right-of-way. Additionally, although Orange County's managed

lanes (the carpool lane network, toll roads, and the 91 Express Lanes) provide consistent traffic flow, they are also nearing capacity. Bus replacement and facilities upgrades to address environmental and fuel efficiency mandates will also continue to present challenges, especially in light of state and federal funding cutbacks.

### **Operations**

Operational changes are among the options to help address growing congestion, including maintaining efficiency and potential expansion of managed lanes. An important challenge is how to best utilize an aging infrastructure, which applies to much of Orange County's transportation network. The growing population and rebound of the economy will result in more trips per year, more wear and tear on Orange County's freeways and roadways,

resulting in greater maintenance costs. On the bus transit side, while availability of capital funding is always a challenge, the outlook for increased operational funding is exceptionally bleak. This will require even more demand for efficiency in operation and maintenance of the bus system and new ways of delivering services.

### **Organizational Setting**

OCTA has broad authorities and mandates - from funding to operations to construction. However, OCTA also must operate within a complex decision-making and policy environment:

- OCTA has considerable control and influence over projects within the County, including lane widths, operational policies and funding. However, transportation needs and issues do not end at the county line. OCTA

and neighboring counties must cooperatively implement projects that truly serve intercounty travel needs.

- Similarly, OCTA allocates grant and formula funding to local communities for streets, roads and operational improvements. While projects must meet certain criteria and funds must be expended as proposed, OCTA has only a limited degree of influence over project performance or effectiveness.
- Metrolink commuter rail service is jointly funded by five counties. While OCTA has a “place at the table,” service levels and policies in Orange County are impacted by decisions made by other counties, the state, the federal government and the railroads.
- SB375 and AB32, the state measures aimed at reducing greenhouse gas emissions, impact OCTA but OCTA is not



responsible for - nor can it directly influence - land use decisions in local communities. Furthermore, even if cities reconfigure to provide more transit-friendly land uses, OCTA may not have the resources to serve them.

**Organization and Culture**

OCTA has been very successful in implementing single-focus projects,

such as individual highway projects, transit system improvements and management and tracking systems. During the strategic planning process, employees and stakeholders alike identified this as both an asset and a liability. The singular “get it done” focus has the potential to inhibit collaborative cross-functional thinking and planning required to facilitate joint action between



departments.

Departmental autonomy has been a strength, but it must also be tempered by processes and systems that work across departmental lines. In the future, this will become increasingly important as OCTA grapples with planning, regulatory and environmental issues that can best be addressed through an inter-departmental approach that leverages

the collective expertise of the entire organization. With this goal in mind, the strategic planning process has been seen as an opportunity to enable more effective communication and successful teamwork agency wide.

In a related vein, there are generational differences among employees and cultural differences between disciplines that can present barriers to future collaboration. In addition, there are concerns that recruitment and training are not positioned to meet future demands. The loss of staff and capacity as a result of retiring baby boomers and turnover requires strategies aimed at retention and recruitment of talented staff members.

#### **External**

Although outside of the direct control of OCTA, the Authority needs to consider external factors and make efforts to address them. Among the external challenges facing

OCTA are funding and resource constraints. There is inadequate funding and traditional funding sources for transportation projects such as street maintenance, new freeway construction, and bus and rail service are not keeping pace with growth.<sup>4</sup> In addition, the increased diversity in funding sources and requirements means that OCTA must always be in the learning mode to maximize funding.<sup>5</sup>

OCTA will need to prioritize funding opportunities to maximize receipt of state and federal funds as well as special grants and best utilize the capacity of staff. During the strategic planning process, many participants expressed that OCTA needs to position itself to be effective in dealing with new fiscal and regulatory realities.

<sup>4</sup> New Directions

<sup>5</sup> SWOT Focus Group Summary

New grant opportunities and sustainability requirements in particular will require cross-departmental cooperation, for example between Finance and Planning and among Government Affairs, External Affairs and Planning. Similarly, there are opportunities to cooperate externally with cities, other agencies and the private sector to increase efficiency and leverage resources, including grants and funding.

The outside public and policymaker perception of Orange County as a homogeneous, wealthy area is one that is far from the reality of a diverse and forward-thinking 21st century Orange County. The perception that OCTA “doesn’t need the money” could be challenging to overcome in an increasingly competitive funding environment and is an image that should be corrected through a more balanced portrayal of Orange County when seeking competitive funding for

major projects.

OCTA has a track record of delivering on promises. While this - along with motorist frustration with congestion - contributed to passage of M2, the trend both nationally and locally is a lack of trust in government and increased need for transparency and communication. This potentially hinders regional, state and federal efforts to increase funding for transportation and related programs. This increased outside scrutiny compels OCTA to better articulate what they do, their goals, and the services they provide to the community.

#### **Environmental Issues**

There are strong community concerns with major widening and/or construction of additional roads and freeways. These concerns are coupled with an increased scrutiny in development as it relates to



environmental and health impacts. In fact, environmental regulation as a result of legislation or other policies is a challenge OCTA will face. OCTA will need to work with local communities to address potential impacts and mitigation measures. This is a sensitive issue OCTA will need to address with any major long-term infrastructure goals.





# chapter two: strategic plan framework

The OCTA Strategic Plan defines future directions and priorities of the Authority. This Strategic Plan will help guide decision-making, while facilitating ongoing planning and implementation within OCTA for years to come.

## Introduction and Overview

The core elements of the Strategic Plan and the relationships between them are presented in the **Strategic Plan Framework**. The diagram on the following page is a graphic display of this Strategic Plan Framework, which offers a visual, high-level overview of the OCTA Strategic Plan.

The Strategic Plan Framework consists of the following elements:

- The *Values* express the beliefs and principles that guide OCTA and are the basis from which each staff member operates.
- The *Vision* describes the ideal future OCTA is striving to create.

- The *Mission* summarizes the purpose of OCTA and the role it plays in achieving the vision.
- The *Goals* are broad statements of general direction leading toward a desired end state.
- The *Objectives* represent expected results or measurable targets that OCTA will need to achieve in order to make progress toward the achievement of each Goal.

Complementing the Strategic Plan Framework is an array of *Performance Measures* used to track progress toward meeting each Objective and the Goals they support. These are represented on the facing page in the graphic display opposite the Plan Framework. This **Performance Measurement Framework** presents the metrics on which data will be systematically collected and analyzed to track resources used, work produced and whether specific outcomes were achieved.

STRATEGIC PLAN FRAMEWORK →

values



vision

An integrated and balanced transportation system that supports the diverse travel needs and reflects the character of Orange County.

mission

Develop and deliver transportation solutions to enhance quality of life and keep Orange County moving.

goals



Deliver programs, projects and services to improve the movement of people and goods throughout Orange County and the region.

**OBJECTIVES:**

- Travel Time and Speed
- Capacity and Level of Service
- Operational Performance
- Quality and Ease of Use

Enhance customer satisfaction by understanding, connecting with and serving our diverse communities and partners.

**OBJECTIVES:**

- Public Awareness and Perception
- Customer Satisfaction
- Community Engagement
- Collaborative Planning

Ensure fiscal health through prudent financial management and by protecting and leveraging available revenue sources.

**OBJECTIVES:**

- Financial Management
- Efficient Operations
- External Funding Maximized
- Investment Protection

Embrace responsible policies and practices designed to promote environmental sustainability and enhance the safety and quality of life in Orange County.

**OBJECTIVES:**

- Project Delivery
- Environmental Sustainability
- Safety

Continue the tradition of being a high-performing organization through employee development and efficient business practices.

**OBJECTIVES:**

- People Development
- Processes Improvements
- Systems Efficiencies

→ **DRIVEN BY PERFORMANCE, TRANSPARENCY AND ACCOUNTABILITY**

**Mobility**

**Travel Time and Speed**

- Mean Travel Time to Work
- Average Freeway Speeds
- Travel Time by Transit

**Capacity and Level of Service**

- Intersection LOS
- Freeway Capacity
- Bus LOS
- Rail Trips

**Operational Performance**

- Corridor Performance
- Fixed Route Ridership
- Access Ridership
- Metrolink Ridership
- Vanpool Passenger Trips
- FSP Assists

**Quality and Ease of Use**

- On-Time Performance
  - Directly operated fixed route
  - Contracted fixed route
  - ACCESS
- HOV Lanes/Continuous Access
- Bus/Rail Day Pass Sales
- Pre-Paid Fares

**Public Service**

**Public Awareness and Perception**

- Agency
- Bus
- Metrolink
- Vanpool
- 91 Express Lanes
- FSP
- Measure M

**Customer Satisfaction**

- Agency
- Bus
- Metrolink
- 91 Express Lanes
- Measure M
- Text 4 Next Messages

**Community Engagement**

- Citizen/Community Meetings
- OCTA.net Web Page Views

**Collaborative Planning**

- Employers Served
- Business Outreach Events

**Fiscal Sustainability**

**Financial Management**

- Projected Revenue vs. Actuals
- Budget Expended by Division

**Efficient Operations**

- Revenue Vehicle Hours
- Subsidy per Passenger per Mode
- Bus Farebox Recovery Ratio
- Vanpool ROI

**External Funding Maximized**

- Debt Coverage Ratio
- 91 Express Lane Transponder Sales

**Investment Protection**

- Investment Earnings
- Pavement Conditions Index

**Stewardship**

**Project Delivery**

- Capital Projects on Budget
- Capital Action Plan on schedule (CAP)
- CAP completed to date

**Environmental Sustainability**

- Greenhouse Gas Emissions
- Clean Bus Fleet
- Environmental Mitigation Projects

**Safety**

- Preventable Accidents
- Project Related Accidents
- Workers Compensation Claims

**Organizational Excellence**

**People Development**

- Integration of Core Competencies
- Turnover
- Discrimination Complaints

**Processes Improvements**

- Customer Satisfaction
  - Key Departments
- RFP Processing Time

**Systems Efficiencies**

- Major System Uptime
- Cyber Security Incidents
- Customer Satisfaction with Help Desk

## values

### INTEGRITY

We deliver as promised and do so ethically, fairly and with transparency.

### CUSTOMER FOCUS

We treat our customers with care, consideration and respect, providing friendly and reliable professional service responsive to their needs.

### CAN-DO SPIRIT

We tackle challenges with innovation, vision and strategic thinking.

### COMMUNICATION

We provide consistent, timely and reliable information in an open, honest and straightforward manner.

### TEAMWORK

We work well together from a sense of shared purpose and mutual respect.

## Values

The *Values* describe the basic behaviors, attributes, principles and beliefs that guide all OCTA staff. The Values are the bedrock of OCTA staff attitudes toward their work, their mission and their working relationships.



## vision

An integrated and balanced transportation system that supports the diverse travel needs and reflects the character of Orange County.

## mission

Develop and deliver transportation solutions to enhance quality of life and keep Orange County moving.

## Vision

The *Vision* describes the ideal future that OCTA is striving to create. The Vision reflects the priorities and values of the staff and its stakeholders.

## Mission

The *Mission* describes the main functions of OCTA and its role in achieving the Vision. The Mission gives the overall charge and purpose of the Agency. All OCTA activities relate to one or more aspects of the mission statement.



## goals

### **MOBILITY**

Deliver programs, projects and services to improve the movement of people and goods throughout Orange County and the region.

### **PUBLIC SERVICE**

Enhance customer satisfaction by understanding, connecting with and serving our diverse communities and partners.

### **FISCAL SUSTAINABILITY**

Ensure fiscal health through prudent financial management and by protecting and leveraging available revenue sources.

### **STEWARDSHIP**

Embrace responsible policies and practices designed to promote environmental sustainability and enhance the safety and quality of life in Orange County.

### **ORGANIZATIONAL EXCELLENCE**

Continue the tradition of being a high-performing organization through employee development and efficient business practices.

## **Goals**

A *Goal* is a statement of general direction, leading towards a desired end state; a “path of travel.” Each goal helps to answer the two key questions: What do we want to achieve? How do we put our mission and values into action?

## **Objectives**

*Objectives* are derived from the Goals and detail the specific results that need to be achieved in order to make progress toward each Goal. In turn, specific quantifiable targets for monitoring progress toward each objective are defined by Performance Measures, as described in the next chapter.

## objectives

### MOBILITY

**Travel Time and Speed** Deliver infrastructure investments that accommodate growth while maintaining travel time and speeds.

**Capacity and Level of Service** Expand capacity to accommodate growth while sustaining level of service on roadways.

**Operational Performance** Improve operating performance on OCTA operated modes of travel.

**Quality and Ease of Use** Improve quality and ease of use of transportation system.

### PUBLIC SERVICE

**Public Awareness and Perception** Increase public awareness and improve perception of OCTA programs and services.

**Customer Satisfaction** Continually strive to improve customer satisfaction.

**Community Engagement** Continue to engage and educate the community in OCTA initiatives.

**Collaborative Planning** Build and sustain productive relationships and partnerships.

### FISCAL SUSTAINABILITY

**Financial Management** Ensure OCTA's financial future through proper resource mobilization, prioritization of programs, the budgetary process, efficient management of resources and exercising controls.

**Efficient Operations** Ensure that division operations are efficient in terms of using as little resources as needed, and effective in terms of meeting customer requirements.

**External Funding Maximized** Seek and maintain external funding sources to help finance transportation programs and projects.

**Investment Protection** Maintain Investment Protections Standards that protect OCTA's financial status, assets and fiscal security.

### STEWARDSHIP

**Project Delivery** Develop a project reporting method for all capital programs focused on financial efficiencies and project schedule timeliness.

**Environmental Sustainability** Consider environmental sustainability in planning and operations.

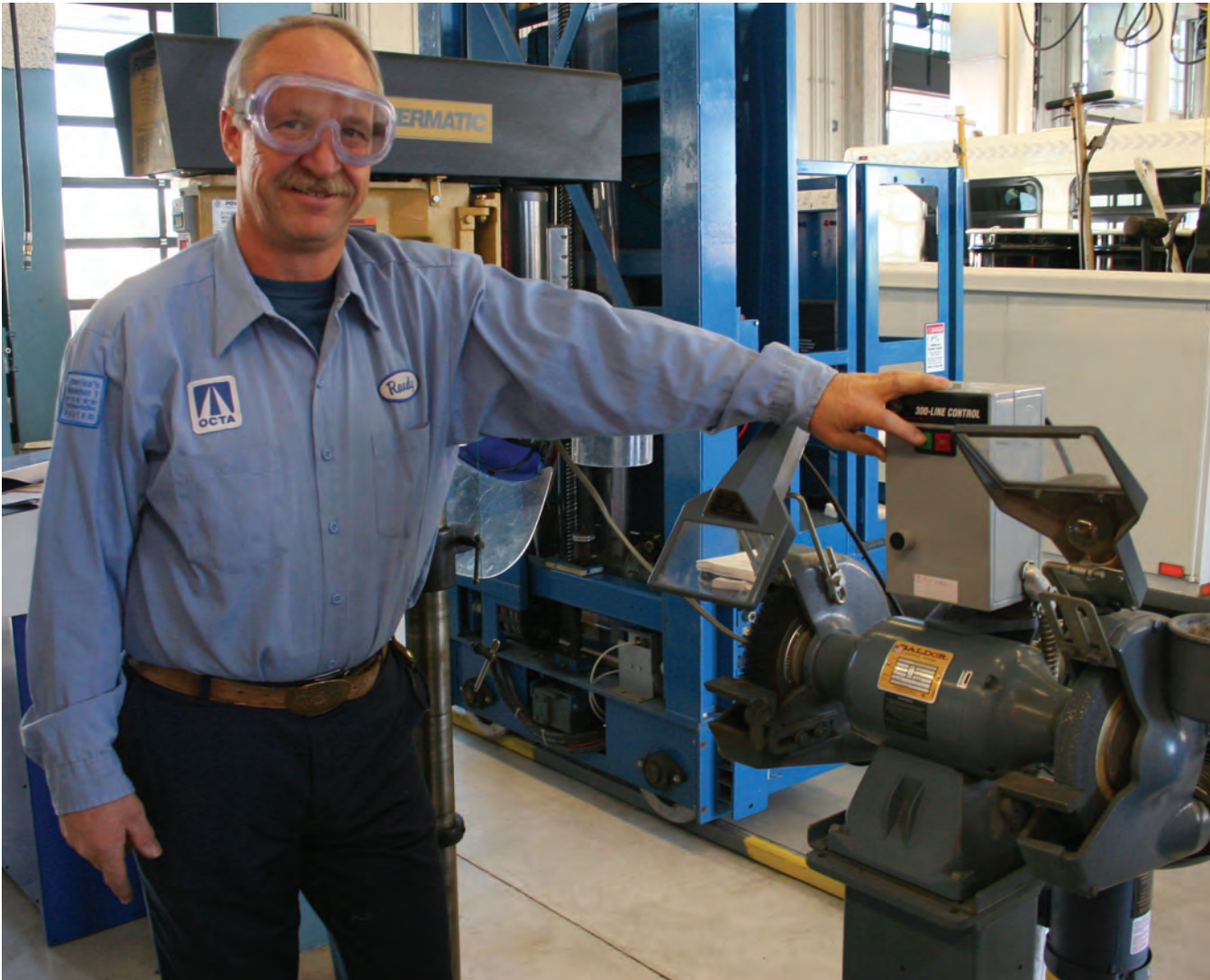
**Safety** Encourage continual improvement in OCTA's safety and health programs.

### ORGANIZATIONAL EXCELLENCE

**People Development** Implement human capital management strategies and systems to achieve the overall mission, objectives, and success of OCTA while meeting the needs of employees and other stakeholders.

**Processes Improvements** Improve OCTA's processes through a systematic and functional approach to optimize business processes and procedures to achieve increasingly efficient results.

**Systems Efficiencies** Increase alignment of systems and technology with OCTA business needs.



### **Development of OCTA Performance Measurement Dashboard**

All the core elements of the OCTA Strategic Plan are designed to work together to achieve the desired outcomes portrayed in the Vision and Mission. Progress toward the achievement of these system-wide beneficial results will best captured by a select few high-level performance measures. These executive-level performance measures will be a sub-set of all the measures first introduced in the graphic appearing earlier in this chapter on page 28 and presented in more depth in the following chapters.

An executive-level dashboard or balanced scorecard will provide decision-makers with information on the most critical facets of the agency's operations. The balanced scorecard approach facilitates performance measurement and



management from four key perspectives: customer, employee, financial and process. This ensures that management decisions will be based on a comprehensive understanding of all the factors underlying organizational performance. For this reason, identifying the “right” high level performance metrics for the executive dashboard needs to engage all facets of OCTA. A key step in implementing the Strategic Plan will be defining the elements of this dashboard, designing the reporting format and linking it to current reporting and data collection systems.





# chapter three: strategic action plans and performance measures

This chapter describes the broad, overall directions OCTA intends to follow to carry out its mission and achieve the desired future described in its vision.

## **Strategies to Achieve Organizational Priorities**

These organizational priorities are defined by five goals as well as the issues and opportunities they address. In turn, the nature and scope of each goal is further defined and supported by the following elements:

- *Objectives* represent expected results or measurable targets that OCTA will need to achieve in order to make progress toward each goal.
- *Performance Measures* define the category or outcome that is monitored to assess progress toward the objectives and the overall goal. They are the indicators OCTA will rely upon

to gauge the extent to which it is achieving what the organization has set out to accomplish.

- *Strategies* describe how OCTA will accomplish these goals and objectives, i.e. the methods, resources, processes, or systems it will carry out or utilize to achieve success.

This chapter is organized into five sections corresponding to each of the goals. Within each section, the objectives and performance measures are first introduced separately. Each section concludes with a table listing the strategies that will be implemented to achieve that particular goal. The same table also identifies the objectives each strategy is intended to impact, as well as the performance measures used to assess the extent to which these strategies are succeeding in achieving the progress that is desired for each objective.



A timeframe and responsibility matrix for all these strategies is presented in Appendix A.

## **Mobility**

*Deliver programs, projects and services to improve the movement of people and goods throughout Orange County and the region.*

Sustaining mobility in the face of continued population and employment growth is the overarching strategic goal. The current transportation system was developed during a period of decades in an Orange County that is very different from the one that exists today. Now, in a more built-out environment, where the need for a free flow of people and goods is more essential than ever, there are a variety of financial, physical and regulatory constraints

to the continued expansion of freeways and roadways that did not exist when these facilities were first built.

As a result, a new set of integrated transportation solutions is required. Although automobiles are expected to remain the dominant mode of transportation, as travel demand expands, multiple strategies across the spectrum of transportation modes will be deployed to improve the overall performance of the system and ensure continued mobility.

OCTA will strive to facilitate investments in and planning for the continued development and evolution of an integrated and well-balanced transportation network. The performance of the current multi-modal network of freeways, carpool and HOV express lanes, streets and roads, bus and rail transit systems,

vanpool programs, and bike lanes, must shift upward to an even higher level where these different modes are designed to work together seamlessly. By minimizing congestion, offering a range of safe and reliable transportation choices, and emphasizing connectivity between modes and across county lines, such a transportation system will be the one best able to keep Orange County moving while meeting the expectations of all those who voted for M2.

**Objectives**

- **Travel Time and Speed:** Deliver infrastructure investments that accommodate growth while maintaining travel time and speeds.
- **Capacity and Level of Service:** Expand capacity to accommodate growth while sustaining level of service on roadways.



- **Operational Performance:** Improve operating performance on OCTA operated modes of travel.
- **Quality and Ease of Use:** Improve quality and ease of use of transportation system.

### Performance Measures: Mobility

The following performance measures will be used to assess the extent of progress that is being made toward the achievement of each Mobility objective.

Performance Measure	Baseline	Target
<b>TRAVEL TIME AND SPEED</b>		
Mean Travel Time to Work	25.9 minutes	25.9 minutes
Average Freeway Speeds	59.2 mph	59.2 mph
Travel Time by Transit	To be determined 2011-2012	To be determined 2011-2012
<b>CAPACITY AND LEVEL OF SERVICE</b>		
Intersection Level of Service (index of approximately 100 intersections)	1992 Level of Service.	1992 Level of Service
Freeway Capacity	To be determined	To be determined
Bus Level of Service (# of Revenue Vehicle Hours–RVH)	1,540,000 RVH annually	1,540,00 RVH annually
# Rail Train Trips	42 trains per day on three lines	48 trains per day on three lines
<b>OPERATIONAL PERFORMANCE</b>		
Corridor Performance (performance index for 750-mile street network)	To be determined 2011-2012	To be determined 2011-2012
Fixed Route Ridership	4,080,000 boardings per month	Maintain current level of service; Expand service as funding allows
Access Ridership	109,000 boardings per month	109,000 boardings per month
Metrolink Ridership	14,000 riders per weekday on three lines	To be determined 2011
Vanpool Passenger Trips	900,000 trips	990,000 trips
Freeway Service Patrols (FSP) Assists	74,552 hours annually	74,552 hours annually; Expand service as funding allows

<b>Performance Measure</b>	<b>Baseline</b>	<b>Target</b>
<b>QUALITY AND EASE OF USE</b>		
<b>On-Time Performance</b>		
Directly operated fixed route	85% on time performance	85% on time performance
Contracted fixed route	92% on time performance	92% on time performance
ACCESS	95% on time performance	95% on time performance
Percent of HOV lane miles converted to Continuous Access	To be determined 2011-2012	To be determined 2011-2012
Bus/Rail Day Pass Sales	New Program-Baseline will be forecasted	To be determined 2011-2012
Percentage of Pre-Paid Fares	34% of total sales	40% of total sales

## Strategies and Objectives: Mobility

Deliver programs, projects and services to improve the movement of people and goods throughout Orange County and the region.

STRATEGIES	OBJECTIVES			
	TRAVEL TIME AND SPEED	CAPACITY AND LEVEL OF SERVICE	OPERATIONAL PERFORMANCE	QUALITY & EASE OF USE
Add freeway capacity by 2016 on the 57, 91 and West County Connectors. Refer to Capital Action Plan for projects	•	•	•	•
Award streets and roads funds per the M2 Investment Plan	•	•	•	•
Develop a plan to improve integration and county-wide performance of the regional toll and carpool network	•	•	•	•
Deliver the OC Bridges grade separation projects by 2016	•	•	•	•
Complete all Capital Action Plan project milestones by 2016	•	•	•	•
Complete the Transit System Study and develop and action plan in 2011	•	•	•	•
Improve bus transit services by leveraging M2 and other funding sources to sustain mobility choices for seniors & person w/ disabilities and develop community based transit/circulators		•		•
Manage growth of demand for ACCESS services through community partnerships and improved utilization of fixed route services		•	•	•
Complete MSEP track capital improvements and station improvements	•	•	•	•
Expand rail service contingent upon funding availability and ridership demand	•	•	•	•
Expand the use of bikeways, vanpools and rideshare programs		•		•
Improve integration of regional transit through multi-jurisdictional coordination including the implementation of a regional fare program	•	•	•	•
Improve integration of passenger rail services in the LOSSAN Corridor including Metrolink, Amtrak, future High Speed Rail and passenger transit services	•	•	•	•
Convert the countywide carpool network to continuous access				•
Align funding programs with the Long Range Transportation Plan (LRTP) and Major Investment Study (MIS) priorities	•	•	•	•



## Public Service

*Enhance customer satisfaction by understanding, connecting with and serving our diverse communities and partners.*

The development of a high-performance multi-modal transportation system requires a public service orientation that is customer focused, open and responsive to the needs of the community. Although OCTA is seen by many as delivering a quality product across the board – from highways to bus service, and has been successful educating and informing the public, a significant proportion of the population still remains unaware of the full scope of its role. To ensure future success OCTA must become more effective at not only understanding the varied needs of the diverse customers it serves, but also in sharing its story with the public and partner organizations.

At the same time a general lack of trust in government has created an increased need for transparency and greater accountability. Building trust in the organization, while engaging partners and the public at large requires outreach that is both inclusive and consistent to be truly meaningful and effective. Feedback gathered from customers and stakeholders must be seen as having a real influence on the development of future plans, programs and services.

Increased public scrutiny, along with environmental and funding challenges, also requires that communication becomes more dynamic by enabling a two way flow of information between OCTA and its customers. As OCTA moves forward, these enhanced communications must take place across multiple platforms, appealing to multiple generations, cultures and audiences. Finally, OCTA must join with other

local, regional, state and federal stakeholders in a collaborative effort to advance common goals and policy objectives.

### Objectives

- **Public Awareness and Perception:** Increase public awareness and improve perception of OCTA programs and services
- **Customer Satisfaction:** Continually strive to improve customer satisfaction
- **Community Engagement:** Continue to engage and educate the community in OCTA initiatives
- **Collaborative Partnering:** Build and sustain productive relationships and partnerships



### Performance Measures: Public Service

The following performance measures will be used to assess the extent of progress that is being made toward the achievement of each Public Service objective.

Performance Measure	Baseline	Target
<b>PUBLIC AWARENESS AND PERCEPTION</b>		
<b>Public Awareness of OCTA Programs</b>		
Agency	88% awareness (2006)	90% awareness
Bus	98% awareness (2006)	98% awareness
Metrolink	61% awareness (2006)	75% awareness
91 Express Lanes	43% awareness (2006)	60% awareness
Vanpool	To be determined 2011-2012	New survey in 2011-2012
Freeway Service Patrol	36% awareness (2006)	New survey in 2011-2012
Measure M	To be determined 2011-2012	New survey in 2011-2012
<b>Positive Perception of OCTA Programs</b>		
Agency	To be determined 2011-2012	To be determined 2011-2012
Bus	To be determined 2011-2013	To be determined 2011-2013
Metrolink	To be determined 2011-2014	To be determined 2011-2014
91 Express Lanes	To be determined 2011-2015	To be determined 2011-2015
Vanpool	To be determined 2011-2015	To be determined 2011-2015
Freeway Service Patrol	To be determined 2011-2016	To be determined 2011-2016
Measure M	To be determined 2011-2015	To be determined 2011-2015

<b>Performance Measure</b>	<b>Baseline</b>	<b>Target</b>
<b>CUSTOMER SATISFACTION WITH OCTA PROGRAMS</b>		
Customer Satisfaction with OCTA Programs		
Agency	To be determined 2011-2012	New survey in 2011-2012
Bus	82% (2008) To be determined 2011-2012	85%
Metrolink	To be determined 2011-2012	New Survey in 2011-2012
91 Express Lanes	87% (2009) TBD 2011-2012	90%
Measure M	To be determined 2011-2012	New survey in 2011-2012
Text 4 Next Messages Sent	15,000 (monthly)	Increase by 10% annually
<b>COMMUNITY ENGAGEMENT</b>		
# of Citizen/Community Meetings	To be determined 2011-2012	To be determined 2011-2012
OCTA.net Web Page Views	1.6 million (monthly)	1.9 million (monthly)
<b>COLLABORATIVE PARTNERING</b>		
Employers Served by Pass Sales, Rideshare and Vanpool Participation	186 companies	3% growth per year
Business Outreach Events	To be determined	To be determined

**Strategies and Objectives: Public Service**

Enhance customer satisfaction by understanding, connecting with and serving our diverse communities and partners

STRATEGIES	OBJECTIVES			
	PUBLIC AWARENESS AND PERCEPTION	CUSTOMER SATISFACTION	COMMUNITY ENGAGEMENT	COLLABORATIVE PARTNERING
Evaluate public and customer attitudes and awareness levels and perceptions	•	•	•	
Incorporate findings from market research and public feedback to the development of future OCTA plans, programs, and services	•			
Create cost-effective public information programs to build awareness of OCTA's plans, projects and services		•		
Provide the public and customers with ongoing access to information about OCTA programs; provide cost effective two-way communications with customers	•	•		
Keep local residents, businesses and stakeholders aware of potential impacts & benefits of projects and services		•		
Develop and maintain partnerships with elected officials, advisory groups, public agencies, stakeholder groups and media				•
Identify and advance transportation priorities by effectively engaging the Orange County, State and Federal delegation and appropriate stakeholder groups				•

## Fiscal Sustainability

*Ensure fiscal health through prudent financial and resource management and by protecting and leveraging revenue sources.*

OCTA must address both current and future challenges confronting its capacity to fund long-term sustainable transportation solutions for the residents of Orange County. In recent years, OCTA's financial acumen and conservative fiscal management have been the underpinnings of its ability to weather the financial crisis better than many other agencies.

In the future, the need for prudent financial management of taxpayer dollars will be even greater as traditional funding sources for transportation projects are not expected to keep pace with growth in travel demand. Whether it will be a downward restructuring of state and federal funding or an increasing

set of expenses associated with capital acquisitions and fuels costs, OCTA will likely face less stable and less generous funding in the foreseeable future.

As a careful and responsible steward of public funds, OCTA is positioning itself to deal effectively with these new fiscal realities. It is expanding its commitment and capacity for disciplined, effective financial management practices and systems throughout the organization. At the same time, OCTA is maximizing operational efficiencies to reduce the cost of delivering capital projects, transit services and other transportation programs that fully meet user needs and expectations. To remain fully solvent, however, and help finance transportation programs and projects needed to meet growing future travel demands, OCTA must also strengthen its ability to attract federal and state funding as well as other external funds, including new

grant revenue sources. Finally, to avoid unnecessary future costs it must implement asset management and maintenance programs.

### Objectives

- **Financial Management:** Ensure OCTA's financial future through proper resources mobilization, prioritization of programs, the budgetary process, efficient management of resources and existing controls.
- **Efficient Operations:** Ensure that Division operations are efficient in terms of using as little resources as needed, and effective in terms of meeting customer requirements.
- **External Funding Maximized:** Seek and maintain external funding sources to help finance transportation programs and projects.
- **Investment Protection:** Maintain investment protection standards that protect OCTA's financial status, assets and fiscal security.



### Performance Measures: Fiscal Sustainability

The following performance measures will be used to assess the extent of progress that is being made toward the achievement of each Fiscal Sustainability objective.

Performance Measure	Baseline	Target
<b>FINANCIAL MANAGEMENT</b>		
Projected Revenue vs. Forecast	To be determined. Report cumulative year to date Actual sales tax receipts vs. Budget sales tax receipts	To be determined. Report cumulative Actual vs. Budget sales tax receipts by fiscal year
Percentage of Annual Budget Expended by Division	Baseline will be forecasted (new program)	90% actual expenditure against planned
<b>EFFICIENT OPERATIONS</b>		
<b>Cost Revenue Vehicle Hours (RVH)</b>		
Directly operated fixed route	\$115.00 RVH	\$125.10 RVH
Contracted fixed route	\$98.72 RVH	\$103.86 RVH
ACCESS	\$80.74 RVH	\$82.57 RVH
Metrolink	\$62.30 per mile	To be determined
<b>Subsidy per Passenger per mode</b>		
Directly operated fixed route	\$2.56 per boarding	\$2.65 per boarding
Contracted fixed route	\$10.09 per boarding	\$8.72 per boarding
ACCESS	\$35.56 per boarding	\$38.50 per boarding
Metrolink	\$7.67 per boarding	To be determined
<b>Bus Farebox Recovery Ratio</b>		
Directly operated fixed route	25.80%	Maintain greater than 25%
Contracted fixed route	11.50%	Maintain greater than 11%
ACCESS	10.20%	Maintain greater than 10%
Metrolink	46.63%	To be determined
System Total	21.50%	Maintain greater than 20%

<b>Performance Measure</b>	<b>Baseline</b>	<b>Target</b>
Vanpool Return on Investment	\$2.00 received in allocation every \$1.00 subsidized by OCTA	\$2.00 received in allocation every \$1.00 subsidized by OCTA
<b>EXTERNAL FUNDING MAXIMIZED</b>		
Debt Coverage Ratio	OCTA Legal requirement is 1.3 to 1	Maintain target cash to debt ratio
91 Express Lane Transponder Sales	113,629 accounts	Maintain current level of accounts
<b>INVESTMENT PROTECTION</b>		
Amount of investment Earnings	Exceed the Merrill Lynch 1-3 index	Exceed the Merrill Lynch 1-3 index
Pavement Conditions Index (PCI)	Work with local agencies to maintain a countywide PCI of 75 or better	Work with local agencies to maintain a countywide PCI of 75 or better

**Strategies and Objectives: Fiscal Sustainability**

Ensure fiscal health through prudent financial management and by protecting and leveraging available revenue sources.

STRATEGIES	OBJECTIVES			
	FINANCIAL MANAGEMENT	EFFICIENT OPERATIONS	EXTERNAL FUNDING MAXIMIZED	INVESTMENT PROTECTION
Improve the tracking of costs of projects and programs in order to increase accountability	•			
Improve financial planning and reporting to ensure budget accuracy	•			
Utilize conservative long-term revenue forecasts to ensure budget accuracy	•			•
Enhance transparency of financial information	•			
Maximize and protect the level of external funding by aggressively pursuing federal and state funds and alternative funding sources			•	
Advance projects to take advantage of favorable bidding environment, interest rates and potential funding opportunities			•	
Develop and maintain farebox revenue, cost-per-revenue-vehicle-hour and load factor standards		•		
Explore outsourcing opportunities to reduce costs	•	•		
Generate sufficient revenue and maintain efficient operations while maximizing throughput on the 91 Express Freeway			•	•
Establish and implement a process for developing an annual performance-based budget linked to the goals, objectives and performance measures of the Strategic Plan	•			



## Stewardship

*Embrace responsible policies and practices designed to promote environmental sustainability and enhance the safety and quality of life in Orange County.*

Stewardship is a core OCTA responsibility as it has been repeatedly entrusted with the wise and careful management of critical public resources. Careful stewardship of public funds enabled OCTA to meet the promises it had made to voters who passed Measure M in 1990. In the years since Orange County residents saw that OCTA fulfilled that promise with tangible results; delivering transportation projects on time and on budget. By earning

public trust, OCTA set the stage for M2 where voters have expressed a continued willingness to invest local tax dollars in transportation infrastructure under the responsible care of OCTA.

Stewardship also encompasses efforts to mitigate the impacts of transportation projects and programs on the natural environment; a public resource critical to the high quality of life in Orange County. OCTA is currently engaged in an ongoing integrated, agency-wide approach to environmental stewardship, planning and implementation. Finally, OCTA continues to make safety a stewardship priority, including both the public that relies every day on

the transportation system and the employees and contractors who develop, manage and operate the system.

### Objectives

- **Project Delivery:** Develop a project reporting method for all capital programs focused on financial efficiencies and project schedule timeliness.
- **Environmental Sustainability:** Consider environmental sustainability in planning and operations.
- **Safety:** Encourage continual improvement in OCTA's safety and health programs.



### Performance Measures: Stewardship

The following performance measures will be used to assess the extent of progress that is being made toward the achievement of each Stewardship objective.

Performance Measure	Baseline	Target
<b>PROJECT DELIVERY</b>		
Percent of Capital Projects Completed on Budget	100% completed on budget	Deliver 100% of capital action plan according to approved budgets budget
Percent of Capital Action Plan Projects on Schedule	100% completed on schedule	Deliver 100% of the capital action plan according to approved schedules
Percent of Capital Action Plan Completed to Date	100% completion according to Capital Action Plan	Complete Capital Action Plan by 2016
<b>ENVIRONMENTAL SUSTAINABILITY</b>		
Percent of Bus Fleet Using Clean Fuels	100% of fixed route service	Maintain 100% of fixed route service
Percent of Environmental Mitigation Projects that are on Schedule	100% completed on schedule	Deliver 100% of environmental mitigation projects from the Capital Action Plan according to approved budgets and schedules
Greenhouse Gas (GHG) Emissions	Baseline year 2011 (To be determined)	Target to be determined. Set GHG reduction goals from baseline year results by identifying biggest generators
<b>SAFETY</b>		
Preventable Vehicle Accidents	0.77 Preventable Vehicle Accidents per 100,000 hub miles (based on 36 Month total)	Zero Preventable Vehicle Accidents
Project Related Accidents	To be determined	Zero OSHA recordable injuries
Worker's Compensation Claims	Average 13 per month	Target to be determined

### Strategies and Objectives: Stewardship

Embrace responsible policies and practices designed to promote environmental sustainability and enhance the safety and quality of life in Orange County.

STRATEGIES	OBJECTIVES		
	PROJECT DELIVERY	ENVIRONMENTAL SUSTAINABILITY	SAFETY
Enhance the integrated, agency-wide approach to environmental stewardship, planning and implementation		•	
Implement cost effective practices to make OCTA facilities and projects more energy and water efficient		•	
Develop the transportation component of Orange County's SB375 Sustainable Communities Strategy		•	
Implement OCTA programs and projects to achieve air quality conformity as identified in the RTP		•	
Complete the Natural Communities Conservation Plan and Habitat Conservation Plan		•	
Develop a maintenance and stewardship program for newly acquired open space purchases.		•	
Maintain safety guidelines in applicable procurements to reduce injuries, avoid liability, and to meet OSHA regulations			•
Develop and implement OCTA Environmental Plan		•	
Maintain a healthy and safe work environment for all employees by ensuring workplace safety and promoting organization-wide wellness programs			•
Update the emergency response plan to address an emergency or natural disaster (emergency preparedness and response)			•
Develop a continuity of operations plan in order to maintain administrative functions in the event of an emergency (business continuity and disaster recovery)			•
Enhance transit passenger safety and security by deploying new security technologies, integrating security considerations into employee training programs, and through public awareness campaigns and other crime prevention programs			•
Support public safety through capital projects intended to minimize the number and severity of incidents			•
Implement the M2 Project Management Oversight Process	•		
Document and better align funding processes with the results of Major Investment Study (MIS)	•	•	
Participate in inter-governmental initiatives to expedite project delivery through alignment of the CEQA and NEPA environmental review processes	•		



### **Organizational Excellence**

*Continue the tradition of being a high-performing organization through employee development and efficient business practices.*

A fully integrated, multi-modal transportation system requires the support of an equally well-integrated transportation organization responsible for its development and operation. A traditional transportation agency divided within by separate departments will be less capable of the collaborative cross-functional thinking and action required to ensure the smooth, seamless operations of an inherently complex multi-modal transportation network.

OCTA possesses a fast moving, solutions based culture reinforced by an organizational structure of strong divisions and departments

operating with a high degree of autonomy. In the past, this nexus has served OCTA well by creating a “get things done” environment in which staff was encouraged to apply a single-minded focus to project delivery. This organizational orientation, however, may not be as well-suited for dealing with the complex cross-functional issues of the future or to realize the OCTA vision of an integrated and balanced transportation system. An even more nimble, flexible, transparent and responsive organization is preferred.

The transition to a performance-based management system that is fully aligned with organizational priorities is a key step. The simplification and unification of what are now multiple non-uniform information management systems

in conjunction with the redesign of core business operations and processes will further maximize efficiencies and effectiveness. Also, efforts to foster a cross-functional team based approach will be essential for creation of an organizational culture that can quickly adapt to emerging opportunities and future uncertainties. Finally, the continued implementation of a comprehensive talent management program will ensure that OCTA attracts, retains and develops staff with the leadership and technical capabilities required of a high performance organization.

### Objectives

- **People Development:** Implement human capital management strategies and systems to achieve the overall mission, objectives, and success of OCTA while meeting the needs of employees and other stakeholders.
- **Processes Improvements:** Improve OCTA's processes through a systematic and functional approach to optimize business processes and procedures to achieve increasingly efficient results.
- **Systems Efficiencies:** Increase alignment of systems and technology with OCTA business needs.



### Performance Measures: Organizational Excellence

The following performance measures will be used to assess the extent of progress that is being made toward the achievement of each Organizational Excellence objective.

Performance Measure	Baseline	Target
<b>PEOPLE DEVELOPMENT</b>		
Percent Integration of Core Competencies into Existing Business Processes	To be determined	100%
Turnover	No more than 15% turnover by employee categorization	No more than 10% turnover by employee categorization
Internal Harassment and Discrimination Complaints	62 complaints from 7/2007 through 4/2010	To be determined 2011
External Harassment and Discrimination Complaints	6 complaints from 7/2007 through 4/2010	To be determined 2011
<b>PROCESSES IMPROVEMENTS</b>		
Customer Satisfaction With Key Service Departments	New Program. Baseline will be forecasted	85% customer satisfaction
Days to Process RFPs from Requisition to Award (over \$250k)	To be determined	To be determined
<b>SYSTEMS EFFICIENCIES</b>		
Percent of Major System Up Time	95%	99%
Cyber Security Incidents	100% incident reporting and addressed	100% of incident reporting and addressed
Customer Satisfaction with Help Desk	90% customer satisfaction	90% customer satisfaction

### Strategies and Objectives: Organizational Excellence

Continue the tradition of being a high-performing organization through employee development and efficient business practices.

STRATEGIES	OBJECTIVES		
	PEOPLE DEVELOPMENT	PROCESSES IMPROVEMENTS	SYSTEMS EFFICIENCIES
Integrate core competencies into all aspects of the talent management process, including attracting, recruiting, hiring, developing, and retaining employees	•	•	
Assess and develop current staff capabilities to ensure OCTA has the in-house expertise needed to achieve its mission	•		
Identify and streamline core business processes throughout the organization to maximize operational efficiency and effectiveness	•	•	•
Ensure that all employees have performance plans and 100% of performance reviews are submitted on time	•	•	
Assess the total compensation and benefits package along with reward and recognition programs to ensure the recruitment and retention of high performing employees	•		
Implement a succession planning process and leadership development plan	•	•	•
Invest in personal and professional development of employees through mentorship, continuing education/training and programs that build core competencies.	•		
Establish an IT Governance structure (Technology Review Committee)		•	•
Improve IT systems integration to enhance project management capabilities		•	•
Assess customer IT needs, tailor IT systems to meet those needs and provide staff with training and development to effectively use existing IT systems	•	•	•
Develop and implement systems and processes to facilitate decision-making based on the efficient collection, analysis, and reporting of performance measurement data		•	•
Develop and implement systems and processes to enhance organizational performance by facilitating cross-functional communication, coordination and collaboration	•	•	•





# chapter four: strategic plan and performance-based management at OCTA

Recent trends within the public sector have placed greater emphasis on the use of performance-based management tools to improve performance, increase accountability and make the best use of limited resources. Recognizing these potential benefits, OCTA has developed a Strategic Plan that fosters performance-based management.

## **Reviewing Trends in Performance Management**

In the past, OCTA used performance measurement as an effective tool to monitor project delivery but is now looking to expand beyond this specialized focus to use performance management to facilitate implementation of the Strategic Plan and guide system-wide organizational change.

Performance management represents a disciplined focus on setting, measuring and evaluating progress against an agreed upon set

of performance targets that are viewed as critical to achieving the organization's mission and its strategic priorities. Performance management and the regular decision-making that is inherent through the review of key indicators of progress is the essential link between targeted outcomes and daily operational activities of an organization.

Although performance measurement and performance management are terms that are often used interchangeably; the latter represents a significant investment beyond the routine reporting of data. Performance management involves the systematic use of measurement and data analysis to facilitate organizational learning and improvement. While performance reporting is an essential component of performance management, the organizational structure and the reward system are equally critical. Altogether, a



performance management system requires four parallel efforts:

- Setting performance targets and key indicators of success.
- Periodic reporting of performance against targets.
- Creation of organizational structures and mechanisms to manage change.
- Determining how success will be rewarded within the organization.

As part of this strategic planning process and as a first step in developing an OCTA performance management system, a review of best practices being used by peer agencies to manage performance was conducted.<sup>1</sup> The review focused on identifying key trends in the use of strategic planning, performance reporting and performance-based budgeting.

### **Incorporating Performance Management into Strategic Planning**

Each of the agencies interviewed had recently undertaken an organization-wide strategic planning effort. These agencies indicated the use of a strategic plan to supplement their individual transit and capital planning

<sup>1</sup> The following agencies were contacted for the peer review: Los Angeles County Metropolitan Transportation Authority, Santa Clara Valley Transportation Authority, Dallas Area Rapid Transit, and Alameda Contra Costa Transit.

tools had improved the agency’s “big picture focus” and allowed non-transit departments within the agency an opportunity to more fully participate in long-range planning efforts. The result, according to the interviews, was an improvement in coordinated efforts between the various agency’s departments.

The primary challenge experienced by the agencies with their strategic plans involved ensuring the plan was successfully implemented. As noted by more than one agency, without a commitment by the Board and executive management to abide by the elements of the plan, the plan lost its relevance. To address this particular concern, some agencies have chosen to update their plan more frequently. For example, the Los Angeles County Metropolitan Transportation Authority (LACMTA) updates their plan annually during their budget process as a means of evaluating



how their operational strategies map to their stated goals and ensure the plan is still meaningful and driving day-to-day decision-making.

The review indicates that a key factor in ensuring the successful implementation of the OCTA Strategic Plan will be a commitment on the part of the Board and executive management to “use” the Plan to guide future decision-making. Whether during the annual budget process or as part of the process for making

operational decisions, the Plan should serve to provide the guiding principles for making decisions among competing priorities.

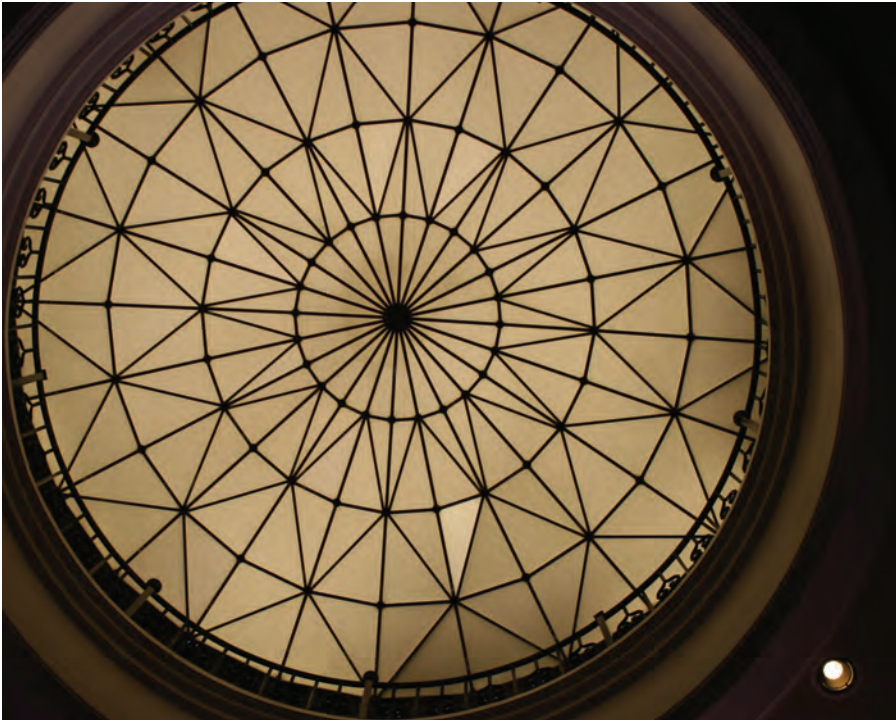
### **Incorporating Performance Reporting**

While transportation agencies have a long history of reporting performance through the National Transit Database and other mandated reporting frameworks, many agencies are beginning to re-evaluate how they report their data. To that end, there has been a trend toward the use of executive dashboards and/or scorecards to routinely provide decision-makers with the most critical elements associated with each facet of the agency’s operations. For example, at both Dallas Area Rapid Transit (DART) and LACMTA, dashboards have been created to present key performance metrics agency-wide (see sample dashboard at the end of this chapter). At DART, these metrics are



compiled manually on a monthly basis and reported to executive management for review. LACMTA uses an enterprise system to allow management to access performance reports and dashboards on-line. The goal of this “live” system is to make performance data part of the daily routine and encourage evidence-based decision-making.

Agencies have faced two primary challenges associated with enhanced reporting, one strategic and one



logistical. Strategically, agencies still struggle with identifying the “right” metrics. Whether finding the balance between too many and too few metrics or identifying metrics to represent non-operational functions (e.g. marketing), agencies often review and refine their measures a

number of times prior to a consensus being reached. Even then, key metrics are reviewed periodically to ensure relevance. On the logistical side, the process of gathering and graphically representing performance data can result in a time-consuming process that is an administrative burdensome. As an example, DART manually develops their dashboard, but the process has become so time consuming, it has been temporarily suspended. DART is exploring different systems to assist in creating their dashboard, but budgetary constraints have prevented the implementation of a new system.

### **Using Performance-Based Budgeting**

Performance-based budgeting uses the objectives and strategies set forth within an agency’s planning documents to develop funding allocations. Most of the agencies interviewed use

some form of a performance-based approach to present their annual budget. For example, some agencies summarize their strategic plans within the budget in an effort to show a linkage between their plan and their funding allocations. According to the agencies interviewed, however, most did not have an established process or methodology for developing a performance-based budget beyond these efforts. Most agencies conceded that while their plan served as the backdrop for priority setting, they simply did not have a process in place to use the plan rigorously to make key budgetary decisions.

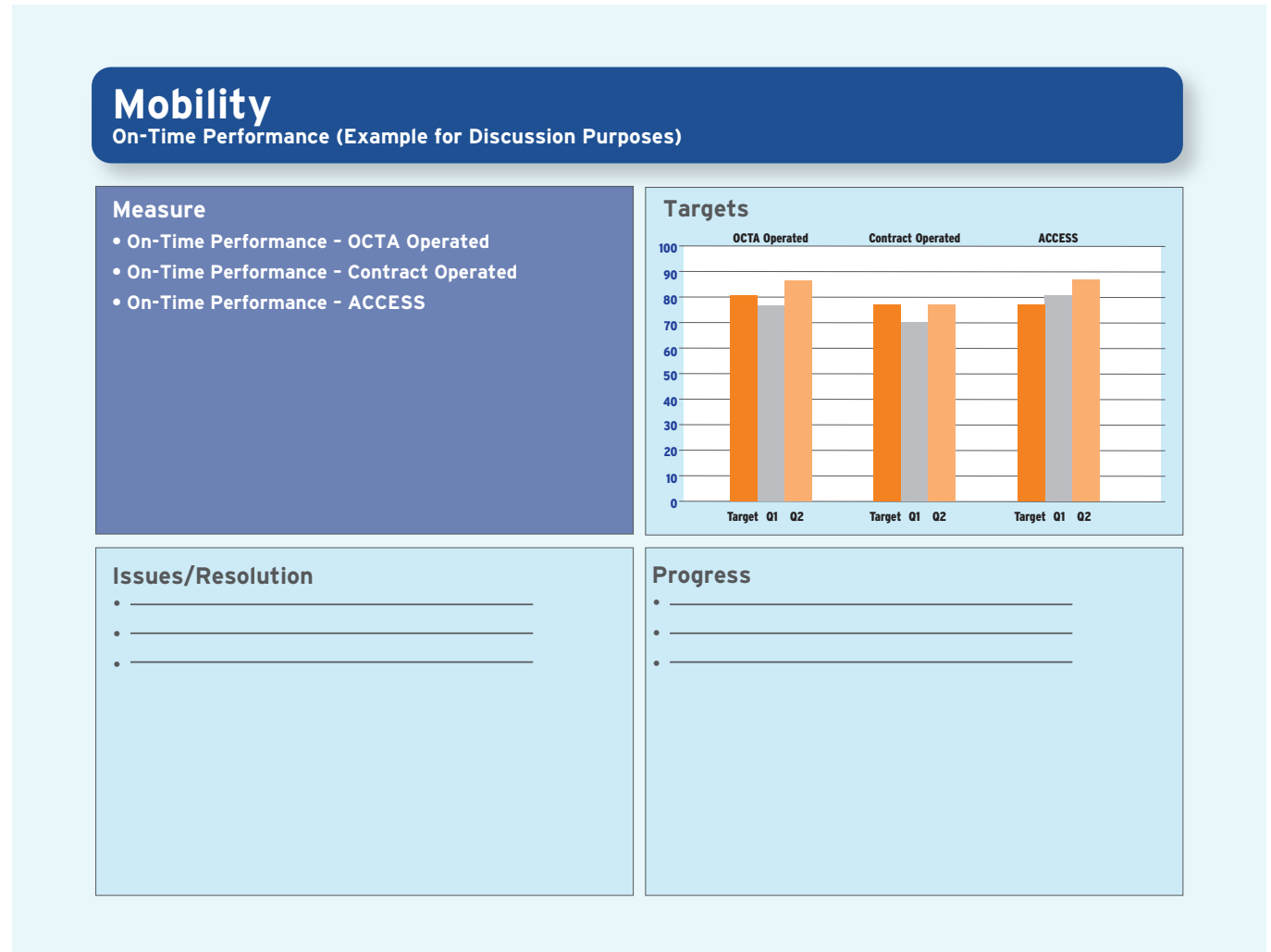
### **Creating OCTA's Path Forward**

This review suggests that OCTA should continue to focus on refining its key metrics. Beyond the performance measures identified within this Plan, each division for OCTA should develop and maintain their

own mini-dashboard to capture and represent their division’s operational priorities. Moreover, OCTA will procure or develop a dashboard reporting system. As shown by the experience at DART, performance reporting can become an overly burdensome process without some form of automation that can lead to process breakdown and the efforts being abandoned altogether.

Moving forward, OCTA intends to use its budget document to highlight the goals and objectives of the Strategic Plan and how the funding allocations within the budget further these goals and objectives. The critical element for OCTA in moving towards a performance-based budget will be to develop mindset within the Agency to use the priorities set forth within the Plan to resolve how key discretionary funds will be used.

### Sample Performance Measure Dashboard





# chapter five: strategic plan implementation

All other planning processes undertaken by OCTA, and the plans generated by these processes, will draw upon, reflect and align with its Strategic Plan, including especially the fiscal year budget and annual work plan.

## **Relationship of OCTA Strategic Plan to the Budget and Annual Work Plan**

The *Strategic Plan* establishes the long-term goals of the organization. It looks ahead five years to 2016, charts a route toward OCTA's ideal future as described by the Vision and Mission, and communicates the key priorities of the organization.

The annual *Budget* provides the short term financial path to achieving the goals of the Strategic Plan. It outlines how the technical, financial, and human resources of the organization will be allocated to achieve the goals identified in the Strategic Plan.

The *Annual Work Plan* outlines how the projects and programs funded through the annual budget will be carried out over the Fiscal Year in accordance with the Strategic Plan. It includes more detailed action plans for each department within the organization, and shows how results from these individual departmental/staff plans collectively contribute to achieving the overall organizational goals identified in the Strategic Plan.

The *Chair and CEO Goals* are developed annually and highlight key strategies and targets for the year. To ensure alignment in the first year, the Chair and CEO goals were developed in an iterative process with the Strategic Plan. In each subsequent year, the development of the annual Chair and CEO Goals will draw upon the Strategic Plan to ensure consistency with the overall direction of the Strategic Plan.



### **Aligning the Budget with the Strategic Plan**

The specific goals identified with the fiscal year budget for OCTA should correspond with the goals of the Strategic Plan. Planning for each fiscal year should be organized around the goals, objectives and strategies of the Strategic Plan. For each budget preparation cycle, Finance and Administration will issue budget guidance to the Divisions and Departments, communicating key Strategic Plan priorities and initiatives for the year. Divisions and Departments will prepare their draft budgets addressing how programs and initiatives proposed for funding will achieve the objectives of the Strategic Plan. Finance and Administration will work with Division managers and the OCTA Strategic Planning office to adjust budget priorities and resources to align with strategies that achieve



strategic plan goals, objectives and outcomes. Targets will be set that can measure progress toward achieving the performance measures in OCTA's Performance Progress Dashboard.

### **OCTA Strategic Planning Cycle**

The annual budget and work planning cycle is part of a larger ongoing and iterative planning cycle, in which results from implementation of the Strategic Plan will inform future updates of this Plan. The chart on page 65 identifies the key steps in this ongoing Strategic Planning Cycle.

- As part of the Performance-based Plan, OCTA **monitors and reports on key performance indicators** throughout the year.



- OCTA **reviews accomplishments along with any barriers** to achieving objectives and targets, and updates the Environmental Scan identifying **key trends, issues and opportunities** that will be addressed in the annual Strategic Plan update and budget guidance.
- OCTA **assesses fiscal capacity and available resources** to determine amount and sources of funding available to achieve both ongoing and strategic objectives and performance targets for the upcoming Fiscal Year.
- OCTA **updates and communicates Strategic Objectives and Performance Targets**, reflecting availability of resources to achieve those targets.
- Divisions/Departments **develop and coordinate Work Programs**, translating Strategic Objectives into actions.

- Throughout the year, divisions/ departments **monitor progress and coordinate action plans** to achieve Strategic Objectives.

### **Conclusion**

As a performance-based Strategic Plan, this document will be used by OCTA to guide overall direction for the next five years. The performance measurement framework of the Strategic Plan will enable OCTA to become increasingly transparent to the public it serves and allow both Board and staff to gauge OCTA's performance on a regular basis. Periodic reporting on progress will ensure that there is ongoing awareness of and engagement with the Strategic Plan.

While the basic framework of the Strategic Plan (Vision, Values,

Mission and Goals) is intended to endure throughout the life of the plan, in recognition of continually changing times these, too, will be revisited and refined based on outcomes of the annual trend scan and Strategic Plan update.

The Strategic Plan will be managed in direct consultation with the Office of the CEO and Executive Staff and will be the springboard for additional agency process improvements and human capital strategies. Strategies and measures will be revisited at least annually as part of the budget process and the strategic plan will be revised every two years. In addition, the Office of the CEO will ensure that the measures become a regular part of Executive Staff, agency and Board discussions.





# appendices:

Appendix A: Timeframe and Implementation Responsibilities

Appendix B: Strategic Planning Process

Appendix C: OCTA Organizational Review



# appendix a: timeframe and implementation responsibilities

## Goal A: Mobility

Deliver programs, projects and services to improve the movement of people and goods throughout Orange County and the region.

STRATEGY		TIMELINE Short Term (0-2 years) Mid Term (3-4 years) Long Term (5+ years)	LEAD	SUPPORT PARTNERS
<b>AS1.</b>	Add freeway capacity by 2016 on the 57, 91 and West County Connectors. Refer to Capital Action Plan for projects	Long Term	Capital Programs	OCTA
<b>AS2.</b>	Award streets and roads funds per the M2 Investment Plan	Short Term	Planning	CAMM , F&A, EA
<b>AS3.</b>	Develop a plan to improve integration and county-wide performance of the regional toll and carpool network	Mid Term	Planning	Capital Programs, EA, Gov Relations
<b>AS4.</b>	Deliver the OC Bridges grade separation projects by 2016	Long Term	Capital Programs	OCTA
<b>AS5.</b>	Complete all Capital Action Plan project milestones by 2016	Long Term	Capital Programs	Planning, EA
<b>AS6.</b>	Complete the Transit System Study and develop an action plan in 2011	Short Term	Planning	Transit, EA
<b>AS7.</b>	Improve bus transit services by leveraging M2 and other funding sources to sustain mobility choices for seniors & person w/ disabilities and develop community based transit/circulators	Mid term	Transit &Planning	EA
<b>AS8.</b>	Manage growth of demand for ACCESS services through community partnerships and improved utilization of fixed route services	Ongoing	Transit	Planning, EA, Gov Relations
<b>AS9.</b>	Complete MSEP track capital improvements and station improvements	Mid Term	Capital Programs	Planning
<b>AS10.</b>	Expand rail service contingent upon funding availability and ridership demand	Short Term	Capital Programs	Planning, EA
<b>AS11.</b>	Expand the use of bikeways, vanpools and rideshare programs	Ongoing	EA	Planning, Capital Programs
<b>AS12.</b>	Improve integration of regional transit through multi-jurisdictional coordination including the implementation of a regional fare program	Long Term	CEO	Capital Programs, Transit, EA, F&A, Planning, Gov Relations
<b>AS13.</b>	Improve integration of passenger rail services in the LOSSAN Corridor including Metrolink, Amtrak, future High Speed Rail and passenger transit services	Long Term	Capital Programs	EA, Gov Relations, Planning, F&A
<b>AS14.</b>	Convert the countywide carpool network to continuous access	Long Term	Planning	Capital Program
<b>AS15.</b>	Align funding programs with the Long Range Transportation Plan (LRTP) and Major Investment Study (MIS) priorities	Mid Term	F&A	Planning



### Goal B: Public Service

Enhance customer satisfaction by understanding, connecting with and serving our diverse communities and partners.

STRATEGY		TIMELINE Short Term (0-2 years) Mid Term (3-4 years) Long Term (5+ years)	LEAD	SUPPORT PARTNERS
<b>BS1.</b>	Evaluate public and customer attitudes and awareness levels and perceptions	Short Term	EA	Gov Relations
<b>BS2.</b>	Incorporate findings from market research and public feedback to the development of future OCTA plans, programs, and services	Short Term	EA	OCTA
<b>BS3.</b>	Create cost-effective public information programs to build awareness of OCTA's plans, projects and services	Mid Term	EA	OCTA
<b>BS4.</b>	Provide the public and customers with ongoing access to information about OCTA programs; provide cost effective two-way communications with customers	Mid Term	EA	OCTA
<b>BS5.</b>	Keep local residents, businesses and stakeholders aware of potential impacts & benefits of projects and services	Mid Term	EA	OCTA
<b>BS6.</b>	Develop and maintain partnerships with elected officials, advisory groups, public agencies, stakeholder groups and media	Short Term	EA	Gov Relations
<b>BS7.</b>	Identify and advance transportation priorities by effectively engaging the Orange County, State and Federal delegation and appropriate stakeholder groups	Short Term	Gov Relations	EA

### Goal C: Fiscal Sustainability

Ensure fiscal health through prudent financial management and by protecting and leveraging available revenue sources.

STRATEGY		TIMELINE Short Term (0-2 years) Mid Term (3-4 years) Long Term (5+ years)	LEAD	SUPPORT PARTNERS
<b>CS1.</b>	Improve the tracking of costs of projects and programs in order to increase accountability	Short Term	F&A	OCTA
<b>CS2.</b>	Improve financial planning and reporting to ensure budget accuracy	Short Term	F&A	OCTA
<b>CS3.</b>	Utilize conservative long-term revenue forecasts to ensure budget accuracy	Short Term	F&A	F&A
<b>CS4.</b>	Enhance transparency of financial information	Short Term	F&A	F&A
<b>CS5.</b>	Maximize and protect the level of external funding by aggressively pursuing federal and state funds and alternative funding sources	Ongoing	Gov Relations	Planning
<b>CS6.</b>	Advance projects to take advantage of favorable bidding environment, interest rates and potential funding opportunities	Ongoing	Planning	Planning Capital Programs
<b>CS7.</b>	Develop and maintain farebox revenue, cost-per-revenue-vehicle-hour and load factor standards	Ongoing	Transit	F&A
<b>CS8.</b>	Explore outsourcing opportunities to reduce costs	Ongoing	Planning	F&A
<b>CS9.</b>	Generate sufficient revenue and maintain efficient operations while maximizing throughput on the 91 Express Freeway	Ongoing	F&A	
<b>CS10.</b>	Establish and implement a process for developing an annual performance-based budget linked to the goals, objectives and performance measures of the Strategic Plan.	Short Term	F&A	HROD

### Goal D: Stewardship

Embrace responsible policies and practices designed to promote environmental sustainability and enhance the safety and quality of life in Orange County.

STRATEGY		TIMELINE Short Term (0-2 years) Mid Term (3-4 years) Long Term (5+ years)	LEAD	SUPPORT PARTNERS
<b>DS1.</b>	Enhance the integrated, agency-wide approach to environmental stewardship, planning and implementation	Long Term	HROD	Planning
<b>DS2.</b>	Implement cost effective practices to make OCTA facilities and projects more energy and water efficient	Short Term	HROD	OCTA
<b>DS3.</b>	Develop the transportation component of Orange County's SB375 Sustainable Communities Strategy	Mid Term	Gov Relations	HROD, Planning
<b>DS4.</b>	Implement OCTA programs and projects to achieve air quality conformity as identified in the RTP	Long Term	Planning	Capital Programs, EA, Transit
<b>DS5.</b>	Complete the Natural Communities Conservation Plan and Habitat Conservation Plan	Short Term	Planning	Capital Programs, EA
<b>DS6.</b>	Develop a maintenance and stewardship program for newly acquired open space purchases.	Short Term	Planning	Capital Programs, EA
<b>DS7.</b>	Maintain safety guidelines in applicable procurements to reduce injuries, avoid liability, and to meet OSHA regulations	Short Term	F&A	HROD
<b>DS8.</b>	Develop and implement OCTA Environmental Plan	Short Term	Planning	HROD
<b>DS9.</b>	Maintain a healthy and safe work environment for all employees by ensuring workplace safety and promoting organization-wide wellness programs	Short Term	HROD	OCTA

*continued*

**Goal D: Stewardship** *continued from previous page*

STRATEGY		TIMELINE Short Term (0-2 years) Mid Term (3-4 years) Long Term (5+ years)	LEAD	SUPPORT PARTNERS
<b>DS10.</b>	Update the emergency response plan to address an emergency or natural disaster (emergency preparedness and response)	Short Term	HROD	OCTA
<b>DS11.</b>	Develop a continuity of operations plan in order to maintain administrative functions in the event of an emergency (business continuity and disaster recovery)	Short Term	HROD	OCTA
<b>DS12.</b>	Enhance transit passenger safety and security by deploying new security technologies, integrating security considerations into employee training programs, and through public awareness campaigns and other crime prevention programs	Mid Term	Transit	EA
<b>DS13.</b>	Support public safety through capital projects intended to minimize the number and severity of incidents	Mid Term	Capital Programs	OCTA
<b>DS14.</b>	Implement the M2 Project Management Oversight Process	Mid Term	Capital Programs	OCTA
<b>DS15.</b>	Document and better align funding processes with the results of Major Investment Study (MIS)	Mid Term	Planning	Capital Programs
<b>DS16.</b>	Participate in inter-governmental initiatives to expedite project delivery through alignment of the CEQA and NEPA environmental review processes.	Mid Term	Gov Relations	Planning

### Goal E: Organizational Excellence

Continue the tradition of being a high-performing organization through employee development and efficient business practices.

STRATEGY		TIMELINE Short Term (0-2 years) Mid Term (3-4 years) Long Term (5+ years)	LEAD	SUPPORT PARTNERS
<b>ES1.</b>	Integrate core competencies into all aspects of the talent management process, including attracting, recruiting, hiring, developing, and retaining employees	Short Term	HROD	OCTA
<b>ES2.</b>	Assess and develop current staff capabilities to ensure OCTA has the in-house expertise needed to achieve its mission	Mid Term	Training	OCTA
<b>ES3.</b>	Identify and streamline core business processes throughout the organization to maximize operational efficiency and effectiveness	Ongoing	HROD	OCTA
<b>ES4.</b>	Ensure that all employees have performance plans and 100% of performance reviews are submitted on time	Short Term	HROD	F&A
<b>ES5.</b>	Assess the total compensation and benefits package along with reward and recognition programs to ensure the recruitment and retention of high performing employees	Mid Term	HROD	F&A
<b>ES6.</b>	Implement a succession planning process and leadership development plan	Mid Term	HROD	OCTA
<b>ES7.</b>	Invest in personal and professional development of employees through mentorship, continuing education/training and programs that build core competencies.	Ongoing	HROD	OCTA
<b>ES8.</b>	Establish an IT Governance structure (Technology Review Committee)	Short Term	F&A	OCTA
<b>ES9.</b>	Improve IT systems integration to enhance project management capabilities	Mid Term	F&A	Capital Programs
<b>ES10.</b>	Assess customer IT needs, tailor IT systems to meet those needs and provide staff with training and development to effectively use existing IT systems	Ongoing	F&A	HROD, OCTA
<b>ES11.</b>	Develop and implement systems and processes to facilitate decision-making based on the efficient collection, analysis, and reporting of performance measurement data	Short Term	HROD	OCTA
<b>ES12.</b>	Develop and implement systems and processes to enhance organizational performance by facilitating cross-functional communication, coordination and collaboration.	Ongoing	HROD	OCTA



# appendix b: strategic planning process

### **Plan Development Overview**

At the onset, OCTA expressed the desire for a Strategic Plan to be developed with extensive employee engagement but also within a relatively short and intense six-month timeframe. This schedule would enable OCTA to apply the newly developed Strategic Plan, and a performance-based management approach, toward the development of the upcoming 2011-12 budget, a process beginning early in the 2011 calendar year.

To achieve this, a two-phase planning process was designed to achieve a completed strategic plan within the six month time span, while also fostering the cooperation, communication and collaboration required to directly engage OCTA staff throughout the organization. Employee engagement in the planning process was made possible through a series

of outreach activities including focus groups, retreats, surveys and other facilitated workshops. In addition, a multi-layered advisory structure was established to oversee the planning process. This included a Strategic Planning Group (SPG) composed of senior level staff representing all divisions, and a Strategic Plan Oversight Committee (SPOC), which featured both OCTA executive staff and representatives of key interest groups. While the SPG served as the workhorse of the process, both advisory groups met jointly at key milestones to share insights, review findings and to shape the content of the developing strategic plan.

Throughout both phases of the planning process the consultant team and OCTA provided updates for all employees through a website which also served as a communications hub for the strategic planning

team. Documents and products were posted for review by all interested employees.

### **Phase One: Assessing the Context, Developing the Direction and Defining the Outcomes**

A series of outreach and research activities to scan both the internal and external environments of OCTA was undertaken. Outreach activities included stakeholder interviews, on-line surveys, employee focus groups and departmental Strength, Weaknesses, Opportunities, and Threats (SWOT) analysis meetings. Concurrent research activities included a performance management best practices review of peer agencies and a review of all of OCTA's existing planning documents to determine areas of divergence, concurrence and overlap. These included Destination 35-Long Range Transportation Plan,



Renewed Measure M Early Action Plan (2007), 2008 Comprehensive Business Plan, 2008 5-Year Transit Plan and the 2009 OCTA Annual Report.

The team conducted one-on-one interviews with key stakeholders selected by OCTA staff. These individual stakeholders represented a wide spectrum of perspectives concerning the current state and future of OCTA. Findings from these interviews provided an outside perspective on OCTA's activities, challenges and areas of opportunity that helped guide discussions throughout the strategic planning process.

Concurrent with the stakeholder interviews, an internal survey of OCTA staff was conducted which extended the outreach process to all employees. All were encouraged to respond to the survey, which was



available in both web-based and print versions to accommodate all staff. The survey which covered a variety of topics was completed by nearly 43% of the entire 1,577-person workforce. Excluding coach operators, overall response rises to 74%.

Following the surveys, the team conducted focus groups with a diverse group of 74 employees

representing a cross-section of the OCTA workforce. During these sessions, employees participated in a series of structured discussions designed to explore key themes and issues emerging from the planning process. Following the employee focus groups, a series of eight facilitated meetings were conducted with departmental and union representatives to gather individual department



perspectives on OCTA's Strengths, Weaknesses, Opportunities, and Threats. This second round of focus groups principally involved mid-level management and represented all major divisions within OCTA.

Findings from all outreach and research activities were presented for review and discussion at a day-long retreat involving executive and

management staff and members of the Strategic Planning Oversight Committee (SPOC). Workshop participants explored key trends, articulated visions of a future OCTA, identified priorities and began defining goals and directions for the emerging strategic plan. In line with the goal of creating a performance-based Strategic Plan, these activities and deliberations

explored potential gauges of success and measurement of outcomes.

This event set the stage for the initial development of the strategic plan framework, including the Vision, Mission and Goals, a key milestone in the development of the Strategic Plan. Subsequently, staff and consultants engaged the OCTA Board of Directors in a special session, sharing findings from work completed during Phase I. This enabled the Board to provide key direction for the second phase in the development of the Strategic Plan.

#### **Phase Two: Refining the Direction, Creating the Measures and Developing the Plan of Action**

Incorporating input from the Board, Phase II continued the refinement of the Strategic Plan framework, but focused primarily on the identification and development of objectives, performance measures and strategies.

To prepare departments and key staff for subsequent strategy and performance measure development activities, the team kicked off Phase II with a workshop to train participants in performance-based measurement and planning.

Subsequently, a month-long series of iterative meetings engaged staff from every division and department. During these participatory sessions staff was asked to identify projects, programs, services and other strategies they believed OCTA would need to undertake to achieve the goals of the Strategic Plan, as well as the appropriate performance measures required to assess the impact of these strategies.

In the first round, five strategy teams were established, one team for each of the five strategic plan goals. Members of each team, composed of a cross-section of employees,

worked together to develop an initial draft set of strategies for achieving their respective goals. This series of strategy team meetings was quickly followed by a round of division/department meetings to refine the strategies developed by the strategy teams and to identify potential performance measures. The third round of meetings to facilitate final revision and refinement of all strategies and measures was kicked off by a joint strategy team workshop. Afterwards, members from the Strategic Planning Group worked with the division/departments to further refine materials to ensure inclusion in the draft Strategic Plan. After the working groups and divisions/departments had refined the materials, these items were taken to the Board for their review and recommendations. In addition, the strategic planning leadership presented monthly status reports to the Executive Committee.

### **Strategic Plan Framework and the Strategic Plan Document**

The OCTA Project Manager, consultant team, and the SPG worked together to compile and refine actions plans developed by the divisions/departments. The team integrated these action plans into the Strategic Plan Framework the supporting narrative. This formed the draft Strategic Plan. The Executive Steering Committee was briefed on the draft Strategic Plan and the OCTA Project Manager collected and prepared consolidated comments to be incorporated into the Final Strategic Plan. The final Strategic Plan was prepared for review by the OCTA Executive Steering Committee and Board of Directors.



# appendix c: OCTA organizational overview

## **Major Programs and Responsibilities**

OCTA serves Orange County residents with a wide array of programs and services designed to support a multi-modal transportation system. Major programs and services include:

**Measure M:** OCTA administers Measure M, a program of transportation improvements promised to voters in 1990 when they approved a special half-cent sales tax. Under Measure M, 43 percent of funds go to improve freeways, 32 percent to improve streets and roads, and 25 percent for transit services. The current Measure M Plan expires in 2011. On November 7, 2006, Orange County voters approved the successor Measure M Plan (“M2”), ensuring transportation improvements for another 30 years to 2041.

**Public Transit System:** OCTA operates buses in a 798 square-mile

area with more than 3.4 million residents. The transit system makes approximately 60 million trips annually. OCTA provides local, community, rail connector, express and paratransit services. OCTA’s services are provided by a combination of in-house and contracted operations. Additional local circulator projects are being contemplated as part of M2 program implementation.

**Freeways:** OCTA assists with planning and funding for all Orange County freeway improvements. OCTA also manages planning, engineering and occasionally the construction of major projects under Measure M. For example, the recently completed Santa Ana Freeway (I-5) Gateway Project widened the remaining two miles of I-5 in Orange County from the Riverside Freeway (SR-91) to the Los Angeles County line.

**Streets and Roads:** OCTA administers a variety of funding programs for cities to support street and intersection improvements, coordinate signals and rehabilitate pavement. OCTA also administers regional street and road improvement projects.

**Planning:** OCTA conducts long range planning, oversees major project plans, including Major Investment Studies, and plans the OCTA bus system improvements.

**Commuter Rail:** OCTA funds and supervises Metrolink rail service in Orange County. OCTA’s three Metrolink lines—the Orange County Line, the Inland Empire-Orange County Line and the 91 Line—have more than 4 million boardings per year.

**Share the Ride:** OCTA offers carpool matching and can help commuter groups form vanpools for

travel to and from Orange County work sites.

**Motorist Services:** Through the Service Authority for Freeway Emergencies (SAFE), OCTA administers, installs and maintains all motorist aid call boxes in Orange County and provides competitively bid, contracted tow truck service for motorists with disabled vehicles with the Freeway Service Patrol (FSP). OCTA also administers the Service Authority for Abandoned Vehicles (SAAV), which removes abandoned vehicles from Orange County streets and roads.

**OCTAP:** OCTA operates the Orange County Taxi Administration Program (OCTAP). OCTAP issues taxi business, driver and vehicle permits on behalf of the County and its 34 cities.

**91 Express Lanes:** OCTA owns and operates the four-lane, 10-mile toll

road from the Orange/Riverside County line west to the Costa Mesa Freeway (SR-55). This facility was purchased from a private construction and management authority in 2003 to provide for improved operations and efficiency in the SR-91 corridor.

#### Organizational Structure

To support these programs and services, the organizational structure of OCTA includes the Executive Office and Clerk of the Board, and the divisions of Finance and Administration, Capital Programs, External Affairs, Government Relations, Human Resources and Organizational Development, Internal Audit, Planning and Transit.

The **Executive Office** is responsible for providing management direction to all other divisions and programs within the Authority and implementing the policy directives



as articulated by the Board of Directors.

The **Clerk of the Board (COB)** is responsible for preserving and accurately recording OCTA's official and historical records and making them available to the public. The COB is responsible for the Board and Committee agenda process, recording actions taken by the Board and Committees, and maintaining



a comprehensive records management system supporting Board and Committee actions.

The Finance and Administration Division analyzes fiscal issues and advises the Board of Directors in the areas of long-term financing, fund planning, annual budget, and compliance with generally accepted accounting standards. The division works closely with federal, state, and local agencies to ensure the continued receipt of grant funding and compliance with enabling regulations. In addition to managing contracts, procurement and general

services, this Division also oversees the OCTA's treasury function, toll roads policy and operations, including the SR-91 Express Lanes and information systems and technology.

The **Human Resources and Organizational Development Division** supports all aspects of work life at OCTA. The division is responsible for employment, compensation, benefits, risk management, training and organizational development, labor and employee relations (including contract negotiations and EEO/Affirmative Action), health, safety and environmental compliance and management services.

The **Government Relations Division** works with the Board of Directors and executive management to develop OCTA's overall policy direction and provides support to OCTA board legislative and policy directives. This division also manages

day-to-day federal, state and local government relations and advocacy, as well as OCTA's grant program. In addition, the Government Relations Division provides staff support to the Orange County Council of Governments by agreement and manages the development of SB 375 related plans.

The **Planning Division** is responsible for close-out of Measure M1 and preparing for implementation of Measure M2, carrying out planning and programming activities required by state and federal legislation, collaborating with regional transportation agencies, environmental programs, and securing project funding. The division also represents OCTA interests on regional issues such as goods movement, cross-county mobility, and air quality programs, ensures compliance with state and federal planning mandates, and provides forecasting and



technical support services for OCTA as a whole. In addition, the Planning Division provides the technical support necessary for implementation of transportation format of SB 375, a mandate for reducing greenhouse gas emissions.

The **Capital Programs Division** is responsible for the oversight and implementation of capital improvement projects across all modes of transportation. Within this Division, the Highway Project Delivery Department acquires right-of-way and manages major highway construction programs. The Rail Programs and Facilities Engineering Department carries out rail expansion and engineering of OCTA's major facilities.

The **Transit Division** operates and maintains in-house transit services and also manages contract operations of fixed route bus and

paratransit services for Orange County. Fixed route service includes local and community fixed route, express services, StationLink connections to commuter rail and special shuttle services. Paratransit services include specialized ACCESS service, OCTAP motorist services, the paratransit service for persons with disabilities required by the Americans with Disabilities Act.

The **External Affairs Division** is responsible for direct interface with the community on OCTA's highway, rail, grade separation and environmental programs. Customer relations staff is responsible for day-to-day interaction with OCTA's traveling public. OCTA marketing functions managed by External Affairs includes service marketing, Web development and vanpool and pass sales. The division initiates and manages all public communications, marketing, customer, media and

community relations projects and programs for OCTA.

### **Recent Accomplishments**

Project delivery and management for efficient, timely delivery of individual corridor solutions have been hallmarks of OCTA success over the two decades of the agency's operations – OCTA is known as an agency that delivers. During Fiscal Year 2009-10, alone, OCTA was able to accomplish a wide range of set goals despite economic challenges. The following is a sample of those achievements.

- Secured all American Recovery and Reinvestment Act (ARRA) transit capital grant funds three months prior to the Federal Transit Administration's deadline, which allowed stimulus funds to be used quickly to assist in sustaining jobs and help economic recovery

- Secured more than \$167 million in grant revenues from federal, state and local sources, including \$77 million in ARRA stimulus funds, and in addition more than \$2 million in competitive and unanticipated grant revenues to support a variety of OCTA programs and projects
- Increased use of Internet and new media applications to enhance the customer experience
- Worked with Caltrans to complete the construction of the first M2 Early Action Plan (now known as the Capital Action Plan) project located on the Riverside Freeway (SR 91)
- Developed an accelerated delivery schedule and funding plan for five railroad grade separation projects along the Orangethorpe Avenue rail corridor
- Developed strategies to ensure availability of \$121 million of Proposition 116 funding for

Orange county rail projects despite the state funding crisis

- Commenced the infrastructure improvement work for the Metrolink Service along with acquisition of rolling stock Expansion Program
- Commenced the rail grade crossing quiet zone and safety improvement program.
- Restructured bus transit routes and service levels in response to state funding policies.

OCTA faces new challenges as the agency enters its third decade of service. To address these challenges, OCTA will need to take a strategic, unified approach that is focused on departments working together to deliver results.



