



Ventura County
Transportation
Commission

September 14, 2020

Interested Parties:

The Ventura County Transportation Commission invites proposals from qualified consultants for professional services to develop a *Transit Integration and Efficiency Study* for Bus Transit Operators in Ventura County. As outlined in the scope of work, the study includes the following individual objectives:

- Analysis of existing bus service and schedules countywide;
- Review of assets, finances, technology systems, labor force, fixed-route, paratransit, customer service and marketing, governance, and coordination;
- Identification of opportunities for greater coordination and efficiencies in bus service;
- Identification of financial sustainability risk factors;
- Development of matrix of options for integration and recommendations; and
- Public outreach and stakeholder engagement.

Proposals must be submitted at or before 5:00 p.m. on November 10, 2020.

Six (6) hard copies and one (1) electronic copy of the proposal in PDF format should be delivered in person or by mail to the following address:

Ventura County Transportation Commission
Attn: Martin R. Erickson, Dir. Public Transit
751 E. Daily Drive, Suite 420
Camarillo, CA 93010

Proposals received after the date and time specified above will be returned unopened. Questions regarding this RFP will be accepted through **October 13, 2020** and should be directed in writing to Martin R. Erickson **via email to TIES@goventura.org**.

REQUEST FOR PROPOSALS

Transit Integration and Efficiency Study (TIES) Ventura County

Ventura County Transportation Commission
(805) 642-1591 - TIES@goventura.org

Key RFP Dates

Issued: September 14, 2020

Virtual Pre-Proposal Meeting: September 23, 2020

Written Questions Due: October 13, 2020

Proposals Due: November 10, 2020

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SECTION 1: OVERVIEW

Introduction

The Ventura County Transportation Commission (VCTC or Commission), is seeking professional services to develop a feasibility study for improved transit integration and efficiencies. The Transit Integration and Efficiency Study (Study) will examine system efficiencies and integration opportunities among Ventura County bus transit operators: VCTC Intercity, Gold Coast Transit District, Valley Express Bus, Simi Valley Transit, Camarillo Area Transit, Thousand Oaks Transit, Moorpark City Transit, Ojai Trolley, Kanan Shuttle, and Connect - ECTA InterCity Dial-a-Ride. The overarching goal of the Study is to improve bus transit throughout Ventura County in both the near-term and over the long-term periods. The Study seeks to identify strategies that will most effectively improve passenger experience, reduce operating and capital costs, and better integrate the existing operating systems.

While the Study will focus on the three local bus operators, opportunities to improve integration with regional operators Metrolink, AMTRAK Surfliner, LA Metro, LA Access and LADOT will also be considered.

Negotiations may or may not be conducted with proposers; therefore, the proposal submitted should contain the proposer's most favorable terms and conditions, since the selection and award may be made without discussion with any proposer. It is the intent of the VCTC to award a contract to the best-qualified firm that demonstrates experience in project management, transit operations analysis, transit finance analysis, developing transit operating plans, and analyzing transit integration and efficiencies.

This RFP does not commit the VCTC to enter into a contract and the VCTC is not responsible for any costs incurred in preparation and submission of Proposals or in anticipation of a contract.

The VCTC reserves the right to:

1. Accept, reject any or all submittals, or any item or part thereof;
2. Issue subsequent Requests for Proposals;
3. Alter the Selection Process Dates;
4. Remedy technical errors in the RFP process;
5. Request additional information from Proposers and investigate the qualifications of all firms under consideration;
6. Confirm any part of the information furnished by a Proposer;
7. Obtain additional evidence of managerial, financial or other capabilities;
8. Approve or disapprove the use of particular subcontractors;
9. Negotiate with any, all, or none of the Proposers;
10. Solicit best and final offers from all or some of the Proposers;
11. Award a contract to one or more Proposers;

12. Accept other than the lowest-priced Proposal;
13. Withdraw this RFP at any time without prior notice and the VCTC makes no representations that any contract will be awarded to any Proposer responding to this RFP;
14. Waive informalities and irregularities in Proposals or the selection process.

Background

The VCTC plays a leading role in transportation in Ventura County by securing funds, overseeing project delivery and long-term planning. The VCTC acts as the countywide planning and programming agency for transportation related issues. The VCTC is made up of a seventeen-member Commission, that includes elected representatives from each of the ten incorporated cities in Ventura County, the County Board of Supervisors and two appointed citizen representatives.

Ventura County Transit Operators

The nine fixed route transit operators provide service within Ventura County, each covering specific communities and routes. With the exception of VCTC Intercity and Ojai Trolley, each fixed route operator, operates a unique complementary paratransit service. In addition, Connect-ECTA Inter-city Dial-a-ride (ECTA) provides inter-city dial-a-ride services to people with disabilities, between the Cities of Simi Valley, Moorpark, Thousand Oaks, and surrounding areas, such as Westlake Village, Newbury Park and Camarillo. The ECTA is jointly managed and funded by the Cities of Thousand Oaks, Moorpark, Simi Valley, and the County of Ventura, with participation from the City of Camarillo. VCTC Intercity operates intercity routes throughout the County, including all cities along the Highway 101 corridor, the Highway 126 corridor, and the Highway 34/118 and Highway 23/118 corridors, and to Santa Barbara County, as well as Los Angeles County. Gold Coast Transit District (GCTD), provides fixed route transit service (local and inter-city) in the Cities of Ojai, Ventura, Oxnard, Port Hueneme, and in the surrounding County unincorporated areas. In addition to its fixed route service area, GCTD's complementary paratransit service (GO Access), provides intercity paratransit connections to the City of Camarillo. Valley Express bus provides fixed route, general public dial-a-ride and ADA paratransit services in the Cities of Santa Paula, Fillmore and in surrounding unincorporated areas. Simi Valley Transit provides transit services within the city limits of Simi Valley as well as to/from the Chatsworth rail station in Los Angeles County, and Moorpark College in the City of Moorpark. Camarillo Area Transit provides local general public dial-a-ride within the city limits of Camarillo as well as local fixed route service with a complementary paratransit component. Thousand Oaks Transit provides local transit service within the City of Thousand Oaks, south to Westlake Village, and in surrounding unincorporated areas, such as north to Newbury Park. Moorpark City Transit provides bus service within the City of Moorpark (fixed route and paratransit). Ojai Trolley provides fixed route service within the City of Ojai and neighboring unincorporated areas. Kanan Shuttle provides service in the unincorporated area of Oak Park in Ventura County and the City of Agoura Hills in Los Angeles County. Each transit operator is governed by a different body of elected officials, many of which participate on the Commission

Regional Transit Operators

LA Metro and LA DOT provide regional bus service connecting Ventura County with Los Angeles County, and LA Access provides the associated complementary paratransit service. Metrolink provides regional commuter rail service from the City of Ventura south to Los Angeles County the northern end of San Diego County, and AMTRAK Surfliner provides

regional inter-city rail service between San Luis Obispo and San Diego County.

Project Lead

The Commission will be the primary point of contact and contract project manager for this effort to implement the Transit Integration and Efficiency Study.

Project Partners

Project partners may include decision makers and management from the County of Ventura, the Ventura County Cities and Gold Coast Transit District. Regional Transit Operators will be included in review of the Study and discussions directly relating to integration of their services.

Eligibility Requirements

This RFP is open to all interested firms. Firms must certify in a cover letter that it meets the following conditions:

1. Is not in litigation adverse to VCTC, Ventura County Transit Operators; or in other litigation that may have a significant and adverse impact on the ability to perform services for VCTC.
2. Has the resources, expertise, and commitment to complete all components of the project in a timely and competent manner, as outlined in the Scope of Work.
3. VCTC requires that the professional who signs the proposal as the project manager certify that he or she will be present at all meetings requested by VCTC staff members and will fully participate in the day-to-day management of the contract.

Proposal Requirements

Please provide one original signed proposal (unbound in 3-ring a binder), plus five hard copies, and an electronic PDF version, to the VCTC office at 751 E. Daily Drive, Suite 420, Camarillo, CA 93010 no later than 5:00 p.m. on November 10, 2020. The proposal should not exceed 30 written pages (excluding cover letter, proposal cover, table of contents and supplemental information, such as firm brochures and resumes). Supplemental information and appendices should be relevant and brief. Printing is to be on double-sided, 8-1/2" X 11" paper, using a minimum font size of 11. Proposals shall be organized using the following format:

1. **Cover Letter:** Identify the prime consultant and describe any subcontract arrangements. Please identify the person who is authorized to negotiate for the team and indicate that the proposal represents a firm binding offer for 150 days.
2. **Key Staff:** Identify a single point of contact (project manager) and all key team members, including relevant experience. Include a statement that key team members will not be removed or reassigned without prior approval of the Commission. Provide an organization chart of how the keystaff is structured within the organization and include all specialty sub-consultants that would be expected to be utilized on the project.
3. **Project Understanding and Approach:** Describe the understanding of the need for the Transit Integration and Efficiency Study in Ventura County. Describe your approach in meeting the task objectives outlined in Exhibit A of this RFP.

4. **Detailed Scope of Work and Management Approach:** Expanding on the scope of work outlined and the tasks included in the RFP, this section should present a detailed management approach to complete the tasks, including;
 - Detail on how to complete the tasks and timeline for completion
 - The personnel assigned to these tasks, with billable rates and total cost per task
 - The number of hours assigned per person per task
 - Total cost of all tasks proposed

This section should describe the consultant's approach to management of the work. If sub-consultants are to be used, provide similar information for each sub-consultant. This section should discuss the consultant's organization for this project, how the work assignments are structured, and the staffing. Discuss the firm/team's approach for completing the services for this project within budget. The proposal should include a staffing plan and an estimate of the total hours detailed by position.

5. **Project Schedule:** Please identify project phasing schedules, major project milestones, and key dates in the project schedule. The project period is a total of 12 months.
6. **Project Budget:** Please provide a project budget, showing the budget for each task, as outlined in this RFP. Include the level of effort for each staff person and billing rates for each person. Identify loaded hourly rates that include all costs rolled into the rate except travel. Travel should be a separate line item.
7. **References:** Provide at least three references (names and *current* phone numbers) from recent relevant work (previous three years) for the key project manager and designated staff members. Include a brief description of the projects associated with the reference, and the role of the respective team member.
8. **Professional Services Contract:** Please indicate your willingness to accept the terms and conditions in the VCTC's standard form of contract (see Exhibit C), or list those to which you take exception and, as appropriate, provide proposed alternate wording. It is not VCTC's intention to make substantial changes to the VCTC standard contract.

Appendices

Information considered by proposers to be pertinent to this project, and which has not been specifically solicited in any of the aforementioned sections, may be placed in a separate appendix section. Proposers are cautioned, however, that this does not constitute an invitation to submit large amounts of extraneous materials. Appendices should be relevant and brief.

Exceptions/Deviations

State any exceptions to, or deviations from, the requirements of this RFP and segregate "technical" exceptions from "contractual" exceptions. If proposers wish to propose alternative approaches to meeting the VCTC's technical or contractual requirements, these should be thoroughly explained, referencing the relevant section(s) of the RFP.

Debarment or Other Disqualification

Proposer must disclose any debarment or other disqualification as a vendor for any federal, state or local entities. Proposer must describe the nature of the debarment/disqualification, including where and how to find such detailed information.

Non-Discrimination Certification

By responding to this RFP, proposers represent that they and their subsidiaries do not and will not discriminate against any employee or applicant for employment on the basis of race, religious creed, color, national origin, ancestry, physical disability, mental disability, medical condition, genetic information, marital status, sex, gender, gender identity, gender expression, age, sexual orientation, or military or veterans status.

SECTION 2: INSTRUCTIONS TO PROPOSERS

Examination of Proposal Documents

By submitting a proposal, proposer represents that they have thoroughly examined and become familiar with the work required under this RFP and that the firm is capable of performing quality work to achieve the Transit Integration and Efficiency Study scope of work as set forth in Exhibit A.

Addenda

Any changes to the requirements will be made by written addendum to this RFP. Any written addenda issued pertaining to this RFP shall be incorporated into the terms and conditions of any resulting Agreement. VCTC will not be bound to any modifications to or deviations from the requirements set forth in this RFP as the result of verbal instructions. **Proposers are responsible for checking VCTC's website (www.goventura.org) for any and all written Addenda related to this RFP.** VCTC will not distribute Addenda to a mailing list of interested proposers.

Clarifications

1. Examination of Documents: All relevant documents pertaining to the Study are found in the appendices of this RFP and/or issued via addenda to VCTC's website.

2. Submitting Questions

- a. All questions must be in writing and must be received by the VCTC no later than 5pm on **October 13, 2020**. Thereafter the VCTC will enforce a Blackout period, see attached Blackout Notice Exhibit B.
- b. Due to the pending physical office move by VCTC during the month of October, questions and requests for clarification shall be sent via e-mail to TIES@goventura.org
- c. Responses: Responses from the Commission will be provided in writing as best as possible and at least 10 calendar days prior to the RFP due date.

Pre-Proposal Meeting

A voluntary pre-proposal video conference regarding the RFP shall be held on September 23, 2020, 1:00 – 2:00 P.M. (pacific time) via Zoom. Instructions will be posted at www.goventura.org at least 72 hours prior.

Submittal Procedure

1. Date and Time

Proposals must be submitted at or before 5:00 p.m. on NOVEMBER 10, 2020
Proposals received after the above-specified date and time will be returned to Proposers unopened.

2. Address

Proposals delivered by mail or in person shall be submitted to the following:

Ventura County Transportation Commission
Attn: Martin Erickson
751 E. Daily Drive, Suite 420
Camarillo CA 93010

3. Identification of Proposals

Proposer shall submit an **original and five hard copies** of its proposal in a sealed package, and **one (1) digital copy**.

4. Acceptance of proposals The VCTC reserves the right to

1. Accept, reject any or all submittals, or any item or part thereof;
2. Issue subsequent Requests for Proposals;
3. Alter the Selection Process Dates;
4. Remedy technical errors in the RFP process;
5. Request additional information from Proposers and investigate the qualifications of all firms under consideration;
6. Confirm any part of the information furnished by a Proposer;
7. Obtain additional evidence of managerial, financial or other capabilities;
8. Approve or disapprove the use of particular subcontractors;
9. Negotiate with any, all, or none of the Proposers;
10. Solicit best and final offers from all or some of the Proposers;
11. Award a contract to one or more Proposers;
12. Accept other than the lowest-priced Proposal;
13. Withdraw this RFP at any time without prior notice and the VCTC makes no

representations that any contract will be awarded to any Proposer responding to this RFP;

- a. Waive informalities and irregularities in Proposals or the selection process.

5. Confidentiality of Proposals

To the extent permitted by law, proposals received shall remain confidential until the contract, if any, resulting from this RFP has been finally negotiated executed. Thereafter, all information submitted in response to this request shall be deemed a public record. In the event that the Proposer desires to claim portions of its proposal as exempt from disclosure under the California Public Records Act, it is incumbent on the Proposer to clearly identify those portions with the word “confidential” printed on the lower right-hand corner of the page. VCTC will consider a Proposer’s request for exemption from disclosure; however, VCTC will make its decision based on applicable laws. An assertion by the Proposer that the entire proposal is exempt from disclosure will not be honored. Firms are advised that the VCTC does not wish to receive confidential or proprietary information and those proposers are not to supply such information except when it is absolutely necessary. If any information or materials in any proposal submitted are labeled confidential or proprietary, the proposal shall include the following clause:

[Legal name of proposer] shall indemnify, defend and hold harmless the VCTC, its officers, agents and employees from and against any request, action or proceeding of any nature and any damages or liability of any nature, specifically including attorneys' fees awarded under the California Public Records Act (Government Code §6250 et seq.) arising out of, concerning or in any way involving any materials or information in this proposal that [legal name of proposer] has labeled as confidential, proprietary or otherwise not subject to disclosure as a public record.

Pre-Contractual Expenses

Pre-contractual expenses are defined as expenses incurred by Proposer in:

1. Preparing its proposal in response to this RFP;
2. Submitting that proposal to the VCTC;
3. Negotiating with the VCTC any matter related to this proposal; or
4. Any other expenses incurred by Proposer prior to date of award, if any, of the Agreement.

The VCTC shall not, in any event, be liable for any pre-contractual expenses incurred by Proposer in the preparation of its proposal. Proposer shall not include any such expenses as part of its proposal.

Joint Offers

Where two or more proposers desire to submit a single proposal in response to this RFP, they should do so on a prime-subcontractor basis rather than as a joint venture. VCTC intends to contract with a single firm and not with multiple firms doing business as a joint venture.

Insurance and Agreement Provisions

The Proposer must satisfy the insurance requirements of the proposed Professional Services Agreement. The successful Proposer will be required to adhere to the provisions, terms, and conditions of the attached standard Professional Services Agreement (Exhibit C). Objections to any provisions must be identified in the proposal. No response will signify that the agreement is acceptable as written.

Unless otherwise authorized by VCTC, the selected consultant will be required to execute an agreement with the VCTC for the services requested. If agreement on terms and conditions acceptable to the VCTC cannot be achieved, or if, after reasonable attempts to negotiate such terms and conditions, it appears that an agreement will not be possible, as determined at the sole discretion of the VCTC, the VCTC reserves the right to retract any notice of intent to award and proceed with awards to other consultants, or not award at all.

Levine Act

The selected consultant team will be required to disclose on the record any contribution of \$250.00 or more which they have made to an VCTC Commissioner within the twelve-month period preceding submission of the RFP. This applies to your company, any member of your team, any agents for you or other team members and to the major shareholders of any closed corporation, which is part of your team. If you have made a contribution which needs to be disclosed, you must provide written notice of the date, amount and receipt of the contribution(s) in writing to the VCTC Executive Director, Darren Kettle. This information is required before the VCTC will execute any contract.

Lobbying

Any consulting firm submitting a proposal or a party representing a firm shall not influence or attempt to influence any member of the evaluation committee, any member of a city council within Ventura County, the Board of Supervisors, any member of the Commission or any employee of the Commission, with regard to the acceptance of a proposal. Any party attempting to influence the RFP process through ex-parte contact may be subject to rejection of their proposal.

SECTION 3: EVALUATION AND AWARD

Evaluation Procedure

An Evaluation Committee will be appointed to review all proposals received. The committee will be comprised of VCTC staff and may include outside personnel. VCTC staff will conduct an initial review of the proposals for general responsiveness and compliance with the requirements of this RFP. Proposals failing to satisfy the requirements or are inadequately responsive will not be considered.

After the initial responsiveness review, the committee members will read the proposals separately then convene to discuss and review the written proposals. Each member of the selection panel will then evaluate each proposal using the criteria identified below to arrive at a

“proposal score” in the range of 0 to 100 for each proposal. A list of top ranked proposals will be developed based upon the totals of each committee member’s score for each proposal.

The Evaluation Committee will review all proposals submitted on time. The committee will evaluate the proposals and make a selection based on the following criteria:

- Qualifications and experience of the key personnel assigned to the project (up to 20 points)
- Qualifications and experience of the Firm (up to 20 points)
- Experience conducting similar projects, e.g. transit integration and efficiency studies (up to 20 points)
- Clarity on approach to complete all tasks, including schedule, budget, and scope of work (up to 20 points)
- Project understanding (up to 20 points)

During the evaluation period, the VCTC may interview some or all of the proposing firms. Interviews are tentatively scheduled to be held the week of December 7th (December 7, 2020 – December 11, 2020). The interview may consist of a short presentation by the Proposer after which the evaluation committee will ask questions related to the firm’s proposal and qualifications.

The VCTC reserves the right to select a consultant based solely on written submittals and not convene oral interviews. If oral interviews are necessary, the selected Proposer will be requested to make a formal presentation. The Evaluation Committee will recommend one consultant following any interviews. The Committee’s recommendation will be reviewed by the Executive Director before proceeding to the Commission for action.

Selection will be based on a “best value” analysis. The VCTC reserves the right to select the

proposal which in its sole judgment best meets the needs of the VCTC.

Award

Acceptance of a proposal or other material during the selection process does not constitute a contract and does not obligate the VCTC to award funds. Funding is subject to final contract approval by the Commission. VCTC reserve the right to reject any and all responses without penalty and to act in the best interest of the VCTC. The VCTC will evaluate the proposals received and will submit the proposal considered to be the most competitive to the Commission, for consideration and selection. The VCTC may also negotiate contract terms with the selected Proposer prior to award, and expressly reserves the right to negotiate with several Proposers simultaneously and, thereafter, to award a contract to the Proposer offering the most favorable terms to the VCTC.

Negotiations may or may not be conducted with Proposers; therefore, the proposal submitted should contain Proposer's most favorable terms and conditions, since the selection and award may be made without discussion with any Proposer.

Notification of Award

Proposers who submit a proposal in response to this RFP shall be notified by email regarding the firm who will be recommended for award of the contract. Such notification will be made at least seven (7) days before the date the contract is awarded.

SECTION 4: PROTESTS

Bid protests for contracts awarded for professional services shall be submitted and responded to in accordance with the requirements noted in EXHIBIT D.

SECTION 5: TENTATIVE SCHEDULE

The following is a tentative project schedule and milestone requirements for the project. VCTC reserves the right to adjust the schedule.

Release RFP: September 14, 2020

Pre-Proposal Meeting: September 23, 2020

Written Questions: October 13, 2020

Proposals Due: November 10, 2020, by 5:00 p.m.

Interview Dates: December 7 through December 11, 2020

Contract Approval: February 5, 2021

Kick-Off Meeting: tentatively week of February 8, 2021

Draft Study: August 27, 2021

Final Study: January 31, 2022

Project Completion: no later than February 28, 2022

EXHIBIT A: DRAFT SCOPE OF WORK

Overview

The Ventura County *Transit Integration and Efficiency Study* (TIES or Study) will examine system efficiencies and integration opportunities among Ventura County bus transit operators: VCTC Intercity, Gold Coast Transit District, Valley Express Bus, Simi Valley Transit, Camarillo Area Transit, Thousand Oaks Transit, Moorpark City Transit, Ojai Trolley, Kanan Shuttle, and Connect - ECTA InterCity Dial-a-Ride. The overarching goal of the Study is to improve bus transit throughout Ventura County in both the near-term and long-term periods. The Study seeks to identify strategies that will most effectively improve passenger experience, reduce operating and capital costs, and better integrate the existing operating systems. While the Study will focus on the Ventura County Transit bus operators, opportunities to improve integration with Regional Transit Operators will also be considered.

Objectives

- Assess existing bus service including routes, schedules, programs/passes, employee/labor union agreements, operating contracts, procurement, ridership, marketing/customer service, fare policy and media, technologies, staffing, governance structure and local organization support, finances, vehicles, facilities, and other assets;
- Identify trends or actions that are anticipated to positively or negatively impact transit service delivery in Ventura County in the near-term, including changes to funding availability or distribution, mandates related to zero-emissions fleets, ridership trends, TNC use, car ownership, and land use and development changes (including wildfire recovery and countywide housing initiatives);
- Identify areas, corridors, and times of duplication in transit routes and schedules and opportunities to improve the transit network through coordinated long-range and short-range service planning;
- Identify financial sustainability risk factors for current and future transit programming in Ventura County, and funding gaps for long-term financial requirements (e.g. assets, pension liabilities, etc.);
- Identify opportunities for more efficient paratransit operations, including trip booking, and across-agency trip provision;
- Identify opportunities for greater efficiencies in administration, planning, labor negotiations, governance, and service delivery;
- Identify opportunities for greater efficiencies in asset management, maintenance, and procurement;
- Identify opportunities for public-facing integration, i.e., customer service, branding, programs, and marketing; and
- Develop matrix of options for integration with recommendations on level of integration, estimated fiscal and operational impacts, and next steps.

TASK 1. PROJECT MANAGEMENT AND ADMINISTRATION

The Consultant will coordinate closely with VCTC on project management and administration. Coordination may include regular calls with VCTC and meetings with Project Partners on project status and progress.

DELIVERABLES: MONTHLY PROGRESS REPORTS

TASK 2. REVIEW OF INTEGRATION AND EFFICIENCY OPPORTUNITIES

The Consultant will become familiar with each of the transit systems by doing the following:

- Review the Existing Services Memorandum provided by VCTC and the transit operators, as described in Attachment 1;
- Review relevant studies and plans. These may include but are not limited to, the Regional Transit Study conducted by VCTC 2009 to 2012, short-range transit plans, comprehensive operational analysis plans, TDA Performance Audits, and FTA National Transit Database reports, and other reports or memoranda, as identified;
- Review relevant case studies of transit coordination/integration/consolidation projects from comparable regions in the country; and
- May include in-person meetings with customer service and operations managers.

Financial Review: The Consultant will become familiar with the operational financial condition of each transit operation based on the current level of service.

- Identify trends or actions that are anticipated to positively or negatively impact transit finances in Ventura County in the near-term, including changes to funding availability or distribution.
- Identify financial sustainability risk factors for current and future transit programming in Ventura County.
- Identify funding gaps for long-term financial requirements (e.g. assets, pension liabilities, etc.).

Physical Asset Review: The Consultant will review the current and future physical asset requirements of each transit provider (i.e., facilities vehicles, stations, systems, shared use facilities-hubs, park-and-ride facilities, local bus yards).

- Perform on-site visits with each transit provider to review all current physical assets and assess how these assets can be used for transit support and/or operations, including identifying which assets would not be available for transit asset consolidation and the reason(s) why;
- Identify trends or actions that are anticipated to positively or negatively impact transit assets in Ventura County in the near-term, including mandates related to fleet electrification; and
- Identify current and future capital opportunities, resources, and plans that could be used in support of potential transit asset consolidation options.

Technology System Review: The Consultant will review the technological systems that are currently in use and planned for by each transit agency, including but not limited to real-time information, AVL, passenger counters, fare applications, and transit planning software.

- Identify opportunities for greater integration of technology platforms and efficiencies technology service contracts.

Labor Force Review: The Consultant will examine the organizational structure of each transit provider, including contracted staff by identifying the following:

- Possible issues or deficiencies with the current personnel structures with each transit provider; and
- Opportunities for greater efficiencies in administration and labor negotiations.

Governance and Coordination Review: The Consultant will review efficiencies in the current governance and coordination structure.

- Identify opportunities for greater efficiencies in governance;
- Identify opportunities for greater efficiencies in coordination with other transit operators; and
- Identify opportunities for greater efficiencies in coordination with other jurisdictional divisions and stakeholders.

Fixed-Route Service Review: The Consultant will analyze current transit service where there are multiple operators and identify opportunities for greater efficiencies.

- Identify trends or actions that are anticipated to positively or negatively impact transit service delivery in Ventura County in the near-term, including changes to ridership trends, TNC use, car ownership and related incentive programs, and land use and development changes (including wildfire recovery and countywide housing initiatives);
- Identify areas of duplication in transit routes and schedules and opportunities to improve the transit network through coordinated long-range and short-range service planning;
- Review existing service policies and standards, and service planning processes; and
- Identify opportunities for greater efficiencies in service delivery.

Paratransit, Demand Responses Systems Review: The Consultant will review the general public dial-a-ride, and paratransit operations where there are multiple operators and transfers by identifying the following:

- Areas of duplication and gaps in paratransit service areas (including paratransit service provided by LA Access); and
- Opportunities for more efficient paratransit operations, including certification, trip booking and across-agency trip provision.

Customer Service and Marketing Review: The Consultant will review current customer service and marketing practices.

- Identify opportunities for public-facing integration, i.e., customer service, branding, programs, and marketing.

Customer Experience Review: The Consultant will review existing documentation from previous public outreach efforts and customer feedback relating to transit customer experiences.

- Identify opportunities for greater customer experience related to the other categories reviewed

TASK 3. EVALUATION OF OPPORTUNITIES AND APPROACHES

The Consultant will prepare a matrix of potential opportunities for integration and improved efficiency with estimated level of fiscal and operational impacts, and recommendation for near-term, mid-term, or long-term implementation. The Consultant will work with VCTC and Project Partners to develop one or two preferred approach(es) for future transit service based on a combination of opportunities identified in the matrix. The Consultant will develop a detailed review of the preferred approach(es).

The opportunities and approaches will include considerations of various levels of integration within the following range of categories:

- Increased communication and coordination of existing providers;
- Increased collaboration of existing service providers; and
- Integration of select services (i.e., paratransit, customer service, marketing, etc.) or all elements of transit operations to a single county-wide service provider.

Each approach, or option, will be evaluated in terms of the following key areas of study and will fully assess the strengths, weaknesses, opportunities, and threats of each option. The assessment of each option should also include an analysis of financial implications, sharing and/or use of existing and future physical assets, technologies, staff, and service performance and integration.

Financial Comparison: The Consultant will evaluate the detailed operational financial condition of each option.

- Develop conceptual budgets for each option using all pertinent transit cost factors;
- Determine how each option would affect all permanent and one-time revenue sources used for both capital and operating expenses anticipated for each option; specifically, the use of federal and state transit dedicated fund sources will be fully assessed;
- Project five-year, ten-year fiscal impacts and benefits for each option based on current levels of service (if service changes are anticipated, incorporate those in projections);
- Summarize implementation issues associated with the integration and/or transfer of each operational service contract or implementation of new contracts for each option, as needed. Summary should include potential labor/union issues;
- Highlight foreseeable potential challenges, including legal feasibility, insurance coverage, etc., of each option;
- Summarize financial implications and forecasts for each option based on current and proposed levels of service; and
- Compare each option to the status quo.

Physical Asset Comparison: The Consultant will further elaborate on the physical asset analysis and how it would apply to each option.

- Determine the required physical assets needed to support each option;
- Determine the potential of sharing existing physical assets under the proposed options;
- Determine the potential of transit asset consolidation under the proposed options;
- Project the capital needs of a consolidated operation for the next 20 years based on current and projected levels of service including, but not limited to, maintenance and administrative facilities, rolling stock replacements, parking facilities, service vehicles and replacement, fare collection and communication improvements, etc.; and
- Compare each option to the status quo.

Technology Comparison: The Consultant will further elaborate on the technology assessment and how it would apply to each option.

- Determine the required technology needed to support each option;
- Determine the potential for coordinating existing or planned technology platforms and contracts; and
- Determine the potential of sharing existing or planned technology platforms or contracts under the proposed options.

Labor Force Comparison: The Consultant will develop and assess the required organizational personnel needs and staffing levels of each option. This will entail the following tasks:

- Forecast staffing levels of each option by cost, FTE, fund source and function;
- Identify the functional responsibilities of each staff person;
- Develop proposed organization structures, job descriptions and financial summary of each of the proposed options;
- Consider potential drawbacks of proposed organization structures, including interaction between administrative staff, operations management and staff, and other city/county departments; and
- Evaluate the costs and coverage of each of the options to the status quo. Where feasible, use comparably structured transit agencies as benchmarks.

Fixed-Route Service Comparison: The Consultant will compare each option and its ability to provide service as follows:

- Review service and productivity levels for each options, and what common service policies should be assumed for each option;
- Identify potential service enhancements and cost savings gained through possible route optimization (such as route interlining, reduced deadhead hours, vehicle assignments, and improved service contracts) for each of the coordination/integration options;
- Identify potential service improvements or reductions involved with each of the coordination/integration options and their consistency with currently adopted service

standards, policies, and plans;

- Provide recommendations for improved operational procedures and policies (e.g., ADA eligibility, transfer policies, etc.);
- Consider the level of connectivity between the proposed options and other available modes of transportation (non-motorized, taxi/TNC, rail, etc.);
- Consider the level of connectivity between urban and rural areas inherent in each option; and
- Compare each option to the status quo.

Paratransit and Demand Response (Dial-a-ride) Service Comparison: The Consultant will compare each option and its ability to provide service as follows:

- Review service and productivity levels for each option, and what common service policies should be assumed for each option;
- Identify potential service enhancements and cost savings gained through possible coordination/integration of services and policies (i.e. TNC/taxi use, eliminating transfers and providing one-seat rides, and general policies)
- Identify potential service improvements or reductions involved with each of the coordination/integration options;
- Provide recommendations for improved operational procedures and policies (e.g., ADA eligibility, transfer policies, etc.);
- Consider the level of connectivity between the proposed options and other available modes of transportation (non-motorized, taxi/TNC, rail, etc.);
- Consider the level of connectivity between urban and rural areas inherent in each option; and
- Compare each option to the status quo.

Customer Service and Marketing Comparison: The Consultant will compare each option and its ability to provide customer service and marketing as follows:

- Identify potential customer service enhancements and cost savings gained through each of the coordination/integration options;
- Identify potential marketing enhancements and cost savings gained through each of the coordination/integration options; and
- Compare each option to the status quo.

Governance and Coordination Comparisons: The Consultant will develop options to govern and/or coordinate the transit operations outlined in each option. This would include:

- Summarize alternative governance structures (as outlined in state legislation) and/or coordination structure that are the most appropriate for each option;
- Specifically propose and define possible governance structures and/or coordination structures for each of the potential options; and
- Compare each option to the status quo.

Customer Experience Comparison: The Consultant will compare each option and its ability to improve customer experience based on previous feedback and public input obtained through Task 4.

Summary Report of Comparisons: Summarize an evaluation for each option based on the findings of Task 3, including:

- A comprehensive analysis of governance issues, financial status, service quality and operational efficiencies; and
- An evaluation of possible responses and reactions to the strengths and weaknesses identified by local agencies and other community stakeholders.

DELIVERABLE: MATRIX OF OPPORTUNITIES AND DRAFT EVALUATION REPORT FOR PREFERRED APPROACH(ES)

TASK 4. PUBLIC INPUT AND MEETINGS

Public Input and Consensus-Building: Recommending a particular option or set of approaches will require gathering input from the public, transit users, employees (including drivers, dispatchers, unions), and policy makers, and arriving at a certain degree of consensus at the decision-making level. To help facilitate this consensus-building, the Consultant will need to provide information and assistance as needed. Specific efforts are anticipated to include:

- Prepare and coordinate one presentation to one to two focus groups, which may include policy makers, unions, dispatchers, drivers, and other key stakeholders;
- Devise and implement public input on the Study, based heavily upon the recommendations of the VCTC and Project Partners (who will assist in supplying stakeholder contact information and coordinating public meetings). Public input must include special consideration for disabled, elderly, minority, low-income, and limited English proficiency populations;
- Develop a public input survey targeting customer feedback from transit users;
- Make one presentation of study findings in draft form to obtain feedback and revisions as deemed appropriate;
- Research and answer questions about details and assumptions involved with integration option(s) if needed; and
- Additional presentations to transit-related committees may be included as optional tasks.

DELIVERABLE: SUMMARY REPORTS: (1) FOCUS GROUPS/COMMITTEES, (2) PUBLIC INPUT SURVEY REPORT; AND PRESENT STUDY FINDINGS.

TASK 5. FINAL EVALUATION REPORT

A final Evaluation Report will be prepared and will incorporate public and decision-maker input, and describe the preferred option(s) regardless of the outcome. This Evaluation Report will include short, mid, and long-term strategies that can be used to achieve a more

sustainable, efficient and coordinated system for the users of the fixed-route bus transit and paratransit in Ventura County. Specific tasks include:

- Prepare a detailed explanation of the proposed organizational and service structure from the preferred option(s), if different from the existing structure;
- Prepare informational materials about the preferred recommendation(s); and
- Prepare a summary of next steps to achieve the preferred option(s).

DELIVERABLE: FINAL EVALUATION REPORT AND RECOMMENDATIONS

Attachment 1 to Draft Scope of Work

EXISTING SERVICES MEMORANDUM PROVIDED TO CONSULTANT

The VCTC, in collaboration with the Project Partners, will prepare and provide to the Consultant, a memorandum summarizing data and information on existing transit service. The intention of the Existing Services Memorandum is to provide the Consultant with background information to inform the review and evaluation of integration and efficiency opportunities outlined in Tasks 2 and 3 of the Draft Scope of Work. The Scope of Work for the Existing Services Memorandum is outlined below.

Financial Documentation: Review and summarize the operational financial condition of each transit operation in several areas by examining the following elements:

- Past year and current year budgets for overall financial condition using TDA Audit data where possible. This includes examining measures to describe the relative efficiency of the current systems (i.e., cost per revenue hour, cost per revenue mile, cost per passenger);
- All permanent and one-time revenue sources for both capital and operating expenses. Specifically, a review of transit dedicated fund sources will be made;
- Three to five-year financial projections from each transit provider based on current level of service (if service changes are anticipated, incorporate those in projections) and assess implications of any sun-setting or nonbinding financial resources;
- Ten-year capital investment projections from each transit provider based on current levels of service (if service changes and/or policies regarding fleet purchases are anticipated, incorporate those in projections) and assess implications of any sun-setting or nonbinding financial resources; and
- Summarize costs, terms and conditions of each operational service contract of the transit providers.

Physical Asset Documentation: Review and summarize the current and future physical asset requirements of each transit provider (i.e., facilities vehicles, stations, park-n-ride facilities, systems, shared use facilities-hubs, local bus yards) by examining the following elements:

- Status of all current transit capital projects and proposals for each transit provider; and
- Each transit provider's projected capital needs for the next ten years based on current and projected levels of services, including but not limited to, maintenance and administrative facilities, rolling stock replacement (buses and support vehicles), parking facilities, etc.

Technology System Review: Review and summarize the technological systems that are currently in use and planned for by each transit agency, including but not limited to real-time information, automatic

vehicle locator systems, passenger counters, fare collection applications and technology, communications systems, and transit planning software.

Labor Force Documentation: Review and summarize organizational structure of each transit provider, including contracted staff by examining the following elements:

- Current organization charts and job descriptions from each operation;
- Current staffing levels of each operation by cost, full time equivalent (FTE), fund source and function; and
- Identify the functional roles, responsibilities and associated staffing levels of each service provider.

Fixed-Route Service Documentation: Summarize current transit service by examining the following elements:

- Current levels of service and productivity for all transit operations in Ventura County;
- Service standards, service allocation policies, and service planning and scheduling processes in use by each transit provider; and
- Identify areas of known service redundancy.

Paratransit, Demand Responses Systems Documentation: Summarize the paratransit operations by examining the following elements:

- Eligibility process, current levels of service, productivity, and accessibility offered with those services;
- Coordinated Human Services Transportation Plan
- Transfer process between providers.

Customer Service and Marketing Summary: Review and summarize customer service and marketing programs for each transit provider by examining the following:

- Current customer service structures and systems;
- Current trip planning, payment, and real-time information programs available to transit riders;
- Current marketing and public information programs; and
- Current coordination of customer service and marketing programs.

Governance and Coordination Analysis Summary: Document the manner in which each transit operation is governed, by examining these areas:

- Governing Body or Policy Board representation;
- Recent participation by policy makers related to transit funding and operations;
- Coordination with other jurisdictional divisions and stakeholders; and
- Coordination among transit services providers.

EXHIBIT B: BLACKOUT NOTICE

Upon release of this RFP, the Executive Director hereby directs all personnel associated with the VCTC to refrain from communicating with prospective Proposers and to refer all inquiries to the Executive Director or other authorized representative. This procedure is commonly known as a "blackout notice" and shall be imposed with the release of the RFP.

Proposers shall refrain from contacting the members of the VCTC Commission regarding this RFP during the evaluation process. Any party attempting to influence the RFP process through ex parte contact may have their proposal rejected.

The notice may be issued in any format (e.g., letter or electronic) appropriate to the complexity of the RFP.

Blackout notices are not intended to terminate all communication with Proposers. Contracting officers should continue to provide information as long as it does not create an unfair competitive advantage or reveal proprietary data and complies with the timelines and parameters laid out in this RFP.

EXHIBIT C: STANDARD AGREEMENT FOR PROFESSIONAL SERVICES

**PROFESSIONAL SERVICES AGREEMENT BETWEEN
THE VENTURA COUNTY TRANSPORTATION COMMISSION AND**
[REDACTED]

THIS AGREEMENT for consulting services is made by and between the Ventura County Transportation Commission ("VCTC") and _____ ("Consultant") (together sometimes referred to as the "Parties") as of _____, 20__ (the "Effective Date").

Section 1. SERVICES. Subject to the terms and conditions set forth in this Agreement, Consultant shall provide to VCTC the services described in the Scope of Work attached hereto and incorporated herein as Exhibit A, at the time and place and in the manner specified therein. In the event of a conflict in or inconsistency between the terms of this Agreement and Exhibit A, the Agreement shall prevail.

- 1.1 **Term of Services.** The term of this Agreement shall begin on the Effective Date and shall end on _____, the date of completion specified in Exhibit A, and Consultant shall complete the work described in Exhibit A on or before that date, unless the term of the Agreement is otherwise terminated or extended, as provided for in Section 8. The time provided to Consultant to complete the services required by this Agreement shall not affect VCTC's right to terminate the Agreement, as provided for in Section 8.
- 1.2 **Standard of Performance.** Consultant shall perform all work required by this Agreement in a substantial, first-class manner and shall conform to the standards of quality normally observed by a person practicing in Consultant's profession.
- 1.3 **Assignment of Personnel.** Consultant shall assign only competent personnel to perform services pursuant to this Agreement. In the event that VCTC, in its sole discretion, at any time during the term of this Agreement, desires the reassignment of any such persons, Consultant shall, immediately upon receiving notice from VCTC of such desire of VCTC, reassign such person or persons.
- 1.4 **Time.** Consultant shall devote such time to the performance of services pursuant to this Agreement as may be reasonably necessary to meet the standard of performance provided in Sections 1.1 and 1.2 above and to satisfy Consultant's obligations hereunder.

Section 2. COMPENSATION. VCTC hereby agrees to pay Consultant a sum not to exceed _____, (\$_____) notwithstanding any contrary indications that may be contained in Consultant's proposal, for services to be performed and reimbursable costs incurred under this Agreement. In the event of a conflict between this Agreement and Consultant's proposal, attached as Exhibit A, regarding the amount of compensation, the Agreement shall prevail. VCTC shall pay Consultant for services rendered pursuant to this Agreement at the time and in the manner set forth herein. The payments specified below shall be the only payments from VCTC to Consultant for services rendered pursuant to this Agreement. Consultant shall submit all invoices to VCTC in the manner specified herein. Except as specifically authorized by VCTC in writing, Consultant shall not bill VCTC for duplicate services performed by more than one person.

Consultant and VCTC acknowledge and agree that compensation paid by VCTC to Consultant under this Agreement is based upon Consultant's estimated costs of providing the services required hereunder, including salaries and

benefits of employees and subcontractors of Consultant. Consequently, the Parties further agree that compensation hereunder is intended to include the costs of contributions to any pensions and/or annuities to which Consultant and its employees, agents, and subcontractors may be eligible. VCTC therefore has no responsibility for such contributions beyond compensation required under this Agreement.

2.1 Invoices. Consultant shall submit invoices, not more often than once per month during the term of this Agreement, based on the cost for all services performed and reimbursable costs incurred prior to the invoice date. Invoices shall contain all the following information:

- Serial identifications of progress bills (i.e., Progress Bill No. 1 for the first invoice, etc.);
- The beginning and ending dates of the billing period;
- A task summary containing the original contract amount, the amount of prior billings, the total due this period, the balance available under the Agreement, and the percentage of completion;
- At VCTC's option, for each work item in each task, a copy of the applicable time entries or time sheets shall be submitted showing the name of the person doing the work, the hours spent by each person, a brief description of the work, and each reimbursable expense;
- The total number of hours of work performed under the Agreement by each employee, agent, and subcontractor of Consultant performing services hereunder;
- Consultant shall give separate notice to VCTC when the total number of hours worked by Consultant and any individual employee, agent, or subcontractor of Consultant reaches or exceeds eight hundred (800) hours within a twelve (12)-month period under this Agreement and any other agreement between Consultant and VCTC. Such notice shall include an estimate of the time necessary to complete work described in Exhibit A and the estimate of time necessary to complete work under any other agreement between Consultant and VCTC, if applicable.
- The amount and purpose of actual expenditures for which reimbursement is sought;
- The Consultant's signature.

2.2 Monthly Payment. VCTC shall make monthly payments, based on invoices received, for services satisfactorily performed, and for authorized reimbursable costs incurred. VCTC shall have thirty (30) days from the receipt of an invoice that complies with all of the requirements above to pay Consultant. Each invoice shall include all expenses and actives performed during the invoice period for which Consultant expects to receive payment.

2.3 Final Payment. VCTC shall pay the five percent (5%) of the total sum due pursuant to this Agreement within sixty (60) days after completion of the services and submittal to VCTC of a final invoice, if all services required have been satisfactorily performed.

2.4 Total Payment. VCTC shall pay for the services to be rendered by Consultant pursuant to this Agreement. VCTC shall not pay any additional sum for any expense or cost whatsoever incurred by Consultant in rendering services pursuant to this Agreement. VCTC shall make no payment for any extra, further, or additional service pursuant to this Agreement. In no event shall Consultant submit any invoice for an amount in excess of the maximum amount of compensation provided above either for a task or for the entire Agreement, unless the Agreement is modified prior to the submission of such an invoice by a properly executed change order or amendment.

2.5 Hourly Fees. Fees for work performed by Consultant on an hourly basis shall not exceed the amounts shown on the compensation schedule attached hereto and incorporated herein as Exhibit B.

- 2.6 Reimbursable Expenses.** Reimbursable expenses, as specified in Exhibit C, attached hereto and incorporated herein, shall not exceed [REDACTED] (\$). Expenses not listed below are not chargeable to VCTC. Reimbursable expenses are included in the total amount of compensation provided under this Agreement that shall not be exceeded.
- 2.7 Payment of Taxes.** Consultant is solely responsible for the payment of employment taxes incurred under this Agreement and any similar federal or state taxes. Contractor represents and warrants that Contractor is a resident of the State of California in accordance with California Revenue & Taxation Code Section 18662, as it may be amended, and is exempt from withholding. Contractor accepts sole responsible for verifying the residency status of any subcontractors and withhold taxes from non-California subcontractors.
- 2.8 Payment upon Termination.** In the event that VCTC or Consultant terminates this Agreement pursuant to Section 8, VCTC shall compensate the Consultant for all outstanding costs and reimbursable expenses incurred for work satisfactorily completed as of the date of written notice of termination. Consultant shall maintain adequate logs and timesheets to verify costs incurred to that date.
- 2.9 Authorization to Perform Services.** The Consultant is not authorized to perform any services or incur any costs whatsoever under the terms of this Agreement until receipt of authorization from the Contract Administrator.
- 2.10 False Claims Act.** Presenting a false or fraudulent claim for payment, including a change order, is a violation of the California False Claims Act and may result in treble damages and a fine of five thousand (\$5,000) to ten thousand dollars (\$10,000) per violation.

Section 3. FACILITIES AND EQUIPMENT. Except as set forth herein, Consultant shall, at its sole cost and expense, provide all facilities and equipment that may be necessary to perform the services required by this Agreement. VCTC shall make available to Consultant only the facilities and equipment listed in this section, and only under the terms and conditions set forth herein.

VCTC shall furnish physical facilities such as desks, filing cabinets, and conference space, as may be reasonably necessary for Consultant's use while consulting with VCTC employees and reviewing records and the information in possession of VCTC. The location, quantity, and time of furnishing those facilities shall be in the sole discretion of VCTC. In no event shall VCTC be obligated to furnish any facility that may involve incurring any direct expense, including but not limited to computer, long-distance telephone or other communication charges, vehicles, and reproduction facilities.

Section 4. INSURANCE REQUIREMENTS. Before beginning any work under this Agreement, Consultant, at its own cost and expense, unless otherwise specified below, shall procure the types and amounts of insurance listed below against claims for injuries to persons or damages to property that may arise from or in connection with the performance of the work hereunder by the Consultant and its agents, representatives, employees, and subcontractors. Consistent with the following provisions, Consultant shall provide proof satisfactory to VCTC of such insurance that meets the requirements of this section and under forms of insurance satisfactory in all respects, and that such insurance is in effect prior to beginning work to VCTC. Consultant shall maintain the insurance policies required by this section throughout the term of this Agreement. The cost of such insurance shall be included in the Consultant's bid. Consultant shall not allow any subcontractor to commence work on any subcontract until

Consultant has obtained all insurance required herein for the subcontractor(s). Consultant shall maintain all required insurance listed herein for the duration of this Agreement.

4.1 Workers' Compensation. Consultant shall, at its sole cost and expense, maintain Statutory Workers' Compensation Insurance and Employer's Liability Insurance for any and all persons employed directly or indirectly by Consultant. The Statutory Workers' Compensation Insurance and Employer's Liability Insurance shall be provided with limits of not less than **\$1,000,000** per accident. In the alternative, Consultant may rely on a self-insurance program to meet those requirements, but only if the program of self-insurance complies fully with the provisions of the California Labor Code. Determination of whether a self-insurance program meets the standards of the Labor Code shall be solely in the discretion of the Contract Administrator, as defined in Section 10.9. The insurer, if insurance is provided, or the Consultant, if a program of self-insurance is provided, shall waive all rights of subrogation against VCTC and its officers, officials, employees, and volunteers for loss arising from work performed under this Agreement.

4.2 Commercial General and Automobile Liability Insurance.

4.2.1 General requirements. Consultant, at its own cost and expense, shall maintain commercial general and automobile liability insurance for the term of this Agreement in an amount not less than _____ (\$ _____)[**dollar amount to be determined based on nature of the work—if no extenuating circumstances exist, \$1,000,000 is typically required**] per occurrence, combined single limit coverage for risks associated with the work contemplated by this Agreement. If a Commercial General Liability Insurance or an Automobile Liability form or other form with a general aggregate limit is used, either the general aggregate limit shall apply separately to the work to be performed under this Agreement or the general aggregate limit shall be at least twice the required occurrence limit. Such coverage shall include but shall not be limited to, protection against claims arising from bodily and personal injury, including death resulting therefrom, and damage to property resulting from activities contemplated under this Agreement, including the use of owned and non-owned automobiles.

4.2.2 Minimum scope of coverage. Commercial general coverage shall be at least as broad as Insurance Services Office Commercial General Liability occurrence form CG 0001 or GL 0002 (most recent editions) covering comprehensive General Liability Insurance and Services Office form number GL 0404 covering Broad Form Comprehensive General Liability on an "occurrence" basis. Automobile coverage shall be at least as broad as Insurance Services Office Automobile Liability form CA 0001 (most recent edition). No endorsement shall be attached limiting the coverage.

4.2.3 Additional requirements. Each of the following shall be included in the insurance coverage or added as a certified endorsement to the policy:

- a. The Insurance shall cover on an occurrence or an accident basis, and not on a claims-made basis.
- b. Any failure of Consultant to comply with reporting provisions of the policy shall not affect coverage provided to VCTC and its officers, employees, agents, and volunteers.

4.3 Professional Liability Insurance.

4.3.1 General requirements. Consultant, at its own cost and expense, shall maintain for the period covered by this Agreement professional liability insurance for licensed professionals performing work pursuant to this Agreement in an amount not less than **\$1,000,000** covering the licensed professionals' errors and omissions. Any deductible or self-insured retention shall not exceed one hundred fifty thousand dollars (\$150,000) per claim.

4.3.2 Claims-made limitations. The following provisions shall apply if the professional liability coverage is written on a claims-made form:

- a. The retroactive date of the policy must be shown and must be before the date of the Agreement.
- b. Insurance must be maintained and evidence of insurance must be provided for at least five (5) years after completion of the Agreement or the work, so long as commercially available at reasonable rates.
- c. If coverage is canceled or not renewed and it is not replaced with another claims-made policy form with a retroactive date that precedes the date of this Agreement, Consultant shall purchase an extended period coverage for a minimum of five (5) years after completion of work under this Agreement or the work. VCTC shall have the right to exercise, at the Consultant's sole cost and expense, any extended reporting provisions of the policy, if the Consultant cancels or does not renew the coverage.
- d. A copy of the claim reporting requirements must be submitted to VCTC for review prior to the commencement of any work under this Agreement.

4.3.3 Additional Requirements. A certified endorsement to include contractual liability shall be included in the policy

4.4 All Policies Requirements.

4.4.1 Acceptability of insurers. All insurance required by this section is to be placed with insurers with a Bests' rating of no less than A:VII.

4.4.2 Verification of coverage. Prior to beginning any work under this Agreement, Consultant shall furnish VCTC with complete copies of all policies delivered to Consultant by the insurer, including complete copies of all endorsements attached to those policies. All copies of policies and certified endorsements shall show the signature of a person authorized by that insurer to bind coverage on its behalf. If VCTC does not receive the required insurance documents prior to the Consultant beginning work, this shall not waive the Consultant's obligation to provide them. VCTC reserves the right to require complete copies of all required insurance policies at any time.

4.4.3 Notice of Reduction in or Cancellation of Coverage. A certified endorsement shall be attached to all insurance obtained pursuant to this Agreement stating that coverage shall not be suspended, voided, canceled by either party, or reduced in coverage or in limits, except after thirty (30) days' prior written notice by certified mail, return receipt requested, has been given to VCTC. In the event that any coverage required by this section is reduced, limited, cancelled, or materially affected in any other manner, Consultant shall provide

written notice to VCTC at Consultant's earliest possible opportunity and in no case later than ten (10) working days after Consultant is notified of the change in coverage.

- 4.4.4 Additional insured; primary insurance.** VCTC and its officers, employees, agents, and volunteers shall be covered as additional insureds with respect to each of the following: liability arising out of activities performed by or on behalf of Consultant, including VCTC's general supervision of Consultant; products and completed operations of Consultant, as applicable; premises owned, occupied, or used by Consultant; and automobiles owned, leased, or used by the Consultant in the course of providing services pursuant to this Agreement. The coverage shall contain no special limitations on the scope of protection afforded to VCTC or its officers, employees, agents, or volunteers.

A certified endorsement must be attached to all policies stating that coverage is primary insurance with respect to VCTC and its officers, officials, employees and volunteers, and that no insurance or self-insurance maintained by VCTC shall be called upon to contribute to a loss under the coverage.

- 4.4.5 Deductibles and Self-Insured Retentions.** Consultant shall disclose to and obtain the approval of City for the self-insured retentions and deductibles before beginning any of the services or work called for by any term of this Agreement. Further, if the Consultant's insurance policy includes a self-insured retention that must be paid by a named insured as a precondition of the insurer's liability, or which has the effect of providing that payments of the self-insured retention by others, including additional insureds or insurers do not serve to satisfy the self-insured retention, such provisions must be modified by special endorsement so as to not apply to the additional insured coverage required by this agreement so as to not prevent any of the parties to this agreement from satisfying or paying the self-insured retention required to be paid as a precondition to the insurer's liability. Additionally, the certificates of insurance must note whether the policy does or does not include any self-insured retention and also must disclose the deductible.

During the period covered by this Agreement, only upon the prior express written authorization of Contract Administrator, Consultant may increase such deductibles or self-insured retentions with respect to VCTC, its officers, employees, agents, and volunteers. The Contract Administrator may condition approval of an increase in deductible or self-insured retention levels with a requirement that Consultant procure a bond, guaranteeing payment of losses and related investigations, claim administration, and defense expenses that is satisfactory in all respects to each of them.

- 4.4.6 Subcontractors.** Consultant shall include all subcontractors as insureds under its policies or shall furnish separate certificates and certified endorsements for each subcontractor. All coverages for subcontractors shall be subject to all of the requirements stated herein.
- 4.4.7 Wasting Policy.** No insurance policy required by Section 4 shall include a "wasting" policy limit.
- 4.4.8 Variation.** VCTC may approve a variation in the foregoing insurance requirements, upon a determination that the coverage, scope, limits, and forms of such insurance are either not commercially available, or that VCTC's interests are otherwise fully protected.

- 4.5 Remedies.** In addition to any other remedies VCTC may have if Consultant fails to provide or maintain any insurance policies or policy endorsements to the extent and within the time herein required, VCTC may, at its sole option exercise any of the following remedies, which are alternatives to other remedies VCTC may have and are not the exclusive remedy for Consultant's breach:
- a. Obtain such insurance and deduct and retain the amount of the premiums for such insurance from any sums due under the Agreement;
 - b. Order Consultant to stop work under this Agreement or withhold any payment that becomes due to Consultant hereunder, or both stop work and withhold any payment, until Consultant demonstrates compliance with the requirements hereof; and/or
 - c. Terminate this Agreement.

Section 5. INDEMNIFICATION AND CONSULTANT'S RESPONSIBILITIES. Consultant shall, to the fullest extent allowed by law, with respect to all Services performed in connection with this Agreement, indemnify, defend with counsel selected by VCTC, and hold harmless VCTC and its officials, officers, employees, agents, and volunteers from and against any and all losses, liability, claims, suits, actions, damages, and causes of action arising out of any personal injury, bodily injury, loss of life, or damage to property, or any violation of any federal, state, or municipal law or ordinance ("Claims"), to the extent caused, directly or indirectly, in whole or in part, by the willful misconduct or negligent acts or omissions of Consultant or its employees, subcontractors, or agents. The foregoing obligation of Consultant shall not apply when (1) the injury, loss of life, damage to property, or violation of law arises wholly from the gross negligence or willful misconduct of VCTC or its officers, employees, agents, or volunteers and (2) the actions of Consultant or its employees, subcontractor, or agents have contributed in no part to the injury, loss of life, damage to property, or violation of law.

- 5.1 Insurance Not in Place of Indemnity.** Acceptance by VCTC of insurance certificates and endorsements required under this Agreement does not relieve Consultant from liability under this indemnification and hold harmless clause. This indemnification and hold harmless clause shall apply to any damages or claims for damages whether or not such insurance policies shall have been determined to apply. By execution of this Agreement, Consultant acknowledges and agrees to the provisions of this Section and that it is a material element of consideration.
- 5.2 PERS Liability.** In the event that Consultant or any employee, agent, or subcontractor of Consultant providing services under this Agreement is determined by a court of competent jurisdiction or the California Public Employees Retirement System (PERS) to be eligible for enrollment in PERS as an employee of VCTC, Consultant shall indemnify, defend, and hold harmless VCTC for the payment of any employee and/or employer contributions for PERS benefits on behalf of Consultant or its employees, agents, or subcontractors, as well as for the payment of any penalties and interest on such contributions, which would otherwise be the responsibility of VCTC.
- 5.3 Third Party Claims.** With respect to third party claims against the Consultant, the Consultant waives any and all rights of any type of express or implied indemnity against the Indemnitees.

Section 6. STATUS OF CONSULTANT.

- 6.1 Independent Contractor.** At all times during the term of this Agreement, Consultant shall be an independent contractor and shall not be an employee of VCTC. VCTC shall have the right to

control Consultant only insofar as the results of Consultant's services rendered pursuant to this Agreement and assignment of personnel pursuant to Subparagraph 1.3; however, otherwise VCTC shall not have the right to control the means by which Consultant accomplishes services rendered pursuant to this Agreement. Notwithstanding any other VCTC, state, or federal policy, rule, regulation, law, or ordinance to the contrary, Consultant and any of its employees, agents, and subcontractors providing services under this Agreement shall not qualify for or become entitled to, and hereby agree to waive any and all claims to, any compensation, benefit, or any incident of employment by VCTC, including but not limited to eligibility to enroll in the California Public Employees Retirement System (PERS) as an employee of VCTC and entitlement to any contribution to be paid by VCTC for employer contributions and/or employee contributions for PERS benefits.

- 6.2 **Consultant Not an Agent.** Except as VCTC may specify in writing, Consultant shall have no authority, express or implied, to act on behalf of VCTC in any capacity whatsoever as an agent to bind VCTC to any obligation whatsoever.

Section 7. LEGAL REQUIREMENTS.

- 7.1 **Governing Law.** The laws of the State of California shall govern this Agreement.
- 7.2 **Compliance with Applicable Laws.** Consultant and any subcontractors shall comply with all federal, state and local laws and regulations applicable to the performance of the work hereunder. Consultant's failure to comply with such law(s) or regulation(s) shall constitute a breach of contract.
- 7.3 **Other Governmental Regulations.** To the extent that this Agreement may be funded by fiscal assistance from another governmental entity, Consultant and any subcontractors shall comply with all applicable rules and regulations to which VCTC is bound by the terms of such fiscal assistance program.
- 7.4 **Licenses and Permits.** Consultant represents and warrants to VCTC that Consultant and its employees, agents, and any subcontractors have all licenses, permits, qualifications, and approvals, including from VCTC, of whatsoever nature that are legally required to practice their respective professions. Consultant represents and warrants to VCTC that Consultant and its employees, agents, any subcontractors shall, at their sole cost and expense, keep in effect at all times during the term of this Agreement any licenses, permits, and approvals that are legally required to practice their respective professions. In addition to the foregoing, Consultant and any subcontractors shall obtain and maintain during the term of this Agreement valid Business Licenses from VCTC.
- 7.5 **Nondiscrimination and Equal Opportunity.** Consultant shall not discriminate, on the basis of a person's race, religion, color, national origin, ancestry, age, physical or mental handicap or disability, medical condition, genetic information, marital status, sex, gender, gender identity, gender expression, sexual orientation, or military or veteran status against any employee, applicant for employment, subcontractor, bidder for a subcontract, or participant in, recipient of, or applicant for any services or programs provided by Consultant under this Agreement. Consultant shall comply with all applicable federal, state, and local laws, policies, rules, and requirements related to equal opportunity and nondiscrimination in employment, contracting, and the provision of any services that are the subject of this Agreement, including but not limited to the satisfaction of any positive obligations required of Consultant thereby.

Consultant shall include the provisions of this Subsection in any subcontract approved by the Contract Administrator or this Agreement.

- 7.6 **Contractor's Residency and Tax Withholding** Contractor declares that Contractor is a resident of the State of [REDACTED] in accordance with the California Franchise Tax Board form 590 ("Form 590"), as may be amended, attached hereto and incorporated herein as Exhibit [REDACTED]. Unless provided with valid, written evidence of an exemption or waiver from withholding, VCTC may withhold California taxes from payments to Contractor as required by law. Contractor shall obtain, and maintain on file for three (3) years after the termination of the Contract, Form 590s from all subcontractors. Contractor accepts sole responsibility for withholding taxes from any non-California resident subcontractor and shall submit written documentation of compliance with Contractor's withholding duty to VCTC.

Section 8. TERMINATION AND MODIFICATION.

- 8.1 **Termination.** VCTC may cancel this Agreement at any time and without cause upon written notification to Consultant.
- Consultant may cancel this Agreement for cause upon thirty (30) days' written notice to VCTC and shall include in such notice the reasons for cancellation.
- In the event of termination, Consultant shall be entitled to compensation for services performed to the effective date of notice of termination; VCTC, however, may condition payment of such compensation upon Consultant delivering to VCTC all materials described in Section 9.1.
- 8.2 **Extension.** VCTC may, in its sole and exclusive discretion, extend the end date of this Agreement beyond that provided for in Subsection 1.1. Any such extension shall require Contractor to execute a written amendment to this Agreement, as provided for herein. Consultant understands and agrees that, if VCTC grants such an extension, VCTC shall have no obligation to provide Consultant with compensation beyond the maximum amount provided for in this Agreement. Similarly, unless authorized by the Contract Administrator, VCTC shall have no obligation to reimburse Consultant for any otherwise reimbursable expenses incurred during the extension period.
- 8.3 **Amendments.** The Parties may amend this Agreement only by a writing signed by all the Parties.
- 8.4 **Assignment and Subcontracting.** VCTC and Consultant recognize and agree that this Agreement contemplates personal performance by Consultant and is based upon a determination of Consultant's unique personal competence, experience, and specialized personal knowledge. Moreover, a substantial inducement to VCTC for entering into this Agreement was and is the professional reputation and competence of Consultant. Consultant may not assign this Agreement or any interest therein without the prior written approval of the Contract Administrator. Consultant shall not assign or subcontract any portion of the performance contemplated and provided for herein, other than to the subcontractors noted in the proposal, without prior written approval of the Contract Administrator.
- 8.5 **Survival.** All obligations arising prior to the termination of this Agreement and all provisions of this Agreement allocating liability between VCTC and Consultant shall survive the termination of this Agreement.
- 8.6 **Options upon Breach by Consultant.** If Consultant materially breaches any of the terms of this Agreement, VCTC's remedies shall include, but not be limited to, the following:

- 8.6.1 Immediately terminate the Agreement;
- 8.6.2 Retain the plans, specifications, drawings, reports, design documents, and any other work product prepared by Consultant pursuant to this Agreement;
- 8.6.3 Retain a different consultant to complete the work described in Exhibit A not finished by Consultant; or
- 8.6.4 Charge Consultant the difference between the cost to complete the work described in Exhibit A that is unfinished at the time of breach and the amount that VCTC would have paid Consultant pursuant to Section 2 if Consultant had completed the work.

Section 9. KEEPING AND STATUS OF RECORDS.

- 9.1 **Records Created as Part of Consultant's Performance.** All reports, data, maps, models, charts, studies, surveys, photographs, memoranda, plans, studies, specifications, records, files, or any other documents or materials, in electronic or any other form, that Consultant prepares or obtains pursuant to this Agreement and that relate to the matters covered hereunder shall be the property of VCTC. Consultant hereby agrees to deliver those documents to VCTC upon termination of the Agreement. It is understood and agreed that the documents and other materials, including but not limited to those described above, prepared pursuant to this Agreement are prepared specifically for VCTC and are not necessarily suitable for any future or other use. VCTC and Consultant agree that, until final approval by VCTC, all data, plans, specifications, reports and other documents are confidential and will not be released to third parties without prior written consent of both Parties except as required by law.
- 9.2 **Consultant's Books and Records.** Consultant shall maintain any and all ledgers, books of account, invoices, vouchers, canceled checks, and other records or documents evidencing or relating to charges for services or expenditures and disbursements charged to VCTC under this Agreement for a minimum of three (3) years, or for any longer period required by law, from the date of final payment to the Consultant to this Agreement.
- 9.3 **Inspection and Audit of Records.** Any records or documents that Section 9.2 of this Agreement requires Consultant to maintain shall be made available for inspection, audit, and/or copying at any time during regular business hours, upon oral or written request of VCTC. Under California Government Code Section 8546.7, if the amount of public funds expended under this Agreement exceeds ten thousand (\$10,000.00), the Agreement shall be subject to the examination and audit of the State Auditor, at the request of VCTC or as part of any audit of VCTC, for a period of three (3) years after final payment under the Agreement.
- 9.4 **Records Submitted in Response to an Invitation to Bid or Request for Proposals.** All responses to a Request for Proposals (RFP) or invitation to bid issued by VCTC become the exclusive property of VCTC. At such time as VCTC selects a bid, all proposals received become a matter of public record, and shall be regarded as public records, with the exception of those elements in each proposal that are defined by Consultant and plainly marked as "Confidential," "Business Secret" or "Trade Secret."

VCTC shall not be liable or in any way responsible for the disclosure of any such proposal or portions thereof, if Consultant has not plainly marked it as a "Trade Secret" or "Business Secret," or if disclosure is required under the Public Records Act.

Although the California Public Records Act recognizes that certain confidential trade secret information may be protected from disclosure, VCTC may not be in a position to establish that the information that a prospective bidder submits is a trade secret. If a request is made for information marked "Trade Secret" or "Business Secret," and the requester takes legal action seeking release of the materials it believes does not constitute trade secret information, by submitting a proposal, Consultant agrees to indemnify, defend and hold harmless VCTC, its agents and employees, from any judgment, fines, penalties, and award of attorneys fees awarded against VCTC in favor of the party requesting the information, and any and all costs connected with that defense. This obligation to indemnify survives VCTC's award of the contract. Consultant agrees that this indemnification survives as long as the trade secret information is in VCTC's possession, which includes a minimum retention period for such documents.

Section 10 **MISCELLANEOUS PROVISIONS.**

- 10.1 Attorneys' Fees.** If a Party to this Agreement brings any action, including arbitration or an action for declaratory relief, to enforce or interpret the provision of this Agreement, the prevailing Party shall be entitled to reasonable attorneys' fees in addition to any other relief to which that Party may be entitled. The court may set such fees in the same action or in a separate action brought for that purpose.
- 10.2 Venue.** In the event that either Party brings any action against the other under this Agreement, the Parties agree that trial of such action shall be vested exclusively in the state courts of California in the County of Ventura or in the United States District Court for the Central District of California.
- 10.3 Severability.** If a court of competent jurisdiction finds or rules that any provision of this Agreement is invalid, void, or unenforceable, the provisions of this Agreement not so adjudged shall remain in full force and effect. The invalidity in whole or in part of any provision of this Agreement shall not void or affect the validity of any other provision of this Agreement.
- 10.4 No Implied Waiver of Breach.** The waiver of any breach of a specific provision of this Agreement does not constitute a waiver of any other breach of that term or any other term of this Agreement.
- 10.5 Successors and Assigns.** The provisions of this Agreement shall inure to the benefit of and shall apply to and bind the successors and assigns of the Parties.
- 10.6 Use of Recycled Products.** Consultant shall prepare and submit all reports, written studies and other printed material on recycled paper to the extent it is available at equal or less cost than virgin paper.
- 10.7 Conflict of Interest.** Consultant may serve other clients, but none whose activities within the corporate limits of VCTC or whose business, regardless of location, would place Consultant in a "conflict of interest," as that term is defined in the Political Reform Act, codified at California Government Code Section 81000, *et seq.*

Consultant shall not employ any VCTC official in the work performed pursuant to this Agreement. No officer or employee of VCTC shall have any financial interest in this Agreement that would violate California Government Code Sections 1090, *et seq.*

Consultant hereby warrants that it is not now, nor has it been in the previous twelve (12) months,

an employee, agent, appointee, or official of VCTC. If Consultant was an employee, agent, appointee, or official of VCTC in the previous twelve (12) months, Consultant warrants that it did not participate in any manner in the forming of this Agreement. Consultant understands that, if this Agreement is made in violation of Government Code §1090, *et seq.*, the entire Agreement is void and Consultant will not be entitled to any compensation for services performed pursuant to this Agreement, including reimbursement of expenses, and Consultant will be required to reimburse VCTC for any sums paid to the Consultant. Consultant understands that, in addition to the foregoing, it may be subject to criminal prosecution for a violation of Government Code § 1090 and, if applicable, will be disqualified from holding public office in the State of California.

10.8 Solicitation. Consultant agrees not to solicit business at any meeting, focus group, or interview related to this Agreement, either orally or through any written materials.

10.9 Contract Administration. This Agreement shall be administered by _____ ("Contract Administrator"). All correspondence shall be directed to or through the Contract Administrator or his or her designee.

10.10 Notices. All notices and other communications which are required or may be given under this Agreement shall be in writing and shall be deemed to have been duly given (i) when received if personally delivered; (ii) when received if transmitted by telecopy, if received during normal business hours on a business day (or if not, the next business day after delivery) provided that such facsimile is legible and that at the time such facsimile is sent the sending Party receives written confirmation of receipt; (iii) if sent for next day delivery to a domestic address by recognized overnight delivery service (e.g., Federal Express); and (iv) upon receipt, if sent by certified or registered mail, return receipt requested. In each case notice shall be sent to the respective Parties as follows:

Consultant

VCTC

[name]

[position]

Ventura County Transportation Commission
950 County Square Drive, Suite 207
Ventura, CA 93003

10.11 Professional Seal. Where applicable in the determination of the contract administrator, the first page of a technical report, first page of design specifications, and each page of construction drawings shall be stamped/sealed and signed by the licensed professional responsible for the report/design preparation. The stamp/seal shall be in a block entitled "Seal and Signature of Registered Professional with report/design responsibility," as in the following example.

<div style="border-top: 1px solid black; margin-bottom: 5px;"></div> Seal and Signature of Registered Professional with report/design responsibility.
--

- 10.12 Integration.** This Agreement, including the scope of work attached hereto and incorporated herein as Exhibits A, B, and C] represents the entire and integrated agreement between VCTC and Consultant and supersedes all prior negotiations, representations, or agreements, either written or oral pertaining to the matters herein.

Exhibit A Scope of Services

Exhibit B Compensation Schedule

Exhibit C Reimbursable Expenses

- 10.13 Counterparts.** This Agreement may be executed in multiple counterparts, each of which shall be an original and all of which together shall constitute one agreement.
- 10.14 Construction.** The headings in this Agreement are for the purpose of reference only and shall not limit or otherwise affect any of the terms of this Agreement. The parties have had an equal opportunity to participate in the drafting of this Agreement; therefore any construction as against the drafting party shall not apply to this Agreement.
- 10.15 No Third Party Beneficiaries.** This Agreement is made solely for the benefit of the Parties hereto with no intent to benefit any non-signatory third parties.

The Parties have executed this Agreement as of the Effective Date.

VCTC

CONSULTANT

Darren Kettle, General Manager

[NAME, TITLE]

Approved as to Form:

Steven T. Mattas, General Counsel

EXHIBIT A

SCOPE OF SERVICES

.

EXHIBIT B
COMPENSATION SCHEDULE

EXHIBIT C

REIMBURSABLE EXPENSES

3581369.1

EXHIBIT D: VCTC CONTRACT PROTEST PROCEDURES

RESOLUTION 91-05

A RESOLUTION OF THE VENTURA COUNTY TRANSPORTATION COMMISSION ADOPTING CONTRACT PROTEST PROCEDURES

SECTION I.

THE VENTURA COUNTY TRANSPORTATION COMMISSION DOES HEREBY DETERMINE AND FIND AS FOLLOWS:

- A. The Ventura County Transportation Commission (hereinafter, "VCTC") does from time to time solicit bids from contractors for work and/or proposals for professional services; and
- B. There is a potential that an Interested Party (as defined in Section II.A, below), may at some time wish to protest the determinations hereinafter set forth as protestable; and
- C. It is in the interest of the health, safety and general welfare of the residents of Ventura County and potential Interested Parties that the Commission establish procedures for protests to contracts awarded by, and bids or proposals on contracts received by VCTC, as hereinafter set forth:

SECTION II.

NOW, THEREFORE, THE VENTURA COUNTY TRANSPORTATION COMMISSION DOES HEREBY RESOLVE AS FOLLOWS:

A. GENERAL.

- 1. This policy specifies procedures for Interested Parties (as hereinafter defined) protesting the following staff actions:
 - (a) A written notice, by, or on behalf of, the Executive Director denying a bidder's or proposer's request for a change in contract requirement; and
 - (b) A written recommendation to Ventura County Transportation Commission ("VCTC") or a decision made by, or on behalf of, the Executive Director to disqualify a proposer, bidder or subcontractor; and
 - (c) A written recommendation by, or on behalf of, the Executive Director that VCTC award a contract to a particular bidder or proposer.
- 2. This policy does not govern any VCTC staff decision not listed in this Section II.A.

3. When a protest has been properly filed, pursuant to the procedures hereinafter set forth, prior to contract award, the VCTC shall not award the contract prior to deciding the protest. When a protest has been properly filed before the opening of bids, bids shall not be opened prior to the VCTC decision on the protest. When a protest has been filed properly after the contract is awarded, the contract shall not be executed until the protest is resolved by the VCTC.
4. Materials submitted as a part of the protest resolution process will be available to the public except to the extent that:
 - (a) The information is designated proprietary by the person submitting the information to VCTC. If the person submitting material to VCTC considers that the material contains proprietary material which should be withheld, a statement advising of this fact shall be affixed to the front page of the material submitted and the alleged proprietary information must be specifically identified in the body of the materials wherever it appears.

B. FILING A PROTEST

1. Protests may be filed only by "Interested Parties". "Interested Parties" are defined as (a) bidders who have responded, and prospective bidders who may respond, to a request for bids, (b) prospective professional services contractors who may respond, and professional service contractors who have responded, to a request for proposals on a VCTC contract and/or a generally funded contract, and (c) subcontractors or suppliers at any tier who have a substantial economic interest in an award, a provision of the specifications, or a bid or proposal submitted to VCTC by a prime contractor, or in the interpretation of the provisions of such documents.
2. Protests to a contract requirement must be filed at least ten (10) working days prior to bid opening or the deadline for receiving proposals. Protests to VCTC staff actions must be filed within five (5) working days of receipt by the bidder or proposer from the Executive Director, or a person authorized to act on behalf of the Executive Director, or written notice of the VCTC staff action.
3. Protests shall be addressed to Ventura County Transportation Commission, 950 County Square Drive, Suite 207, Ventura, California, 93003, or such other address as may appear on the request for proposal for bid solicitation.
4. Protests shall be in writing and contain a statement of the ground(s) for protest. At least ten (10) copies of the protest shall be submitted by the protestor in the time and manner specified in this section.
5. The Executive Director, or an authorized person acting on behalf of the Executive Director, shall provide notice, by telephone, telephone facsimile (FAX) or by letter, to all bidders and/or persons who have submitted proposals on the contract which is subject to the protest known to VCTC. Such notice shall state that a protest has been filed with VCTC and identify the name of the protestor. The notice shall be given not more than five (5) working days after receipt of a

properly filed protest. The notice shall state that bidders will receive further information relative to the protest only by submitting a written request for further information to the Executive Director.

C. VCTC PRELIMINARY RESPONSE TO A PROTEST: MEETING WITH STAFF TO ATTEMPT EARLY RESOLUTION OF THE PROTEST

1. Not more than ten (10) working days after receipt of a properly filed protest, the Executive Director, or a person authorized to act on his or her behalf, shall prepare and distribute to the protestor and to all persons specified in Section B.5, above:
 - (a) A written preliminary response to the protest. This response shall include a brief explanation of the reasons why the protested VCTC staff action is justified; and
 - (b) The time, date and place of the meeting described in Section C.2, below.
2. The Executive Director and/or appropriate VCTC staff shall meet with the protestor to discuss and attempt to resolve the protest within thirty (30) days of the response required by section C.1(a) above.
3. After the meeting required by Section C.2, above the protestor shall within five (5) working days give the Executive Director written notice that either the protest is withdrawn or, alternately, that the protestor requests further consideration of the protest. In the event that the protestor fails to file the notice required by this Section C.3 at the office of the Executive Director within five (5) working days after the meeting, the protest shall be deemed withdrawn.

D. FURTHER INVESTIGATION

1. If a protest is not withdrawn pursuant to Section C.3, above, the Executive Director shall, within thirty (30) days of receipt of the notice from the protestor described in Section C.3, above, further investigate the protest with the assistance of the VCTC staff.
2. The Executive Director may contract for third-party consulting services when necessary to investigate a protest. The Executive Director may negotiate with the protestor and other interested parties the sharing of the cost of such consulting services.
3. As part of the investigation, the Executive Director shall establish a reasonable time within which VCTC, the protestor, and other interested parties shall exchange all documents and arguments relevant to the protest; provided, however, that such time shall not exceed thirty (30) days without the concurrence of the protestor and the Executive Director.

E. INTENDED DECISION: COMMENTS BY PROTESTOR AND OTHER PARTIES

1. Following investigation, the Executive Director shall, within thirty (30) days, prepare and distribute to the protestor and all persons specified in Section B.5:
 - (a) An intended decision recommending actions which the Executive Director believes the VCTC should take to resolve the protest and specifying the reasons for the recommended action of the VCTC.
 - (b) A statement of the date within which the protestor and other persons must submit written comments with respect to the intended decision. Such date shall allow a reasonable period for rebuttal and shall vary according to the complexity of the particular protest;
 - (c) Given written notice to all Interested Parties of the time, date and place of the VCTC meeting at which the protest will be considered.
2. The following materials shall be included in the agenda package sent to VCTC members prior to the VCTC meeting and shall be available to any person at the VCTC office at least five (5) working days before the hearing:
 - (a) The intended decision described in Section E.1(a), above.
 - (b) All written comments received within the submittal period described in Section E.1(b), above.
 - (c) If the Executive Director has revised his/her intended decision since its distribution pursuant to Section E.2(a), above, a written description of the new intended decision and the reasons for revision.

F. VCTC CONSIDERATION

1. At the hearing, VCTC staff and any person may present evidence relating to the protest. At the beginning of the hearing, the Chair of the VCTC may announce time limits on testimony and other procedural rules which, in the opinion of the Chair, are reasonable necessary to preclude repetitious or irrelevant testimony and afford all persons wishing to testify the opportunity to be heard.
2. In rendering its decision on the protest:
 - (a) VCTC may adopted or amend the intended decision and findings of fact prepared by the Executive Director and Staff; or
 - (b) Make findings and adopt a decision different from the findings and intended decision of the Executive Director; or
 - (c) Elect to defer its decision and direct VCTC staff
 - (d) To Further investigate the protest; or
 - (e) Hire an impartial hearing officer to conduct a hearing and prepare a written recommended decision, including findings of fact, to be

returned to VCTC for decision which shall be made pursuant to the procedures outlined in this Section.

APPENDIX:

APPENDIX A: VCTC Regional Transit Study, 2012 (Pg 50)

APPENDIX B: Local Area Formation Municipal Service Review re Regional Transit, 2018 (Pg 161)

(CONTINUED)



Ventura County Regional Transit Study

FINAL REPORT

Prepared for:
Ventura County Transportation Commission

Prepared by:
MIG, Inc.
Wendel
Patti Post & Associates

April 9, 2012

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I. Executive Summary

Introduction

This report presents the findings and outcomes of a nearly two-year study of options for organizing public transportation services for Ventura County and the direction and actions adopted by the Ventura County Transportation Commission pursuant to it. The direction for the study came from two sources: A 2009 Commission workshop on the future of VCTC's own VISTA service and legislative provisions arising out of SB 716, which went into effect January 1, 2010. SB 716 generally requires that Transportation Development Act funds be spent for public transit purposes, but in a section specific to Ventura County states that:

The Ventura County Transportation Commission may submit to the Senate Committee on Transportation and Housing and the Assembly Committee on Transportation a report analyzing options for organizing public mass transportation services in the county, for the expenditure of revenues deposited in the local transportation fund, and a recommended legislative proposal for implementing the plan by December 31, 2011. If the legislative proposal is not enacted by the end of the 2011-12 Regular Session of the Legislature, revenues deposited in the local transportation fund in that county shall be available for the fiscal year beginning on July 1, 2014, and each fiscal year thereafter, solely for claims for Article 4 (commencing with Section 99260) and Article 4.5 (commencing with Section 99275) purposes.

The study has involved data collection, analysis of options by a Steering Committee and engagement of the community, the operators, and city and county management. The process culminated in an unprecedented level of consensus among the operators on the desirable path forward in creating a more coordinated, customer-focused system of services in Ventura County. A proposal was developed by transit operators in the County, which ultimately resulted in adoption of a recommendation by the Commission to be forwarded to the Legislature. Details on the analysis, process and recommendations are presented in the report.

Commission Recommendation in Report to the Legislature

As an outcome to this study, the Commission adopted a consensus position reached by the Regional Transit Study Steering Committee, the Transit Managers and the City Managers. The proposal is an innovative combination of the cooperation and consolidation approaches discussed in this report that is uniquely tailored to Ventura County's conditions and needs, and that allows for further development and change over time as results and conditions warrant:

1. Support creation of a Gold Coast Transit District (GCTD) to assume the responsibilities for West County public transportation services. Cities and communities in West County (including Heritage Valley) would be provided with the opportunity to join the District.
2. Transition authority for VISTA services in West County to the new District, with services in the Heritage Valley subject to negotiation and participation by those communities and California State University Channel Islands (CSUCI) and Santa Barbara County Association of Governments (for Coastal Express) pending continued funding agreements with those entities.
3. Support creation of a Memorandum of Understanding (MOU) in East County between the cities of Camarillo, Moorpark, Simi Valley and Thousand Oaks and the County of Ventura for unincorporated East County, to further coordination of individual services.
4. Transition authority for VISTA East service to the East County MOU.
5. Support legislation to allow the use of TDA funds for Article 8 purposes, including streets and roads, and continued return to source of Local Transit Funds.
6. Use VCTC discretionary transit funds to deliver sustainable levels of transit service.
7. Support the objective of further consolidation over time as needed to improve connectivity and customer service.

Study Background and Process

The study began in April, 2010 with appointment of a Commission Steering Committee from the Commission membership, representing the diverse geography and interests of Ventura County. This Steering Committee met six times over the course of the study, providing policy guidance and a forum for deliberation on issues and alternatives. Each of the ten agencies providing public transportation was interviewed in-depth and operator profiles were prepared. Meetings were held with the technical committee of the operators (TRANSCOM), the City Managers and the public. The public meetings were conducted in conjunction with VCTC's Comprehensive Transportation Plan and involved subregional advisory groups and a regional advisory group.

Guiding Principles

The Commission adopted the following Guiding Principles for the study:

Develop a network of sustainable services that meet the diverse needs of the customers through the following actions:

1. Foster open dialogue among communities, system users, operators and agencies
2. Transition to a user-focused system that goes beyond individual operator boundaries
3. Gain consensus on the approach from elected officials and city management
4. Incorporate applicable Federal, State, regional and local livability, sustainability and greenhouse gas reduction goals

Current State of Transit in Ventura County

Public transportation in Ventura County is provided by ten different agencies through a combination of fixed route and demand-responsive services. These operations range in size from the multi-jurisdictional Gold Coast Transit Joint Powers Authority to the Ojai Trolley. VCTC operates VISTA, which consists of basic interjurisdictional connector routes and a dial-a-ride serving Heritage Valley (mainly the communities of Santa Paula, Fillmore and Piru). Based on local funding policies and perception of transit needs, operators offer different days and hours of service. This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.

Costs also vary widely – for example according to data from the 2009 National Transit Database (NTD), utilized for illustrative purposes early in the report process, cost per passenger trip for the four largest operations ranges from \$3.66 to \$7.70 for fixed route service and from \$5.55 to \$46.39 for demand-response service. There are many reasons for this range in costs – for example type of area served, level of service provided, type of vehicle operated and variance in labor costs, including contract or in-house service and administrative overhead. Also, agencies can use different reporting methods and some transit costs are not included.

Views of the Current Situation

Interviews of key stakeholders (including all of the Transportation Commissioners) revealed some common views:

- Many of the obstacles to transit service are inherent to Ventura County's characteristics – widely spaced, diverse communities and centers where geographic areas do not share common economic, social and transportation service values.
- Current transportation services are good given the amount of local resources that are available and individual cities are doing a good job of balancing resources.
- There is no one preferred organizational structure for transit service provision – views range from a single entity to the current system of smaller, customized providers
- There is extensive support for quality transit services

Organizational Options Considered

The Steering Committee and the Commission considered four potential models for structuring public transit service in Ventura County:

Collaboration – informal agreements to modify or change the status quo. For example, agreements for an "800" or "511" information number, regionwide marketing, or transfers. Over the years, VCTC has managed a number of these agreements, including a coordinated farecard, paratransit scheduling software and NextBus information program.

Coordination – formal agreements that modify ways of doing business. This could include a countywide ADA paratransit service, agreements to share funding responsibility (such as the current agreement between various parties and VCTC to VISTA service on the 101 corridor), a Joint Powers Authority to govern more formal service coordination, joint procurement or public information and marketing.

Consolidation – a formal combination or blending of services under a single or multiple entities. There are two types of Consolidation – Full or Moderate.

Full Consolidation – a single agency provides all policy, funding, planning and operations.

Moderate Consolidation - a central entity provides policy, planning and funding and one or two operating entities provide the service.

Policy Direction on Options

Mid-point in the study, the Steering Committee determined, with concurrence of the Commission, that Commission staff and the consultant team should move forward with analysis and city consultation on the Full Consolidation option (with strong continued local influence) and a hybrid version of Moderate Consolidation with two operating entities. Under this type of arrangement, the entities could be a combination of a District, a Joint Powers Authority or other alternative. Key principles moving forward were:

- Keep communities whole – having at least the level of service that communities have now
- Increase connectivity
- Improve local service
- Maintain a level of local influence and control

Evolution of the Organizational Concept

During consultation with the operators and City Management, several expressed concern that the Coordination option had been abandoned prematurely and requested that it be re-inserted for further consideration. In meeting with the Steering Committee, the operators and management were offered the option of presenting their own alternative. VCTC informed State Senate Transportation Committee staff that the report would be submitted after December 31, 2011 so that an organizational option could be worked out that the Commission and the communities could come to consensus.

The operators developed an initial proposal that featured:

- Creating a Gold Coast Transit District (GCTD) to provide a framework for consolidated service in West County. Communities, including Heritage Valley, would be provided with the opportunity to join the District.
- Provide for member agency TDA to be subvented to GCTD as of July 1, 2014, net of funding for transit stations, stops and facilities. TDA would be returned to

individual jurisdictions in East County and cities would be allowed to file for Article 8 purposes (for streets and roads) if there were no unmet transit needs.

- Transition authority for VISTA services in West County to the new District, with services in the Heritage Valley subject to negotiation and participation by those communities and California State University Channel Islands (CSUCI) and Santa Barbara County Association of Governments (for Coastal Express) pending continued funding agreements with those entities.
- Consolidate ADA service into no more than two areas.
- Create an East County MOU to govern further coordination of service, transfers and fares among East County operators.

They also articulated Guiding Principles that stated the right of local agencies to determine how to provide services, concern with equity of TDA requirements, the importance of continued local control of state and federal funds, and the desirability of consolidation of local ADA and dial-a-ride operations.

Steering Committee and Commission Direction

The Steering Committee considered the operators proposal and recommended:

- Include Customer Focus as a top priority in any Guiding Principles
- Express consensus support for the operators' structural proposal
- Further consolidation would be pursued at a future undetermined date
- The operators' proposal for use of TDA for Article 8 purposes in East County remained an open issue

March 2, 2012 Commission Action

On March 2 the Commission took action to "Support the Operators proposal in concept with the understanding that all cities would have flexible use of TDA funds and further discussion of Heritage Valley Service would take place before a proposal is brought back to VCTC on April 13th with the specifics fleshed out and with the recognition that the concept of full consolidation will continue to be discussed as a long term goal. Staff was directed to work with City Managers to flesh out specifics."

Future Steps

VCTC and the operators, working with the consultant team, have identified a number of issues to be considered in successful implementation of this new organizational model. These include logistics for transition of VISTA service, including outside funding arrangements from CSUCI and SBCAG; VCTC roles and responsibilities; framework for further consolidation of ADA and dial-a-ride services; creation and constitution of GCTD; terms and timing of the East County MOU and arrangements for use of VCTC discretionary funds to meet the objective of “keeping communities whole” from a service perspective. The intent is to submit this report to the Legislature and continue proceeding in the preferred direction for reorganizing and improving the delivery of public transportation in Ventura County.

II. Introduction

Origin of the Study

For the past several years many policymakers and customers have recognized that the way that public transportation is provided in Ventura County needs to be reconsidered. Impetus for change came from at least the following: VCTC's consensus that the funding, organizational and governance of its own VISTA service required simplification and consolidation; California Senate Bill (SB) 716, affecting the use of Transportation Development Act funds; trends in state and federal transportation funding; awareness of the benefits of organizational structures and practices employed elsewhere; and input from policy leaders and the public in a variety of forums and surveys of Ventura County residents and business, including the concurrent development of the Comprehensive Transportation Plan and during virtually every annual Unmet Transit Needs process.

In recent years, VCTC, in working with Ventura County's multiple operators, has made a number of attempts at further coordinating and rationalizing service delivery in the county. VCTC operates VISTA service, a contractually-provided "baseline" that serves as a fixed-route connection between jurisdictions. VCTC has also explored "virtual consolidation" of fares and transfers through a smart card and the Trapeze scheduling system that allows agencies to share and monitor interagency trip data. However, these efforts have served more to improve local service operations than to further connect individual services.

In early 2010 the Ventura County Transportation Commission (VCTC) embarked on a Regional Transit Study for the county. The intent was to define a direction for improving the quality, efficiency and overall sustainability of public transportation in Ventura County and to provide a platform for presenting an organizational proposal to the State Legislature. VCTC enlisted the services of a consultant team to work with Commissioners and staff in reviewing the state of the system, identifying potential options and charting an initial path forward. The results of this analysis would form the basis of a report to the Legislature and also pave the way for a more effective, comprehensible and sustainable public transportation system for Ventura County.

SB 716

SB 716, enacted in 2009, requires that all state Transportation Development Act (TDA) funds committed to transit uses beginning on January 1, 2010. However, Ventura

County and other counties, were given an extension to July 1, 2014. The bill allowed VCTC to propose a plan to the Legislature for utilization of TDA funds and organizing public mass transportation services in the county.

TDA funds are currently allocated on the basis of population to the cities and unincorporated area of the County. The amount of TDA funds allocated to the cities and County in 2011 was amended up a final number of approximately \$26 million. Amounts allocated to local jurisdictions ranged from about \$235,000 in Ojai to almost \$6,250,000 in Oxnard. This is down from a high of almost \$30 million several years ago. In accordance with SB 716, until July 1, 2014 TDA funds in Ventura County can be spent for other transportation purposes, if no outstanding needs for public transportation that were "reasonable to be met" were identified through the Unmet Transit Needs or "Article 8" process. SB 716 does not change the way the TDA funds are allocated.

When the statute goes into effect on July 1, 2014, this option would be eliminated along with the ability of local jurisdictions to substitute local funds for TDA and use TDA for funding streets and roads (and technically complying with the required farebox recover requirement). According to this statute, after a few prescribed regional uses, all TDA funds must be allocated to transit, and adherence to all TDA rules and regulations will be required. Assuming there are no further amendments to the statute, many of the current, longstanding practices and processes will need to change. The status quo will be difficult to maintain from either financial or regulatory compliance perspectives. For example, individual city operations will be required to meet fare recovery requirements (20% in urban areas, 10% in rural areas).

To provide a basic analysis of the impact of SB 716 on transportation spending a review of available data was conducted. VCTC staff estimates indicate that if SB 716 were to have been in effect today, using 2010-11 data (the latest full year of available data), slightly over \$3,000,000 out of a total TDA allocation of \$20,884,000 would be shifted from streets and roads to public transit use. However, SB 716 does not change the TDA allocation process.

Under the provisions of SB 716, when the statute goes into effect on July 1, 2014, it may also eliminate the practice of some local jurisdictions to substitute local funding in order to allow compliance with the farebox recovery requirement.

The bill also provided Ventura County with an opportunity to propose alternative organizational approaches to improve Ventura County public transit and explore creation of a more consistent region-wide system that provides a family of services to better meet the County's overall mobility needs. Changes resulting from this response

to SB 716 could lead to establishing a countywide transit program that also better meets the needs of customers through consistent policies and programs, addressing the increasing demand for public transportation that will occur over time. In conjunction with making these improvements will be the need to insure continued recognition of the contributions and priorities of all of the local communities served by transit.

With an understanding of this background, the Commission embarked on a process to develop a consensus report on future operation and provision of public transportation services in the County.

Study Guiding Principles

Initiating the study in May of 2010, the Commission adopted a set of Guiding Principles:

Develop a network of sustainable services that meet the diverse needs of the customers through the following actions:

1. Foster open dialogue among communities, system users, operators and agencies
2. Transition to a user-focused system that goes beyond individual operator boundaries
3. Gain consensus on the approach from elected officials and city management
4. Incorporate applicable Federal, State, regional and local livability, sustainability and greenhouse gas reduction goals

III. Overview of the Study Process

Steering Committee

To guide the study from a policy perspective, on April 9, 2010, the Commission appointed a Steering Committee. Commissioners named to this Steering Committee represented the diverse geography and interests in Ventura County, including:

- East and West County
- Rural areas of Heritage Valley and Ojai

- Smaller and larger cities
- Commissioners also sitting on the Gold Coast Board of Directors

The Steering Committee met a total of six times over the course of a roughly 18-month period and achieved the following milestones:

August 26, 2010: Confirmed Study outcomes and expectations and developed a framework for a Ventura County transit vision

December 9, 2010: Considered basic criteria to guide selection of the organizational alternatives. These included: Affordability and funding; implementability; connectivity and coordination; service quality and efficiency and effectiveness

March 9, 2011: Reviewed potential organizational models and narrowed the focus to four key directions thought to be most appropriate to Ventura County and refined evaluation criteria. These criteria included: keeping communities whole from a funding and service perspective; increased connectivity; improvement of local service and maintenance of a level of local influence and control.

May 6, 2011: Presented report to the full Commission on alternative for further exploration – Full Consolidation and a “Hybrid” approach of Moderate Consolidation with one or two operating entities. The Commission directed staff to work with the consultants on further analysis and to do community, city and operator consultations based on these potential models.

August 4, 2011: Received a report from staff and consultants on results of community and advisory consultations, policy issues raised by cities and operators. At the request of the City Managers, agreed to re-insert the Coordination Alternative for further consideration and to have a joint meeting between the City Managers and the Steering Committee.

December, 2011: Met with management representatives of the operators and provided the opportunity for the operators to present an alternative proposal for meeting the objectives identified by the Commission.

January, 2012: Met with management representatives of the operators and provided consensus endorsement for the organizational structure presented by the operators.

Key Stakeholder Interviews

To begin the study, the consultant team interviewed each of the Commissioners, representing each of the ten cities in Ventura County, the five County Supervisors and two citizen representatives. While interviewees expressed a wide variety of opinions, a few key themes emerged from the interviews.

Many of the obstacles to transit service are inherent to Ventura County's characteristics

Some of the major obstacles to providing more extensive service are intertwined with the County's dedication to slow growth, open space, medium- and small-size, well-separated cities and communities, a thriving agriculture industry, and a high quality of life, which its people appear to want to retain. Widely separated population, employment, educational, commercial and cultural centers are difficult to serve with public transit. Some street patterns are also difficult to serve with transit. These geographically separated communities often do not share common economic, development, social and, especially, transportation values and needs. Geographically separated regions (e.g. East County, coastal West County, and the Ojai and Heritage Valleys) may not believe they have enough in common to share a vision and a policy and operating structure for transit services.

Current transit service is good, but not great

This view reflects the problems in providing and funding extensive transit services in a difficult environment but there is also the widespread belief that agencies are trying hard to provide a good quality of service with the resources that they have.

There is a wide variety of opinion on organizing and improving transit service

There is no one preferred organizational structure for transit policy, management or service and a wide variety of options were suggested.

There is extensive support for quality transit service

Most believe that quality transit service in Ventura County is essential, has value beyond its direct utility to users, and should be maintained and if possible expanded. Most also believe that enhanced transit can help achieve other regional and community economic, social and environmental goals.

Operator Interaction

This interaction included initial individual meeting with each operator, briefings and discussions at TRANSCOM meetings and the development of an operator proposal, which will be discussed later in this report.

In order to obtain a better understanding of the transit operations provided within Ventura County as well as the people and agencies providing those services, the consultant team conducted a series of meetings with the local transit operators. Unlike the stakeholder interviews with VCTC Board members and other decision makers within Ventura County, which included policy related issues, these were focused more on operations and local jurisdiction issues.

The interviews began with the reinforcement that this study was not an operational review, but rather a way to increase our knowledge of services and offer interviewees the opportunity to communicate issues and ideas in confidence. Each interview contained the following broad topic areas:

- Agency history and background
- General summary of services provided
- Key service related issues
- Organizational, management, financial information
- Other current challenges or ideas
- Vision for future from both a jurisdictional and an overall county

Main points from these interviews were:

SB 716 is expected to have varied impacts

Impacts of SB 716, if unchanged, which would require all jurisdictions within Ventura County to spend their entire allocations of Transportation Development Act funds for transit purposes effective July 1, 2014, will vary from operator to operator. TRANSCOM members recommended discussing those impacts with their supervisors or other management representatives to get their input and any recommendations regarding potential financial impacts.

Service policies and arrangements can be simplified

There is an opportunity to untangle all the “hand shake” and inconsistent operating/funding agreements into a consistent set of policies. These included the variety of VISTA agreements as well as the existing ADA paratransit coordination procedures and agreements.

Communication with customers can be improved

Interviewees saw potential for more consistent communication, coordination, and understanding of various transit services offered in the county. There was recognition

that it would be difficult for potential or new transit users to be able to understand the services in the county, especially the demand responsive services.

Existing services have local support

There typically is strong local commitment to local services and understanding that the decision makers within the jurisdictions valued the presence of local services, especially for seniors and persons with disabilities. It was noted that many services had remained relatively constant over time and that few complaints or requests for change were received by technical staff or decision makers.

Demand for coordinated interjurisdictional services will increase

There is an understanding that there will logically be an increasing demand for more inter-jurisdictional services, including more senior connections in conjunction with more consistent ADA paratransit coordination as discussed above. There were thoughts that increased senior services to offer inter-jurisdictional trips would be well-received, but also would require additional, perhaps significant, resources.

Opinions on optimal structure for transit in Ventura County vary widely

There were varying perspectives regarding consideration of organizational options, including combined services and a single county agency. Although TRANSCOM members in general agreed that more inter-jurisdictional services would be beneficial to the customers, there was no perceived easy answer regarding the infrastructure to deliver those services. It was noted that services and structures in the western portion of the county were significantly different than those in the eastern portion. For example, the west has one primary operator while the east has several. In addition, there were some differences in opinion on whether Camarillo was more similar to eastern than western portions of the County.

VCTC performs a valuable service but there is not common agreement on the agency's role in public transportation

Similarly, there were also varying perspectives on the issue of whether there was a conflict of interest with the VCTC role as both funder and operator. Most agreed that VCTC provided valuable information and services to them regarding financial and policy issues, but some believed that inter-operator issues were not discussed sufficiently as part of the TRANSCOM process.

Public transit has a role but a common approach may be difficult to achieve

From a broader view perspective, there were thoughts that the diversity and variety of jurisdictions in the county may require different types of services, thus common goals may be difficult to develop. Many believed that jurisdictions tended to be independent and that transit, per se, was not a common issue of concern within the county. There

was recognition that transit had long term potential for improved inter-jurisdictional access, and better mobility options for the senior population. Further, public transportation could play a role in areas such as congestion relief, environmental quality and economic development.

The findings from these meetings were included in a report to the Steering Committee.

TRANSCOM Meetings

TRANSCOM, a VCTC advisory committee comprised of technical representatives of the cities operating transit and the Gold Coast Transit JPA were included in the study from an advisory perspective. In addition to meetings with the consultants, TRANSCOM members were engaged with their management representatives in review of materials and consideration of alternatives. VCTC staff also conducted periodic briefings of TRANSCOM on the progress of the study.

City Manager Briefings

The VCTC Executive Director met monthly throughout the study process with the county's ten City Managers, updating them on the study's progress and holding individual meetings on request. The City Managers were also actively engaged, along with transit agency management staff as the study entered into the recommendations phase. More specific and focused meetings and discussions were conducted later in the process.

Public Engagement and the Comprehensive Transportation Plan

Public engagement was multi-pronged and predominantly conducted in conjunction with public engagement for development of the parallel and complementary multimodal Comprehensive Transportation Plan. In an unprecedented level of outreach, VCTC has developed Ventura County's first comprehensive, multi-modal plan. Through this process, the Executive Director and staff met with over 40 organizations and groups. In addition, four Local Advisory Groups were established along with a Stakeholder Advisory Committee. These groups represented a cross-section of business (including agricultural), community, agency and interest groups. The Executive Director and staff also participated in a workshop hosted by CAUSE, a key stakeholder group involved in public transportation and social equity. A survey was conducted of transit riders and businesses in order to better understand their specific needs.

Through this outreach and engagement, the community articulated a vision of a better-connected and integrated transportation system. The prevailing view was that transit is

currently an afterthought, that the system needs to be integrated and that there are many underserved sectors. Specifically, they called for a system of public transportation that provided for seamless transportation among modes, minimizing transfers among systems and addressing the long wait times and inconsistent service hours and levels of service. Informational pieces on the Comprehensive Transportation Plan and the Regional Transit Study developed from these consultations is included in Appendix I.

IV. Current State of Transit in Ventura County

At present, public transportation in Ventura County is provided by a variety of operators. Specifically, ten different agencies provide a combination of fixed route services and/or some form of demand response service, also known as dial-a-ride. Arguably, at present, public transit in Ventura County is not a system, but more resembles a series of stand-alone operations. The operations provide disparate levels of service that the public has indicated are not easily understood or accessed, including whether the services are interconnected.

Seven operators provide fixed route services in Ventura County: Gold Coast Transit (GCT), VISTA, City of Simi Valley, City of Thousand Oaks, City of Moorpark, City of Camarillo and City of Ojai. Additional transit services within the county include services provided by the County of Ventura, the City of Oxnard (as lead agency for the Harbors and Beaches service) and the Camarillo Health Care District (which is partially funded by VCTC for longer distance trips). Additional information regarding the various operators is presented in Appendix II.

The types of services vary considerably in terms of scale, scope, and cost. For example, the number of GCT vehicles deployed to provide fixed route services is roughly the same as the total fixed route fleet for the rest of the operators combined. In addition, almost all of the operators provide some form of demand response services for seniors and sometimes the general public. These operations also include those services required under the Americans with Disabilities Act (ADA) for persons with disabilities who cannot use fixed route services.

Fixed Route Transit Services



All operators offer different days and hours of service, based on localized policy decisions that could include financial, service area and other factors. Again, from a customer perspective, if transferring is required, then the varying days and hours can impact the accessibility and understanding of the transit network. Further, many services operate on different headways, or intervals between trips. These difficulties in inter-operator connections have been addressed somewhat in the area of ADA paratransit, where designated transfer points have been created. However, there are some current arrangements that can potentially cause confusion -- for example where one agency provides the outbound trip and another provides the return trip. To add further complexity, this arrangement can vary between operators and service areas.

In addition, many services are provided with varying days and hours of operation with a number of jurisdictions operating on Saturday, but fewer operating on Sunday. These differences in schedules also make it difficult to plan a multi-operator trip and to attract more new riders to the system. That is not to say that all transit agencies need to operate on precisely the same schedule but it does suggest that some consistency of service delivery in terms of days and hours of operation would make the service easier for customers to understand and use.

Based on a number of local and regional policy decisions, both administrative and direct operating costs associated with these services also varies considerably

depending on priorities, staffing, or whether services are operated by public employees or private contractors. In addition, due to the variances in size and type of operation, the methodologies for how these numbers are reported also vary.

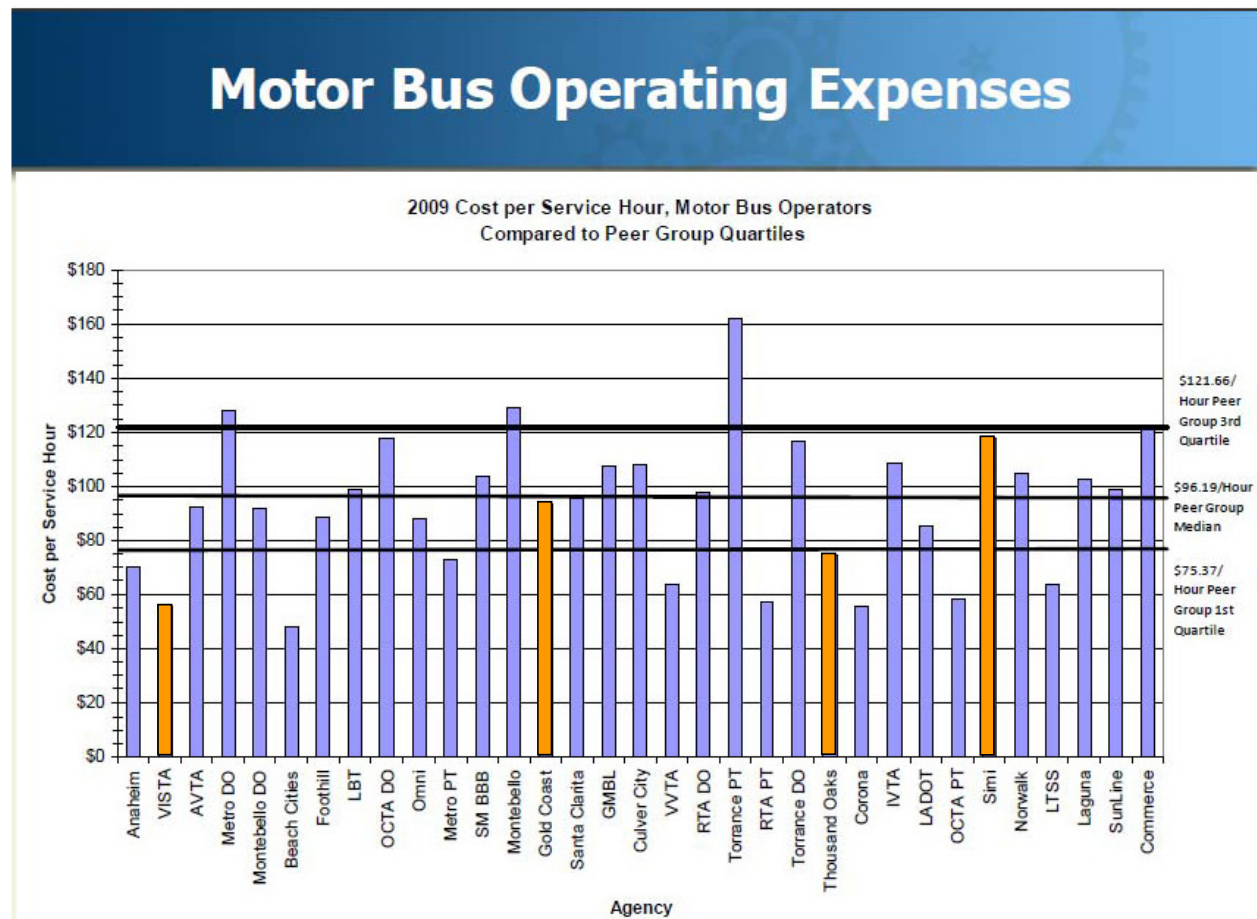
Within the multiple operator arrangement that currently exists, there is a wide range of costs. Because there have been many factors and ways of accounting, the Federal government has established a single database (the National Transit Database, or NTD) that has been used for decades to compare transit data including costs across operators. However, not all Ventura County operators are required to report data to the NTD, due to size of operations and other factors. However, in order to illustrate the range in size of operation and costs, the 2009 NTD as reported by Gold Coast Transit, VISTA, City of Simi Valley and City of Thousand Oaks are included below (see Appendix III for additional operating cost data and further explanation of NTD).

2009 NTD Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks
FIXED ROUTE				
Number of Vehicles	39	25	8	6
Total Unlinked Trips	3,568,028	785,806	477,032	185,681
Annual Vehicle Rev. Miles	1,732,855	1,404,594	475,944	195,023
Annual Vehicle Rev. Hours	140,077	50,701	31,143	12,668
Operating Expenses	\$13,071,044	\$2,831,051	\$3,672,794	\$945,836
Unlinked Pass. Trips/Vehicle Rev. Mile	2.1	0.6	1.0	1.0
Unlinked Pass. Trips/Vehicle Rev. Hour	25.5	15.5	15.3	14.7
Operating Expense/Unlinked Pass. Trip	\$3.66	\$3.60	\$7.70	\$5.09
Operating Expense/Vehicle Rev. Mile	\$1.13	\$2.02	\$7.72	\$4.85
Operating Expense/Vehicle Rev. Hour	\$93.31	\$55.84	\$117.93	\$74.66
DEMAND RESPONSE				
Number of Vehicles	19	13	12	12
Total Unlinked Trips	82,655	206,051	48,141	71,664
Annual Vehicle Rev. Miles	494,424	337,171	218,421	473,019
Annual Vehicle Rev. Hours	38,192	29,670	17,974	33,704
Operating Expenses	\$2,483,714	\$1,143,865	\$2,233,037	\$1,430,194
Unlinked Pass. Trips/Vehicle Rev. Mile	0.2	0.6	0.2	0.2
Unlinked Pass. Trips/Vehicle Rev. Hour	2.2	6.9	2.7	2.1
Operating Expense/Unlinked Pass. Trip	\$30.05	\$5.55	\$46.39	\$19.96
Operating Expense/Vehicle Rev. Mile	\$5.02	\$3.39	\$10.22	\$3.02
Operating Expense/Vehicle Rev. Hour	\$65.03	\$38.55	\$124.24	\$42.43
TOTAL OPERATING EXPENSES	\$15,554,758	\$3,974,916	\$5,905,831	\$2,376,030

NOTE: Agencies use differing reporting methods and not all transit operating expenses are included. This data was developed at the commencement of the study and is for illustrative purposes.

Some additional information regarding costs for these operators is shown below compared with others in the SCAG region:



V. Organizational Options

Within the transit industry, there have typically been three concepts discussed regarding organizational changes and alternatives – collaboration, coordination and consolidation. There are many such organizational approaches, including a number in California; the Orange County Transportation Authority (OCTA) is an example of full consolidation and the San Diego Association of Governments (SANDAG) is an example of moderate consolidation, with its operating units the Metropolitan Transit System (MTS) and the North County Transit District (NCTD). An example of a coordination model from outside California includes the Triangle region of North Carolina. The participating agencies, including the various transit operators, MPOs and Councils of

Government have created an entity called "GoTriangle.com" to promote commuter services and benefits. A discussion of these and other organizational examples is included in Appendix IV. In addition, Appendix V illustrates specific attributes of the three models, including two variations of one of the models.

Collaboration

The first option, collaboration, suggests informal agreements by affected parties to modify or somewhat change the status quo. In a general sense, this is the model for how some aspects of transit programs in Ventura County are currently operated. Typical collaboration examples include: working cooperatively to develop an "800" information number; developing region-wide marketing ideas that can be shared by multiple agencies within the context of their own resources or entering into ad hoc agreements to "meet up" with paratransit or fixed route services.

As an example of Ventura County collaboration, VCTC has managed a number of cooperative efforts such as Smart Card, NextBus, Trapeze, and an "800" information number, and conducts some countywide marketing on a case-by-case basis. These efforts have met with varying degrees of cooperation among the operators. Also, a network has been developed by the various operators to connect ADA paratransit trips between multiple jurisdictions. The arrangement includes different agreements between operators regarding who provides the outbound and inbound trips, how those are coordinated with the service providers, etc. Based on experience of customers in Ventura County, these "ad hoc" connections may or may not work and are difficult to communicate and remember due to the number of scheduling and operational nuances. Because no one "owns" the whole trip, missed connections or "crossed wires" between operators can result in stranded customers. Also, the inconsistencies clearly confuse new customers.

In other studies around the country experience shows that collaboration has the benefit of retaining autonomy of the participating agencies but is dependent on these ad hoc arrangements, which can dissolve at any time, without a defined process and is thus unsustainable. Historically, while collaboration has worked on some levels in Ventura County, one of the limiting factors of these options is that these arrangements rely on the affected individuals to continue the collaboration. Staff and/or policy leadership changes may bring different perspectives and prior commitments may be modified or abandoned.

Coordination

Coordination is usually thought of as a series of formal agreements among parties that modify the existing ways of doing business. The level and nature of coordination arrangements vary in nature and scope. With regard to coordination alternatives, there are examples that range from minimal coordination, which might be represented by the VISTA agreements, to maximum coordination, which in other states have required participation by agencies in order to be eligible for federal, state or local funding.

As an example of minimum coordination, the current VISTA corridor and dial-a-ride connection agreements are more specific than the dial-a-ride to dial-a-ride “meet up” agreements described in the section on collaboration. For example, there is a VISTA agreement with the City of Camarillo to share funding responsibility for the Route 101 connector through that community. However, each VISTA arrangement is unique, under its own advisory structure and does not function as part of an overall system.

In Ventura County a potential example of more extensive coordination would be to develop a countywide ADA paratransit service operated under a single agreement with joint procurement of vehicles, equipment or even facilities for other types of service. While this could be a step in a more incremental overall process, the disadvantages to this include that, even with formalized agreements, as in a Joint Powers Authority, individual cities could opt out, and also that the services frequently fall to the “lowest common denominator”, and can be affected by changes in local priorities and/or the ability of a single jurisdiction to fund its share of service costs.

In some areas of the country, agencies providing transportation services have worked together to develop information technology concepts, service coordination ideas, facilities and processes based on their collective interest in improving service to the customers. This example, which has been called “Moderate Consolidation”, appears to have more sustainability since it brings people together to improve processes and services. This sustainability is created through the development of interlocal agreements or memoranda of understanding. The development of these agreements formalizes the relationship between entities and jurisdictions, moving beyond the “ad hoc” nature of collaboration, towards a more sustainable solution. This is demonstrated in the Go Triangle example, in which the partnering entities have created a website which is jointly branded and communicated, and provides information in a consistent format on schedules, fares and trip planning. In development of more formal relationships, finding common ground to initiate the coordination is essential. Additionally, within this structure, as changes in finances or pressure from policy makers

and customers occur, entities which previously did not participate can join in through similar interlocal agreements.

This concept could be implemented in Ventura County by greater commitment to coordination and would require the development of a formal agreement to work jointly on those areas of mutual interest in providing enhanced service to customers of the service. Under this arrangement services, such as the previously mentioned ADA paratransit, could be operated under a single contract, all IT purchases and programs could be coordinated through this coordinated process and that joint procurement could be used for vehicles, equipment and even facilities. Regarding ADA paratransit, currently several agencies contract for services with the same provider and the certification of eligibility for ADA paratransit is provided centrally under contract by VCTC. There appear to be opportunities to decrease some duplication and access some economies of scale from a cost standpoint and improve customer access and understanding by further coordination, restructuring and/or consolidation of ADA and senior paratransit services.

The information technology and intelligent transportation system components of ADA paratransit as well as other demand responsive services can also be facilitated by building onto current investments made in the county. VCTC has facilitated the development of a single vendor system for scheduling and dispatching of trips. This network has been implemented to different degrees by most jurisdictions in the County. With a more coordinated effort, the potential in Ventura County is to take current technology and use it to develop a coordinated system that involves more partnering agencies while retaining autonomy.

Another area of consideration in a model of coordination would be from a marketing and branding perspective. There is an opportunity to move towards the development of a joint website to include information from each of the partners to the coordination effort, to provide a consistent place and format to communicate information to the communities and the riders and customers of the services. As a complement to the branding and marketing, the development of a regional call center or trip planning concept can also be considered. While each of the operators currently has different service delivery methods, spans of services and infrastructure requirements, having a compilation of that information available through a uniform point of information would result in longer term consistencies that would benefit the customers and systems overall.

In the area of procurement, public transportation funds in Ventura County could be viewed from the perspective of regional priorities, as opposed to the procurement

processes developed by individual agencies. The joint procurement process has been used in several forms around the country, including statewide vehicle options, use of the General Services Administration specifications at the federal level and "piggyback" coordination where one agency uses the specifications of another to "add on" to their order. In many rural areas and several states, agencies have coordinated on maintenance plans and work, fueling and other aspects of public transportation. Gold Coast Transit has consistently take advantage of those practices. The current agreement between Moorpark and Simi Valley regarding the fueling of Moorpark-owned vehicles at the Simi Valley facility is another example in Ventura County.

The coordination alternatives, including those above, often relate to specific programs or projects. As a result, transitioning to these agreements from the current system can be less complex than other alternatives. In contrast, the consolidation alternatives listed below typically include more structural changes within organizations. Any structural change would offer new opportunities for doing business, but would also require a thorough retooling of many policies, programs and processes.

Consolidation

There are two general types of consolidation, full and moderate.

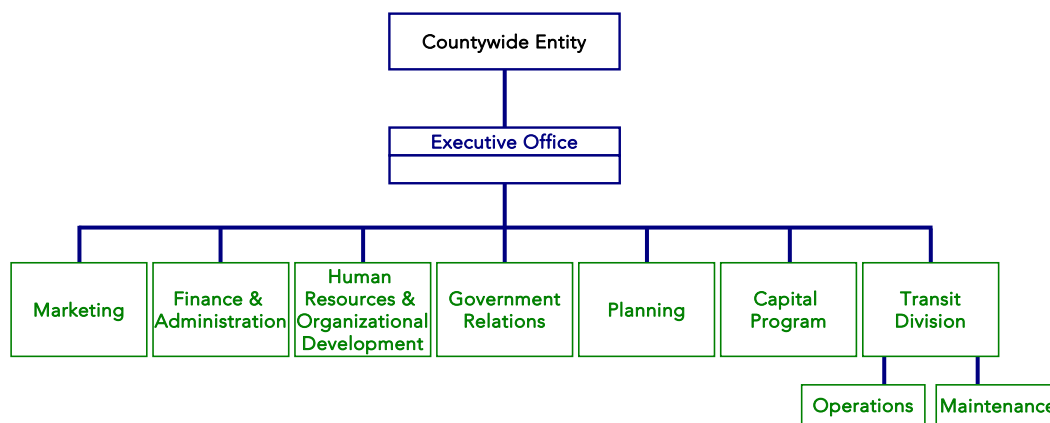
Full Consolidation typically means that a single agency offers all the services associated with public transportation including operation, policy, planning and funding. VCTC is the currently the only County-wide transportation agency, and as currently composed has representatives from all of the cities in Ventura County as well as the County itself; however a new countywide entity could be created for this purpose.

Considerations in the full consolidation approach include:

- The full range of decisions, from planning to operations, are centralized in one agency and inter-agency issues that often occur between planning and operating agencies can be addressed within one agency.
- The complex aspects of all processes are consolidated -- for example, interactions with all state and federal agencies are concentrated.
- The expanded range and complexity of issues can reduce the amount of time that the consolidated board could devote to specific operational, policy or funding issues.

- There is capacity for “belt tightening” and resource reallocation within a larger organization, which is more difficult with smaller systems.
- Adding all the aspects of public transportation can require many organizational and skill set changes. These would include areas of administration such as human resources focus and direction, employee benefits and collective bargaining. Also, there would be an added dimension of direct customer service and public interaction. Finally, the variety of operation and maintenance, service delivery and coordination and other issues would be added responsibilities.

Maximum Consolidation



An alternative approach is **Moderate Consolidation**, where there is a central policy, planning and funding entity with one or two consolidated operating entities. The closest example in Ventura County of a multi-jurisdictional approach to public transit is the Gold Coast Transit Joint Powers Authority (JPA). However, in the case of Gold Coast a jurisdiction can opt out, leaving a gap in funding and service to be filled by the other member entities.

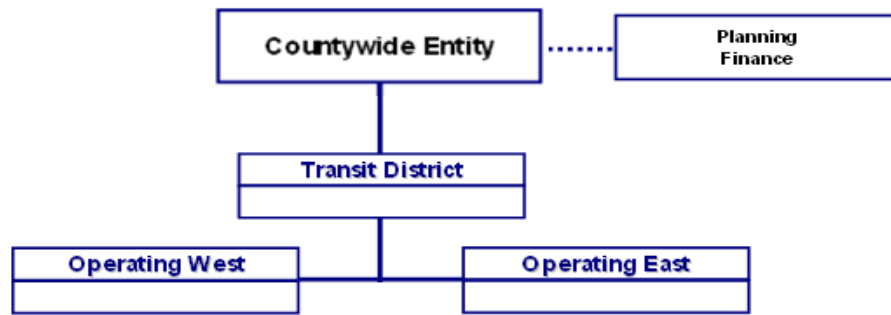
A true Moderate Consolidation approach provides stability and greater certainty for an operating entity.

Considerations include:

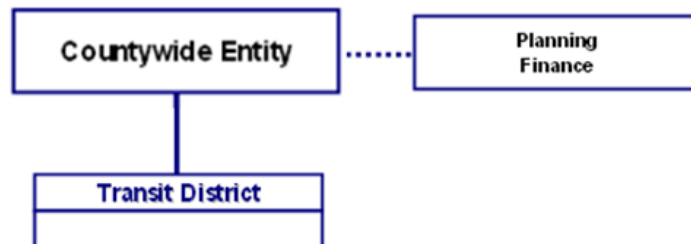
- There can be economies of scale in consolidated operations and opportunity for more seamless, connected service.

- As a statutorily created entity, a transit district, unlike a JPA, is enabled to perform as a permanent entity with the ability to bond and pursue revenue measures.
- While two separate operating entities (for example, East County and West County) have the potential to better meet the needs of each area, these needs could also be addressed through a sub regional planning and programming approach and/or more formalized sub regional participation in policy decisions.

Moderate Consolidation – Two Operating Entities



Moderate Consolidation – One Operating Entity



VI. Consideration of Alternatives

Steering Committee Direction

As outlined in Section III (Overview of the Study Process), the Commission-appointed Steering Committee was the touchstone for considering alternatives for delivering public transportation services in Ventura County. Throughout the study period, the Steering Committee guided an evolving process for considering alternatives. Progress is documented in status reports delivered to the Commission by the consultant team and staff.

Initial Vision

The Steering Committee identified elements of a vision for public transportation in Ventura County. Elements of this vision included a customer focus, creating a connected system that provided convenient service to key rider segments, minimizing travel time and required connections. The Steering Committee also envisioned a system that supported desired land use patterns, was feasible from an implementations standpoint as well as sustainable from a cost perspective

Evaluation Criteria

The Steering Committee identified potential system evaluation criteria. These included:

- **Affordability** – The system is both affordable for consumers and affordable to operate. Ideally, it should lead to improved farebox recovery and enhanced resources
- **Implementability** – The solution and design accounts for and addresses balance among costs, quality of service and efficiency, as well as barriers and opportunities related to policy, political realities and operational structures
- **Connectivity** – The alternative provides a more inter-connected approach that recognizes the challenges and costs in providing linkages among geographically-constrained areas (e.g., direct connections from Fillmore to Thousand Oaks)
- **Quality** – There is “no net loss” to existing customers, especially local and transit dependent riders. Both local and longer-distance services are focused on taking riders to where they need to go

- **Efficiency** – The system efficiently provides service for the greatest number of people at peak times. The operations structure is efficient and with the most effective oversight
- **Frequency** --Service provides reasonable frequencies

At this point, they asked the team to consider a range of models and what could be successful for Ventura County, including structures that delineated planning from operations, subregional organization and re-considering VCTC's role as operator of the VISTA service.

System Models and Alternatives

The Steering Committee progressed to consideration of models and alternatives as outlined in Section V. of this report. At this point the Committee requested that the consultants and staff further explore two alternatives with some variations:

- **Full Consolidation** with provisions for strong continued local influence, potentially through a strong advisory or subcommittee structure to address East County, West County, Rural community needs and issues.
- **Moderate Consolidation with Two Operating Entities:** The type of entity was to be determined – it could be combination of District(s), Joint Powers Authority, federation or other.

They also identified additional key principles for moving forward:

- Keep communities whole – parameters would be determined but generally have at least the level of service they have now (possibly measured in terms of hours of service)
- Increase connectivity
- Improve local service
- Maintain a level of local influence and control

Operator Input

As the study report moved forward, Consultants and staff received input from the county's operators. The Executive Director was asked to respond to a series of questions posed by the Simi Valley City Manager on behalf of some of the operators (see letter and response in Appendix VI). At a follow-up meeting of the Steering

Committee, the City Managers expressed concern with the level of engagement with the operators, asking that Coordination Alternative be added to the November, 2011 progress report on alternatives being considered and that top management-level representatives of the operators be included in a follow-up meeting with the Steering Committee. At this meeting, the Steering Committee asked the operators to present a specific proposal outlining their alternative concept.

VII. Policy Considerations

Throughout the Study, a variety of policy areas and issues arose and were researched and discussed with staff, the Steering Committee and the Commission. The following summarizes a number of those issues and the discussion and resolution.

Feasibility

- *Is transit service consolidation feasible, given Ventura County's geography and demographics?*

Ventura County has a number of unique characteristics, including growth boundaries and limits, widely spaced communities with considerable open space, an extensive agriculture industry, suburban-type street patterns in a number of areas, and lack of county-wide cohesion and identity. However, from a transit operations perspective, there are also a number of similarities with other counties. Ventura County is not so unique that models from elsewhere are inapplicable. The primary goal of transit service restructuring is an integrated family of services, a common theme in many places. California alone has several examples of coordination, collaboration and consolidation. Orange County's single transportation agency and San Diego County's countywide planning and funding agency with two subregional operating agencies are examples of how these approaches could work in Ventura County. There appear to be no substantial obstacles to some form of transit restructuring.

- *Is there potential for cost savings and other efficiencies?*

Numerous business models are available for comparison. There is no definitive way to predict either cost savings or efficiencies resulting from a particular institutional arrangement until planning and execution is well under way; however, substantial savings have been realized in other consolidations. Savings

typically result from reduced overhead costs by eliminating duplicative functions (such as purchasing, human resources, financial, and the like) and efficiencies of scale.

- *Can transit operators continue to meet TDA farebox recovery requirements?*

Under the current organizational structure, it has been indicated that a number of the operators may not achieve the required farebox recovery rates, and will have to raise fares, decrease services, and/or use TDA revenues for eligible transit capital activities.

Under a fully or moderately consolidated service, with substantially the same mix of contract and non-contract services, it is likely that farebox recovery requirements would be met, since services can be aggregated, even if services are expanded to fully use all available TDA funds for new services.

With the partial consolidation proposed by the operators, the likelihood of some jurisdictions meeting farebox recovery requirements is less clear. Also unclear is the potential effect of allowing TDA funds to be used for streets and roads uses beyond July 1, 2014, assuming SB 716 is amended.

Funding

- *What would be the impact of SB 716 on TDA funding allocations?*

VCTC staff estimates that if SB 716 was in effect, using 2010-11 data (the latest available) slightly over \$3,000,000 out of a total TDA allocation of \$20,884,000 would be shifted from streets and roads uses to transit. Some cities, including Ventura and Oxnard, currently allocate all of their TDA funding to transit.

- *What would be the impact of transit service restructuring on transportation funding sources other than TDA?*

Streets and roads – SB 716 will require all TDA funds to be used for transit, so streets and roads funding would have to be derived from other sources. The local and regional decision processes for streets and roads funding will not change.

Federal funding eligibility and competitiveness – Restructuring will have no impact on eligibility for Federal funds but should make the region more competitive as there will be a more unified “voice” (or voices) seeking funding.

Metrolink – Funding policy and decisions will be made through the existing processes. If a new countywide organization were to be created, it would assume the current role of VCTC in Metrolink funding.

Authority

- *What would be the role of a consolidated agency and board in assuring responsiveness to citizens and communities?*

Clearer lines of authority should increase citizen knowledge of the management and decision-making processes and increase their access to them. If the VCTC Board or a similar successor assumed the role of a consolidated agency, or a planning and funding agency supervising subordinate operating agencies, the governing board would still consist of local officials who would be accessible as they are today.

Under the operators proposal, people would communicate with the operations and management of the services conducted under the Memorandum of Understanding through the local officials of cities that are parties to the MOU. Under the proposed Gold Coast Transit District, individuals and communities would communicate with the GCTD governing board and management. VCTC would not have a direct role in facilitating citizen input to these entities.

- *Would there be provisions for regional, subregional and local advisory committee structures?*

Under the full and moderate consolidation options, alternatives discussed and recommended by the Steering Committee include local and sub-regional input structures, and cities could also maintain local advisory bodies. Under the operators proposal the operating entities would determine advisory structures.

- *How would local jurisdictions be engaged, and what would be their role in service decisions?*

Under the full and moderate consolidation options, decisions would be made at the regional level, but still tailored to local needs with local input. Decisions would be more localized with independent operating entities under the operator proposal.

Impact

- *Would there be mandates on local jurisdictions for funding participation, levels of service or other performance?*

Under full and moderate consolidation options, local funding or service enhancements would be encouraged, but there will be no required local participation or funding contributions (and no authority to require them). The proposed GCTD would typically not have legal authority to do so either, and the MOU cities could determine such enhancements for themselves.

- *What would be the effect on for represented employees, including role of unions, and what transition plans would be needed?*

There are numerous rules and regulations to be followed, and a fairly complex transition can be anticipated. Organizational and employment transitions have been successfully implemented in many other jurisdictions, and there appear to be no inherent obstacles to doing so with any of the proposed organizational structures.

- *How would service and funding levels be balanced throughout the county?*

VCTC has a track record of county-wide balance that should not change with a consolidated organizational structure. Under the operators proposal, VCTC would continue to have a role in allocating county-wide and discretionary funding but would not have a direct voice in service levels, which would be determined by the GCTD and the MOU.

Further discussion of policy and operational outcomes, more specifically oriented to the operators proposal, is included in the "Organizational Alternatives Considerations" matrix beginning on page 38 of this report.

VIII. Operators Proposal

The “operators proposal” was developed by a subgroup of the operators including Gold Coast Transit, Moorpark, Simi Valley, and Thousand Oaks. VCTC staff was invited to participate in the meetings on behalf of VISTA but did not actively participate in development of the proposal. County staff also participated in the meeting but the County was not signatory to the proposal. This proposal was presented to the Steering Committee on January 13, 2012. This operational concept is presented in more detail in Appendix VIII. The basic concepts are:

- Create a Gold Coast Transit District to serve West County communities, including Heritage Valley (Santa Paula, Fillmore and Piru) with the District claiming TDA in West County
- Transition VISTA service (with the exception of VISTA East) to the new District
- Create an MOU to govern service coordination in East County
- Allow East County cities (Camarillo, Moorpark, Simi Valley and Thousand Oaks) to file for TDA Article 8 purposes (for streets and roads) if there are no unmet transit needs

While this proposal bears some relationship to the “Hybird Moderate Consolidation model”, it varies significantly in that it calls for the more informal structure of a Memorandum of Understanding (MOU) to implement the East County service concept. In addition, the proposed operating entities would not be subordinate to VCTC.

Final Proposal as Presented to the Steering Committee

The operators presented a consensus proposal signed by management representatives. Signatories included the city managers of cities responsible for operating transit systems. The Gold Coast Transit General Manager signed the proposal on behalf of communities served by Gold Coast Transit. VCTC as the operator of VISTA and the County of Ventura did not sign the proposal. As explained by the operators, this proposal was intended as a framework and would require further development and resolution of specific details. The full text of the operators proposal (including the Guiding Principles) is presented in the letter in Appendix VII. Essential concepts include:

- **Separate West County and East County Models:** A Gold Coast Transit District would be created to serve West County, including Heritage Valley, and a formal

Memorandum of Understanding (MOU) would be established in East County for operation and coordination of bus and ADA services, fares and hours of service.

- **VISTA Service Transition:** VISTA service (with the exception of VISTA East) would be transitioned to the new Gold Coast Transit District. VISTA services, with the exception of VISTA East will be transitioned from VCTC, with the expectation that Gold Coast Transit District would operate most or all of the service under contract.
- **TDA Allocation:** TDA would be apportioned to the Gold Coast Transit District in West County. TDA would be returned to individual jurisdictions in East County (unless individual jurisdictions chose to join the District).
- **Certain Exclusions from SB 716 Requirements:** Cities outside the Gold Coast Transit District (initially all East County cities) would be allowed to continue to file claims for Article 8 purposes (use TDA for streets and roads as long as there are not unmet transit needs that are determined to be reasonable to be met under the existing TDA Article 8 process).

The operators proposal was accompanied by recommended Guiding Principles for a Regional Transit Plan:

1. It is the fundamental right of local agencies to determine how to provide local services.
2. Existing TDA farebox requirements do not adequately account for the impacts of federal regulations and a lower farebox ratio should be proposed.¹
3. Transit funds locally generated (such as TDA and FTA funds) must be distributed to and controlled by the local agency.
4. Consolidation of local ADA and DAR operations into no more than two regions is a desirable outcome.

Steering Committee Recommendations on Proposal

After discussion with the operators, VCTC staff and the consultant team, the Steering Committee recommended the following:

¹ Subsequent to presenting their proposal, all operators have agreed that this is no longer an issue to be addressed in the Operators' Proposal but, as an issue for operators statewide, would be addressed at a later date.

- Include Customer Focus as a top priority in any Guiding Principles
- Express consensus support for the operators' structural proposal
- Further consolidation would be pursued at a future undetermined date

An open question remained as to the operators' proposal for use of TDA for street and road purposes, especially as it relates to a possible Commission position on seeking amendment to SB 716's provision that TDA is to be used exclusively for public transit in Ventura County starting in July 2014.

IX. Commission Direction and Recommendations

At the March 2, 2012 VCTC meeting the Commission received a report on the operators proposal and Steering Committee direction. After extensive discussion, the Commission acted to: *"Support the Operators proposal in concept with the understanding that all cities would have flexible use of TDA funds and further discussion of Heritage Valley Service would take place before a proposal is brought back to VCTC on April 13th with the specifics fleshed out and with the recognition that the concept of full consolidation will continue to be discussed as a long term goal. Staff was directed to work with City Managers to flesh out specifics."*

X. Considerations for Moving Forward

Impact on VISTA Funding and Operations

Subsequent to the March 2 VCTC meeting VCTC staff and the consultant team met with the operators, and VCTC staff met with the City Managers, to discuss several issues that have developed based on the VCTC action.

For example, the organizational model approved would affect service delivery by transitioning the responsibility for VISTA operations. Since VISTA is the major provider of interjurisdictional connector, intercounty commuter and Heritage Valley local service, a key area of discussion has been the future of VISTA and sustainability of this service

given anticipated shortfalls in funding. As of late March, the following proposed agreements have been developed between the jurisdictions and VISTA:

- Operation of VISTA service would transition over time to Gold Coast Transit and East County once the District has been created and the MOU has been finalized and is in operation. Transition of VISTA services to GCTD operation/management would be dependent on individual agreements being executed with the Santa Barbara County Association of Governments (SBCAG) for the Coastal Express, CSUCI for the University Shuttle services, and local agencies outside of the GCTD area for the local shares of the VISTA operating costs.
- VISTA would continue to be a contract operation for the foreseeable future.
- VISTA and Heritage Valley service levels would be maintained ("made whole") and, if possible, improved incorporating use of VCTC discretionary STA funding and Federal Transit Assistance funds from the Thousand Oaks UZA which are not attributable to the service or population of the Cities of Moorpark and Thousand Oaks.

Implementation Issues to be Resolved

Through the discussion of the West County/East County proposal, certain policy, operations and funding issues have been identified for resolution. While these issues have been a source of continuing discussion among the operators, VCTC and the consultant team, progress is being made. The initial implementation questions and issues are presented in the following table.

Organizational Alternatives Considerations

GOVERNANCE

Original Study Models				January, 2012 Operators Proposal and Outcomes	Issues In Operators Proposal for Future Resolution
Status Quo / Collaboration	Moderate Coordination	Moderate Consolidation	Full Consolidation		
Distributed among entities who have varying governance structures (e.g. RTPA, JPA, City Council, VISTA Committees)	Generally distributed but centralized for individual issues (e.g. Coordinating Committee for ADA paratransit)	At least two managing boards (e.g. one for planning, one or more for operations).	Countywide central entity including fully centralized staffing	<p>VCTC as Regional Transportation Planning Agency (RTPA)</p> <p>Gold Coast Transit District in West County and Heritage Valley</p> <p>Individual operators with MOU for service coordination in East County</p>	<p>Role and responsibilities of VCTC</p> <p>Gold Coast Transit District board composition</p> <p>Governance of ADA paratransit operations – East County, West County and Countywide</p> <p>Role of Gold Coast Transit District in Heritage Valley</p>

FINANCIAL

Original Study Models				January, 2012 Operators Proposal and Outcomes	Issues In Operators Proposal for Future Resolution
Status Quo / Collaboration	Moderate Coordination	Moderate Consolidation	Full Consolidation		
<p>Primary financial decisions made by individual agencies</p> <p>Some interaction with central agency for federal and state funds (e.g. grants)</p> <p>Some funding directly to individual entity</p> <p>If SB 716 is implemented without change, all TDA funds must be used for transit. This will be disruptive to some cities</p>	<p>Primary decisions made individually</p> <p>Centralized funding for coordinated issues typically require local match (e.g. Federal grants)</p> <p>Some reallocation of funds may be required to support coordinated functions</p>	<p>Different types of funds controlled by each entity</p> <p>Some collaboration of funding requests likely for larger projects</p> <p>Each entity can pursue financial opportunities (e.g. bonding, tax levies)</p> <p>Some reallocation of funds may be required to support consolidated functions</p> <p>Consolidated functions could result in greater efficiencies and effectiveness</p>	<p>Receives and manages all funding for public transportation</p> <p>Can bond for funding or pursue tax levies</p> <p>Some reallocation of funds may be required to support consolidated functions</p> <p>Consolidated functions could result in greater efficiencies and effectiveness</p>	<p>VCTC responsible for discretionary funds</p> <p>All cities would retain the option to use TDA funds for streets and roads. Cities could also provide TDA funds to Gold Coast Transit District as some do now*</p> <p>* Reflects change from operators proposal by VCTC 3/3/2012</p>	<p>Arrangements for joint procurement</p> <p>Potential remaining east/west imbalance between level of funding and needs</p> <p>Continued discretion for cities to use TDA for streets and roads is dependent on amendment to SB 716.</p> <p>Performance standards for discretionary funds</p>

PLANNING

Original Study Models				January, 2012 Operators Proposal and Outcomes	Issues In Operators Proposal for Future Resolution
Status Quo / Collaboration	Moderate Coordination	Moderate Consolidation	Full Consolidation		
Individual agency and operator plans Some collaborative planning based on regional plans and other joint efforts (e.g. inter- agency transfers, VCTC programs)	Primary planning is still done locally, but coordinated planning required for specific coordinated agreement projects	More joint planning occurs (e.g. overall long- range planning responsibility of planning agency), but each operating agency does own planning	Conducts all long-range, short-range and operational planning	<p>ADA services provided by no more than two entities</p> <p>VCTC conducts long- range planning.</p> <p>Gold Coast District performs own service planning</p> <p>East County cities plan own systems under MOU agreement</p>	<p>Planning and funding for ADA paratransit in East County</p> <p>Planning for coordination and services for ADA between East and West County</p> <p>Planning for VISTA services between East and West County and into Los Angeles and Santa Barbara Counties</p> <p>Extent of VCTC involvement in level of service and countywide coordination</p>

OPERATIONS

Original Study Models				January, 2012 Operators Proposal and Outcomes	Issues In Operators Proposal for Future Resolution
Status Quo / Collaboration	Moderate Coordination	Moderate Consolidation	Full Consolidation		
<p>Mix of individual operations, including contract and in-house</p> <p>Some collaborated opportunities for transfers, joint use of facilities, etc.</p>	<p>Coordination for specific projects (e.g. countywide ADA Paratransit) could expand to more agencies -- and projects if successful such as call center, procurement, etc.</p>	<p>Possible efficiencies/cost savings from consolidated operations consolidated under operating entity or entities (e.g. one or two Districts directly operate and/or contract for operations)</p> <p>May be limited number of continuing individual local operations in cities</p>	<p>Possible efficiencies/cost savings from consolidated operations, with directly operating and/or contracting for all public transportation services</p>	<p>Gold Coast District Operates all service for member jurisdictions and assumes operation of VISTA (except VISTA East)</p> <p>East County cities operate own systems and operate VISTA East under MOU</p>	<p>Potential for continued and/or expanded contract operation (e.g. VISTA, ADA Paratransit)</p> <p>Operating responsibility for ADA service between GCTD and East County MOU</p> <p>Nature of Gold Coast Transit District arrangements with non-member agencies for continued VISTA service (e.g., SBCAG and CSUCI)</p>

COMMUNICATIONS, MARKETING AND FARES

Original Study Models				January, 2012 Operators Proposal and Outcomes	Issues In Operators Proposal for Future Resolution
Status Quo / Collaboration	Moderate Coordination	Moderate Consolidation	Full Consolidation		
Some centralized information and marketing Central ADA paratransit eligibility	Combined marketing and call center could improve customer satisfaction by having a single source for information	Broader communications and marketing responsibilities coordinated between managing entity and District(s)	Countywide entity has all communications and marketing responsibilities	Communications and marketing responsibilities coordinated between VCTC, Gold Coast District and East County operators.	Role of VCTC in countywide communications, marketing and fare coordination Resolution of disparity of fare and eligibility requirements among operators

Operator Response to Implementation Questions

The operators are making progress in responding to these issues and further work is being done in parallel with submittal of this report to the Legislature. The initial operator response to implementation questions and requests for specifics on the proposed creation of a Gold Coast Transit District and the East County MOU is included in Appendix VIII.

XI. Conclusions and Next Steps

As the RTPA and operator of VISTA, VCTC will continue to have an integral role in development of a more customer-focused, coordinated and consolidated transit system in Ventura County. With final Commission action to forward this report to the Legislature, the operators and VCTC intend to implement the model presented in the operators proposal with potential for further consolidation of services. Gold Coast Transit will take further steps to create a transit district. This will include identifying a sponsor to carry forward the legislation needed to create a transit district.

As detailed in the letter of response from the operators, East County operators intend to develop the MOU for further coordination and potential future consolidation of services. A timeline has not yet been developed for the MOU and specifics, including arrangements for operation of VISTA East and responsibilities for a one- or two-operator ADA paratransit system.

VCTC staff will work with the operators on the needed funding, planning and operational arrangements required for transition VISTA service upon creation of the Gold Coast Transit District and transition VISTA East under the arrangements designated in the East County Memorandum of Understanding.


Appendices

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Appendix I.


Comprehensive Transportation Plan and Regional Transit
Study Fact Sheets

GoVentura2035



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TRANSFORMING TRANSPORTATION IN VENTURA COUNTY



The Legislation – SB 716

"...authorize the Ventura County Transportation Commission to submit, by December 31, 2011, a report to the Legislature analyzing options for organizing public mass transportation services in the county and for expenditure of revenues in the local transportation fund, along with a recommended legislative proposal. If a legislative proposal is not enacted by the end of the 2011-12 Regular Session of the Legislature, local transportation funds in Ventura County would be available solely for transit purposes beginning July 1, 2014."


Ventura County Regional Transit Study

WHERE WE'VE BEEN AND WHY NOW

In recent years, several challenges and initiatives have emerged that require Ventura County to re-think and re-do the way public transportation is provided and funded in this County:

- **The Growth in Ventura County:** Since the original Transportation Development Act (TDA) funding and regulations were passed, Ventura County has grown from a semi-rural county with a population of approximately 450,000 to a suburban-urban county with a current population of approximately 825,000.
- **The Need to Re-Think VISTA:** In November of 2008, VCTC convened a workshop on VISTA, the regional overlay systems managed through contract by VCTC. The Commission consensus was that the existing confederation of services was inefficient and lacked accountability to the public. The Commission acted to begin a full review of the VISTA funding, organizational and governance structure.
- **The Revenue Challenges:** There were and continue to be ongoing transit funding shortfalls. State Transit Assistance (STA) and Federal Transit funds have been reduced and are unreliable funding

FIXED ROUTE TRANSIT SERVICES



The Process—How Are We Moving Ahead?

Ventura County Transportation Commission
950 County Square Drive, Suite 207
Ventura, CA 93003

Where We've Been and Why Now *(continued)*

sources. Transportation Development Act funds (TDA), transit's main funding source, come from retail sales taxes, which dropped by approximately one-third during the recession. To make things even more challenging, TDA is distributed by population, regardless of need.

- **The Changes in State Law:** SB 716 (see sidebar) requires that all TDA funds in Ventura County be committed to transit uses as of July 1, 2014. The legislation also allows VCTC to propose a plan to the legislature for organizing public mass transportation services in the county.
- **The Call for GHG Reductions:** SB 375 was passed into law, requiring development of a Sustainable Communities Strategy to reduce green house gas (GHG) emissions. Transit is considered a key element of this Sustainable Communities Strategy.

THE CURRENT SITUATION FOR THE CUSTOMER

- Ventura County has **multiple operators** with a mix of fixed route, dial-a-ride and specialized services
- Each operator has its **own hours, schedules and rules**
- The county has **distinct, largely separated communities** and challenging topography, limiting the options for transit users to travel between communities.

THE CURRENT SITUATION FOR PROVIDERS

- Many localities got their start with specialized services for seniors and persons with disabilities. This situation combined with low fares has resulted in **difficulty in meeting state TDA fare recovery thresholds**.
- VCTC currently funds the Metro-link Commuter Rail services in Ventura County. **Each of the cities must pay for operation and maintenance** of their station with TDA funds.

- All multi-jurisdiction operations are supported by funding agreements which constrain optimum use of vehicles and provision of services.

STUDY OUTCOMES: WHAT ARE WE TRYING TO ACHIEVE?

Commissioners, communities and customers have called for results:


- A user-focused, seamless, connected system
- Clear accountability of transit services of users.
- Consensus on the approach from elected officials and city management
- In position to meet applicable Federal, State, regional and local livability, sustainability and greenhouse gas reduction goals
- A new approach to organization that can support efficient, connected, quality public transportation services and quality of life in Ventura County

OPTIONS ON THE TABLE

Currently several options are on the table and will be explored over the Spring, Summer and Fall in preparing the final report and recommendations to the Legislature:


- **Collaboration:** Increased use of informal agreements among VCTC, agencies, communities and operators on fares, schedules and service.
- **Coordination:** Increased formal agreements for service and support on areas such as fares, schedules and service.
- **Consolidation:** Creating one countywide entity with policy input from distinct Ventura County regions.
- **Hybrid approach:** Creating a countywide agency for planning, oversight and funding functions with one or two subordinate operating entity/ies.

GoVentura2035



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TRANSFORMING TRANSPORTATION IN VENTURA COUNTY



The Unseen Costs of Driving in Ventura County

(annual averages)

Additional vehicle operating costs per vehicle from driving on substandard roads	\$476.00
Percentage of roads in poor condition	30%
Cost of congestion to the region	\$216 million
Cost of congestion for an auto commuter	\$443.00
Gallons of excess fuel consumed in the region	9.333 billion
Hours of delay for the region	8.9 million


Oxnard-Ventura region data for 2009 from 2010 Annual Urban Mobility Report, Texas Transportation Institute, and Hold the Wheel Steady: America's Roughest Rides and Strategies to Make our Roads Smoother (2010), TRIP

Preserving our Quality of Life

Being able to easily move within and outside of the region is **important**—spending less time commuting, reducing vehicle emissions and environmental impacts, and allowing the efficient movement of goods and services contribute to this quality of life.

Even at a “slow growth” rate of 1% per year, the County’s population is projected to increase by 43% by the year 2050, severely straining today’s transportation infrastructure and increasing congestion.

- Road conditions are already deteriorating, and maintenance levels are not keeping pace
- Demand is increasing for local and regional transit service, bicycle and pedestrian facilities, and

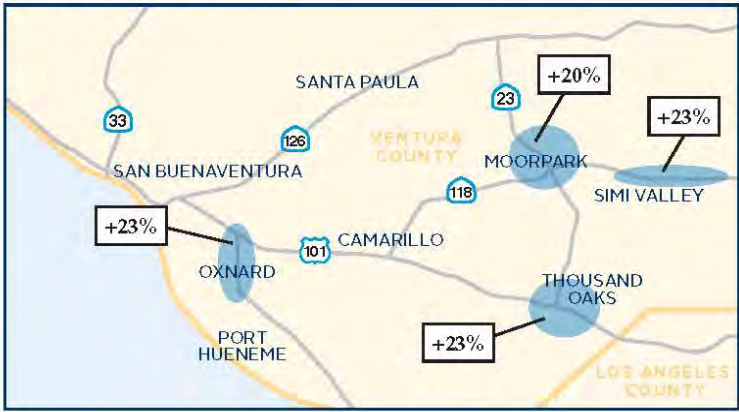


local road improvements with the growth of town centers and more commuting and travel to popular destinations.

- Current and projected funding levels do not match our needs.

Now more than ever, our County must plan and prioritize.

GROWING BOTTLENECKS



Traffic volumes continue to increase. Since 1999, the annual vehicle miles traveled on our highways has grown significantly.

Who is the Ventura County Transportation Commission?

At VCTC, elected and appointed officials guide a transportation staff and work with other public agencies to keep this region moving by:

- **Prioritizing and funding streets and roads** maintenance and improvements;
- **Funding several transit services**, including Metrolink commuter rail, and operating VISTA bus service; and
- **Funding freeway and highway** maintenance and expansion

How to Get Involved

Provide your comments about your vision, priorities and challenges you see for the County's transportation future to Donna Cole at VCTC at 950 County Square Drive, Suite 207, Ventura, CA 93003, or:

- Visit VCTC's website: www.goventura.org
- Take an active role by participating in a **Local Advisory Group** in your community. Visit the website to learn more.
- **Request a presentation** by VCTC to your group or organization. Contact Donna Cole at (805) 642-1591, ext. 101 today for more information or to schedule your presentation.



VCTC: Driving the Future

WHAT BETTER TRANSPORTATION DOES

Improving our transportation system is not just about fixing problems. It's about the opportunity to:

- **Make travel more affordable**, saving money on fuel and repairs
- **Reduce travel time** and keep people connected
- **Improve health and air quality**
- **Support the local economy** and jobs
- **Create more livable communities**

CHOICES NEED TO BE MADE

Ventura County needs to be strategic and invest wisely:

- **Decide the balance among the opportunities**—local streets, highways, public transportation, rail, bikes and walkways
- Increase Ventura County's ability to **attract federal, state and private funding**
- **Create a plan that works for everyone**—residents, businesses, visitors

A PLAN FOR SOLUTIONS

VCTC is developing Ventura County's first Comprehensive

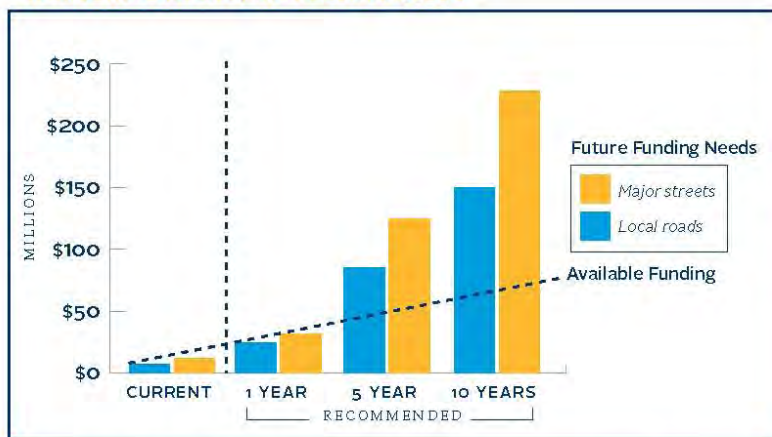


Transit services carry little of our daily work travel, currently serving only 1.2% of work trips.

Transportation Plan (CTP), charting the future for transportation. This CTP process is designed to be:

- **Inclusive**—engaging the unique interests and communities in Ventura County
- **Balanced**—weighing both regional and local priorities
- **Strategic**—finding the best solutions for the funding that is available
- **Connected**—building ownership and commitment region-wide

WORSENING ROADS, INCREASING NEEDS



Road conditions are deteriorating and will outpace funding needed to fix them.

Appendix II.

Technical Memorandum #1 – Operator Profiles

REVISED DRAFT VCTC Technical Memorandum I

Operator Information and Trend Analysis

Section 1:

Introduction

This initial Technical Memorandum provides information for the Regional Transit Study based on information gathered from the members of the VCTC Transit Operators Advisory Committee (TRANSCOM). The objective of this first memorandum is to develop a profile of each operation serving the county in a format that can easily be translated into "at a glance" or snapshot information to be reviewed by policymakers, the community and interest groups. These communications consisted of study information presentations to the committee, individual stakeholder interviews with members and requests for data from members that were both sent to members and presented at TRANSCOM.

As a result of the above activities, we have drafted sections that contain:

- Operator Profiles
- Summary of Operator Interviews
- Next Steps – Gaps/Needs/Opportunities

In addition, in order to frame the current, yet evolving background issues, especially at the federal level, which will likely influence public transportation policy, and perhaps more importantly, financing, we have provided an additional section entitled:

- Trends Analysis

Although this is not an operations analysis, we do believe there is value to informing those who will read the reports and participate in the study regarding the variety of public transportation services and providers in the County and also providing a rough order of magnitude understanding regarding the amount of those services and the areas of coverage.

Subsequent work on this study will include more in-depth discussions and meetings that will further explore planning, service delivery and funding options and alternatives. Input regarding those options and alternatives will then be incorporated into the organizational evaluation portion of the study.

It should be noted that in addition to the bus and paratransit services, VCTC plays an active role in Metrolink rail services. Future policies and decisions regarding transit in Ventura County will include financial and policy considerations related to Metrolink.

Section 2:

Operator Background and Profiles

Background

There are a number of public transportation services that are offered in Ventura County, including fixed route and demand responsive operations. As part of this background, it will be important for readers to understand the measurable performance differences which can typically be expected from the various types of services offered, including both fixed route and paratransit services.

Within the transit industry, fixed route services are typically operated along routes or corridors of sustained demand, usually in both directions of travel. These services provide the opportunity for multiple boardings and alightings and tend to be most effective from an efficiency perspective. Examples of fixed route service include local service on Gold Coast Transit connecting Oxnard and Ventura and intercity express service provided by VISTA along Route 101.

On the other hand, demand responsive, or paratransit services typically serve many origins and many destinations, resulting in fewer riders per vehicle, increased mileage between stops and lower productivity, especially in urban areas. However, within certain specific areas of Ventura County, there are demand responsive services that have been considerably more productive – an example is the Heritage Valley dial-a-ride. Some paratransit services are required by the Americans with Disabilities Act to serve individuals with disabilities that cannot use fixed route services. Other demand responsive services are intended to offer flexible trip options for residents of a particular jurisdiction. Riders of these services can include the general public, seniors that meet the provider's age threshold and persons with disabilities.

Additionally, it is important to recognize that transit systems are not self sustaining (funded entirely from the farebox.) Nationally, most non-urban systems require an operating subsidy in excess of two-thirds of the costs. That subsidy number often increases for demand responsive services, which usually serve a more focused clientele. In the mid-1990's, VCTC established a framework for evaluating transit service effectiveness based on the amount of fare revenue a transit service generates compared to the cost of operating the service. This is referred to as the "farebox return." At a minimum, fixed-route services in urban areas are expected to garner a 20% farebox return as required by State Transportation Development Act (TDA) law. Demand responsive and rural services must generate at least a 10% farebox return. These TDA farebox minimums have often caused difficulties for sponsoring agencies, especially in

developing routes in hard to serve areas.

Prior VCTC planning documents indicate that while the farebox return rate is used extensively as a measuring stick for transit services, the most basic measure of effectiveness is ridership. Thus, if more people are riding buses and trains, those services are providing an increasingly valuable service. However, ridership can often be influenced by local policies. For example some cities operate services with no fare to customers, and elect to subsidize those services from other revenue sources. In addition, some funding sources are dedicated to specific uses, such as Job Access and Reverse Commute grants, which also affect service planning.

As a result, effective service planning is often based on the strategic use of operating subsidies, which are often less available than capital funds. For example, the subsidy required for a long, single rider demand response trip is often ten times higher than the subsidy for a short fixed route trip in an urban area. Thus, a balance between trip purposes and clients to be served is a part of determining a strategic use for operating subsidies.

The following operators were included in the data development for this study:

- Gold Coast Transit
- VISTA
- City of Simi Valley
- City of Thousand Oaks
- City of Ojai
- City of Moorpark
- City of Camarillo
- Ventura County
- City of Oxnard
- Camarillo Health Care District
- Metrolink

From an order of magnitude perspective, using number of vehicles operated as a distinguishing criterion, Gold Coast Transit (GCT) operates about twice as many vehicles as any other fixed route or demand responsive bus provider in the County. GCT is a Joint Powers Authority (JPA) that includes five member agencies (Cities of Oxnard, Ventura, Ojai, and Port Hueneme, and Ventura County) and provides services that operate within JPA jurisdictions and also operate intercity trips between jurisdictions in the western region of the County.

VISTA, Simi Valley, and Thousand Oaks are the remaining larger operations, while the other providers are significantly smaller. VISTA, which is managed by VCTC, is an amalgamation of fixed route and demand responsive services operated through contracts which have been negotiated with individual jurisdictions. While GCT operates some interjurisdictional services, VISTA is unique from the standpoint that it offers inter-jurisdictional connections across the county. Most other operations focus on transporting individuals within a single jurisdiction, such as the Ojai Trolley.

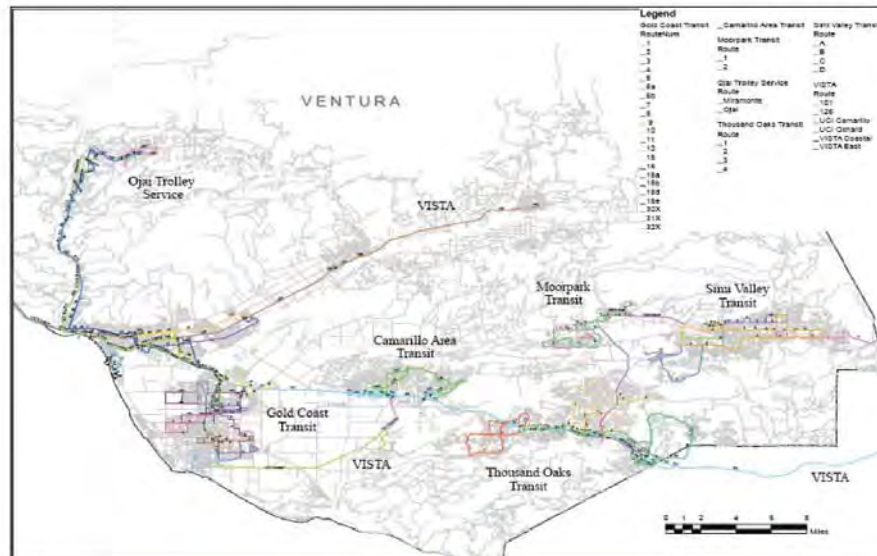
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Figure 1, shown on the following page, indicates the general areas of service within the County. The first map shows the areas of fixed route operation and the second shows the demand responsive or paratransit services.

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Operator Information and Trend Analysis

Figure 1: Ventura County Transit Service Areas



Service Overview

Figure 2, shown on page 7, provides an overview of service information for all operators in Ventura County.¹ This snapshot of data is not intended to compare agencies or delve into specifics of policy, planning, operations and financial decisions and practices. However, there are some basic differentiators regarding the size of the operation, the process for delivering the services, and the types and connectivity of services offered that are discussed below.

For example, the service information indicates that there are four large operators (Gold Coast Transit, VISTA, Simi Valley and Thousand Oaks) and that these operators spend a total of more than \$27 million a year on public transit, which is not an insignificant expenditure.

- Gold Coast Transit, which includes larger cities such as Oxnard and Ventura, has the largest budget and provides services focused on western Ventura County.
- VISTA, with routes serving multiple jurisdictions, is the only cross-county connection originating in Ventura County and the only operator that serves neighboring counties as well.
- Simi Valley and Thousand Oaks provide extensive but relatively localized services. This also places them in the top budget tier, unlike smaller one- or two-route operations such as Moorpark, Camarillo and Ojai.

Figure 2 also indicates that VISTA and many other operators in the county provide service under contract. Contracting for service can have advantages and disadvantages compared with direct operation, and those have been debated nationally and even internationally for years. However, if the most important function of public transit is to best serve the customer, then who provides the service is not as important as how that service is operated, e.g. safely, on time, etc., and how that service offers mobility connections.

Regarding those connections, Figure 2 also indicates that all of the operators offer different days and hours of service, based on localized policy decisions that could include financial, service area and other factors. Again, from a customer perspective, if transferring is required, then the varying days and hours can impact the accessibility and understanding of the transit network. Further, many services operate on different headway, or intervals between trips.

These difficulties in inter-operator connections have been addressed somewhat in the area of ADA paratransit, where, as shown on the bottom part of Figure 1, designated transfer points have been created. However, there are sometimes differences in service delivery, for example which agency provides outbound and

¹ Note that information is still pending from operations by the City of Oxnard, and the Camarillo Health Care District

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which provides the return trip, which results in additional service complexity and potential confusion for the customer.

Although service availability and connections are sometimes difficult for existing riders to understand, our experience would suggest that they are significantly more difficult for potential new riders. In our experience, many agencies plan to meet the needs of the current riders and do not take into consideration potential riders. Although to some degree the current economic downturn and the lack of adequate resources reinforces a status quo position, the potential for public transit can only be realized if systems can grow to interact with new partners, reach new markets and provide more understandable, convenient connections for current riders.

Figure 2a also indicates that many services are provided with varying days and hours of operation with a number of jurisdictions operating on Saturday, but fewer operating on Sunday. These vagaries in schedules also make it difficult to plan a multi-operator trip and to attract more new riders to the system. That is not to say that all transit agencies need to operate on precisely the same schedule but it does suggest that some consistency of service delivery in terms of days and hours of operation would make the service easier for customers to understand and use.

Figure 2b was developed subsequently to display information for those operators, Gold Coast Transit, VISTA, City of Simi Valley and City of Thousand Oaks, which report data to the National Transit Database (NTD). The data in Figure 2b was submitted by those operators for 2009, the most recent year included in the NTD.

The following brief operator profiles include system or route information to provide a snapshot of service area coverage and other service characteristics such as frequency.

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Operator Information and Trend Analysis

Figure 2a: Summary Provider Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks	City of Ojai	Ventura Co Dial-A-Ride: Thousand Oaks, Oak Park, and Juvenile Justice Center	City of Moorpark	Oxnard Harbor & Beaches Dial-A-Ride: Oxnard and Channel Islands Harbor	Camarillo Health Care District	City of Camarillo
FIXED ROUTE										
Number of Vehicles	54	25	12	6	5					1
Total Passengers	3,442,005	796,000	479,456	184,950	104,530					15,303
Service Hours/Days of Week	5a-10:10p M-F; 5:21a-10:09p Sat, Sun	4:35a-10p service varies by day	5a-6p M-Sat	6a-7p M-F	6:45a-8:10p M-F; 8:50a-5:05p Sat, Sun		6a-6p M-F			8:30a-4:30p M-F
Annual Service Miles	1,672,479	1,496,800	471,267	200,545	102,765		92,083			32,521
Annual Service Hours	147,200	Varies	31,223	13,072	7237		5,632			2,094
Primary Funding	TDA	Varies	Local	TDA	TDA		TDA			Local
Budget	\$ 13,385,100	\$ 1,952,282	\$ 3,913,200	\$ 1,161,690	\$ 667,208		\$ 182,818			\$ 115,000
Passengers/Mile	2.1	0.5	1.0	0.9	1.0		0.7			0.5
Passengers/Hour	23.4	15.4	15.4	14.1	14.5		11.7			7.3
Cost/Passenger	\$ 3.89	\$ 2.44	\$ 8.16	\$ 6.28	\$ 6.38		\$ 2.77			\$ 7.51
Cost/Pass Mile	\$ 8.00	\$ 1.30	\$ 8.30	\$ 5.79	\$ 8.49		\$ 1.99			\$ 3.54
Cost/Pass Hour	\$ 91.00	\$ 37.71	\$ 125.33	\$ 88.87	\$ 82.19		\$ 32.46			\$ 54.82
Service Provider	ISCT - Directly Operated	Coach America	City of Simi Valley	MM Transportation	City of Ojai Public Works Dept		CUSA CC, LLC			MM Transportation
DEMAND RESPONSE										
Number of Vehicles	24	12	12	18	n/a					6
Clients Served	ADA & Senior (65)	General Public	ADA & Senior (60)	ADA & Senior (62)	Senior & Disabled	Taxis	Varies by Service	ADA & Senior (62)		General Public
Total Passengers	77,985	216,900	51,204	81,441		26,709 (4,400 TO) 20,200 OP- 2,100 JUC	2,959	894 (Dec 2009)		38,458
Service Hours/Days of Week	5a-10:10p M-F; 5:21a-10:09p Sat, Sun	7 days	5a-6p M-F; Sat varies	varies, 7 days		7:20a-5:30p M-F 9a-5p Sat/Sun TO: 7a-7p M-F 9a-5:30p Sat OP- 8a-5p M-F JUC	6a-6p M-F	7a-12p, 1p-5p M-F 9a-5p Sat		7:30a-9p M-F; 8:30a-4:30p Sat
Annual Service Miles	502,026	384,444	180,284	476,902			28,158			121,384
Annual Service Hours	32,993	31,137	17,501	34,932			2,818			3,016
Budget	\$ 2,182,102	\$ 950,001	\$ 2,143,000	\$ 1,584,154			\$ 350,000	\$ 164,000		\$ 520,000
Passengers/Mile	0.2	0.6	0.3	0.2			0.1			0.3
Passengers/Hour	2.4	7.0	2.9	2.3			1.1			12.8
Cost/Passenger	\$ 27.72	\$ 4.38	\$ 41.85	\$ 19.46			\$ 13.11	\$ 25.22		\$ 13.52
Cost/Pass Mile	\$ 4.31	\$ 2.68	\$ 11.32	\$ 3.32			\$ 2.65			\$ 4.28
Cost/Pass Hour	\$ 66.53	\$ 30.51	\$ 122.45	\$ 45.35			\$ 26.50			\$ 172.41
Service Provider	MM Transportation	FATCO	City of Simi Valley	MM Transportation	HELP of Ojai	Nationwide Transit	CUSA CC, LLC	Joint Powers Authority Cities of Oxnard and Port Hueneme, County		Plus Roadrunner Shuttle for add. svc.
Total Transit Budget	\$ 15,557,202	\$ 2,903,263	\$ 6,056,200	\$ 2,145,844	\$ 867,208	\$ 350,000	\$ 257,451	\$ 164,000		\$ 635,000

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Figure 2b: 2009 NTD Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks
FIXED ROUTE				
Number of Vehicles	39	25	8	6
Total Unlinked Trips	3,568,028	785,806	477,032	185,681
Annual Vehicle Rev. Miles	1,732,855	1,404,594	475,944	195,023
Annual Vehicle Rev. Hours	140,077	50,701	31,143	12,668
Operating Expenses	\$13,071,044	\$2,831,051	\$3,672,794	\$945,836
Unlinked Pass. Trips/Vehicle Rev. Mile	2.1	0.6	1.0	1.0
Unlinked Pass. Trips/Vehicle Rev. Hour	25.5	15.5	15.3	14.7
Operating Expense/Unlinked Pass. Trip	\$3.66	\$3.60	\$7.70	\$5.09
Operating Expense/Vehicle Rev. Mile	\$1.13	\$2.02	\$7.72	\$4.85
Operating Expense/Vehicle Rev. Hour	\$93.31	\$55.84	\$117.93	\$74.66
DEMAND RESPONSE				
Number of Vehicles	19	13	12	12
Total Unlinked Trips	82,655	206,051	48,141	71,664
Annual Vehicle Rev. Miles	494,424	337,171	218,421	473,019
Annual Vehicle Rev. Hours	38,192	29,670	17,974	33,704
Operating Expenses	\$2,483,714	\$1,143,865	\$2,233,037	\$1,430,194
Unlinked Pass. Trips/Vehicle Rev. Mile	0.2	0.6	0.2	0.2
Unlinked Pass. Trips/Vehicle Rev. Hour	2.2	6.9	2.7	2.1
Operating Expense/Unlinked Pass. Trip	\$30.05	\$5.55	\$46.39	\$19.96
Operating Expense/Vehicle Rev. Mile	\$5.02	\$3.39	\$10.22	\$3.02
Operating Expense/Vehicle Rev. Hour	\$65.03	\$38.55	\$124.24	\$42.43
TOTAL OPERATING EXPENSES	\$15,554,758	\$3,974,916	\$5,905,831	\$2,376,030

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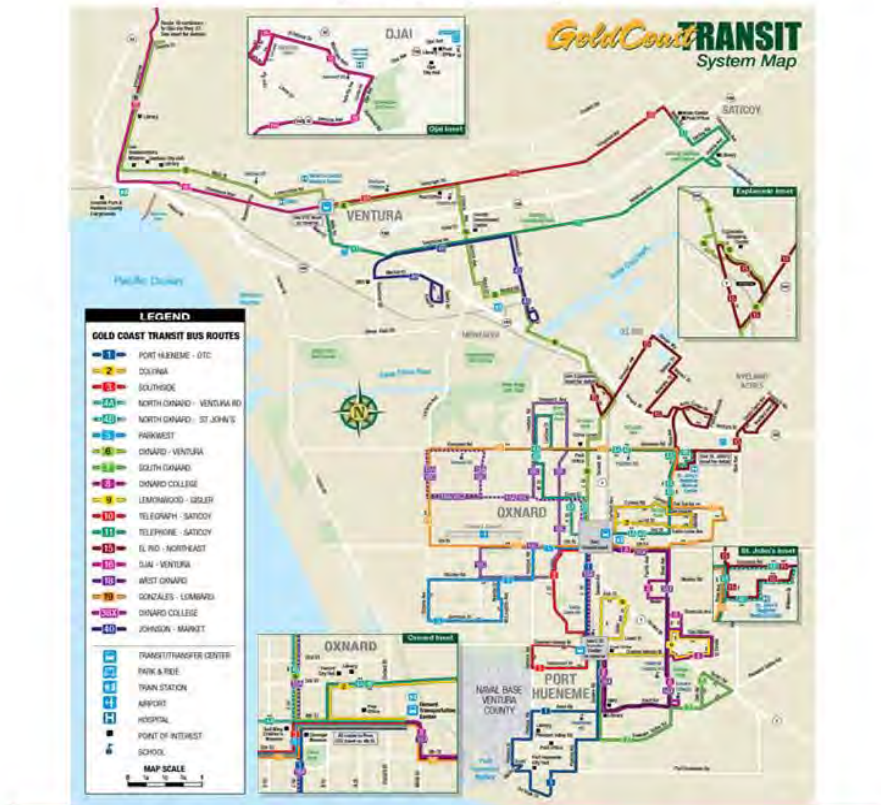
Operator Profiles

Gold Coast Transit:

GCT, formerly known as South Coast Area Transit, was established in 1973. It is a Joint Powers Authority of the cities of Oxnard, Ventura, Ojai, Port Hueneme, and Ventura County. Service provided includes fixed route and demand responsive operations within the member agency jurisdictions. The demand responsive services, ACCESS, are open to seniors, 65 years of age or older, and people with disabilities eligible in accordance with the Americans with Disabilities Act. The TRANSCOM representative is usually the Director of Planning and Marketing, who reports to the General Manager.

GCT employees provide the fixed route service, while ACCESS is provided under contract by MV Transportation. The GCT fleet consists of natural gas powered vehicles. Figure 3 presents the system map.

Figure 3: GCT System Map



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The Ventura Intercity Service Transit Authority was initially formed in 1994 to provide transit service connecting the cities in the County. Demand responsive service was subsequently added in Santa Paula, Fillmore, and some unincorporated areas of the county. Each of the seven fixed route and two demand responsive services has a separate organizational relationship and operating agreement. The services, which are operated using over the road coaches and paratransit vehicles, are provided under contract. VCTC is the lead agency for all of the VISTA services, which are managed by the Bus Transit Director. The VCTC Board provides governance for these services. The Bus Transit Director also organizes and staffs the TRANSCOM meetings.

VISTA also offers services that connect with Los Angeles and Santa Barbara counties and also operate along Route 126, providing mobility in these key corridors. Figures 4 – 9 show each of the intercity routes.

Figure 4: VISTA – Coastal Express**Figure 5: VISTA – Commuter Service to Carpinteria**

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Figure 6: VISTA - Hwy 101 & Conejo Connection



Figure 7: VISTA - Hwy 126 Corridor Service Area



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Figure 8: VISTA – East County

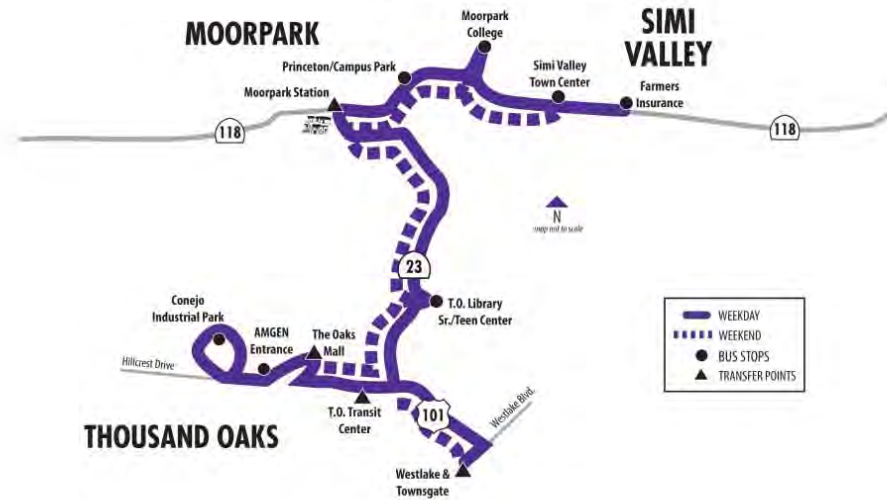
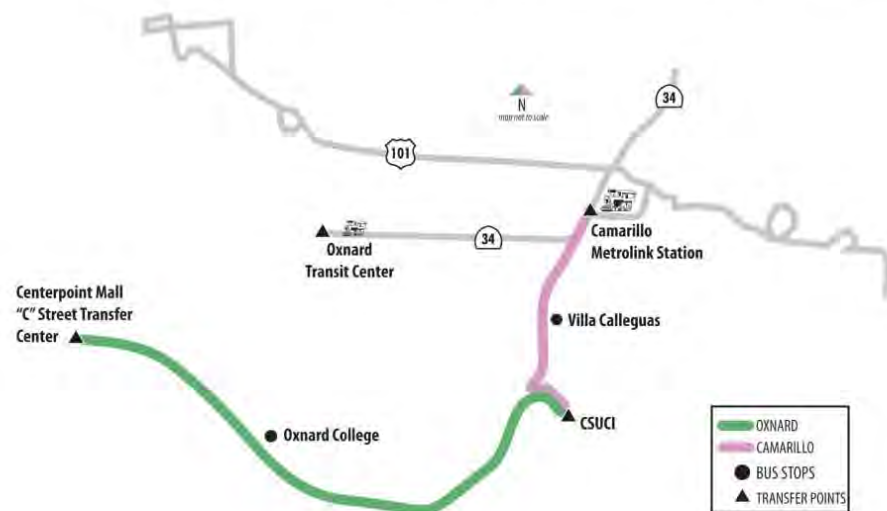


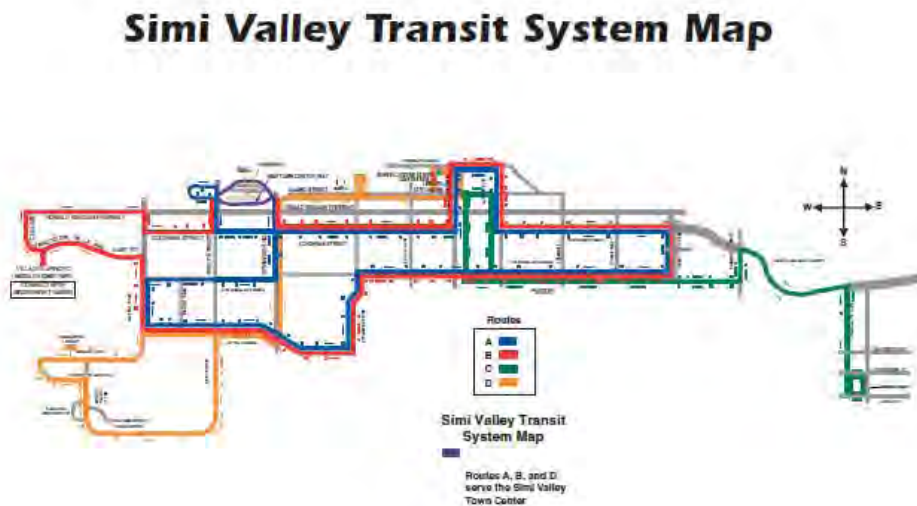
Figure 9: VISTA – California State University Channel Islands: Oxnard and Camarillo



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The City has operated Simi Valley Transit since 1975. Simi Valley Transit is operated by City employees and is currently housed in the Department of Community Services, which reports to the City Manager. The Transit Division is led by a Deputy Director, who attends the TRANSCOM meetings.

The City provides both fixed route and demand responsive services. The fixed route network includes connections to the Chatsworth Metrolink station in Los Angeles County and to Moorpark Transit to the west, as shown below in Figure 10 (service was extended to the eastern limit of Moorpark in the summer of 2010). The demand responsive services are available to persons with disabilities and seniors over 60 years of age. Simi Valley Transit is currently renovating its facility, including expanding its capacity for natural gas fueling and has developed a cooperative agreement with Moorpark Transit to fuel their vehicles.

Figure 10: Simi Valley Transit System Map

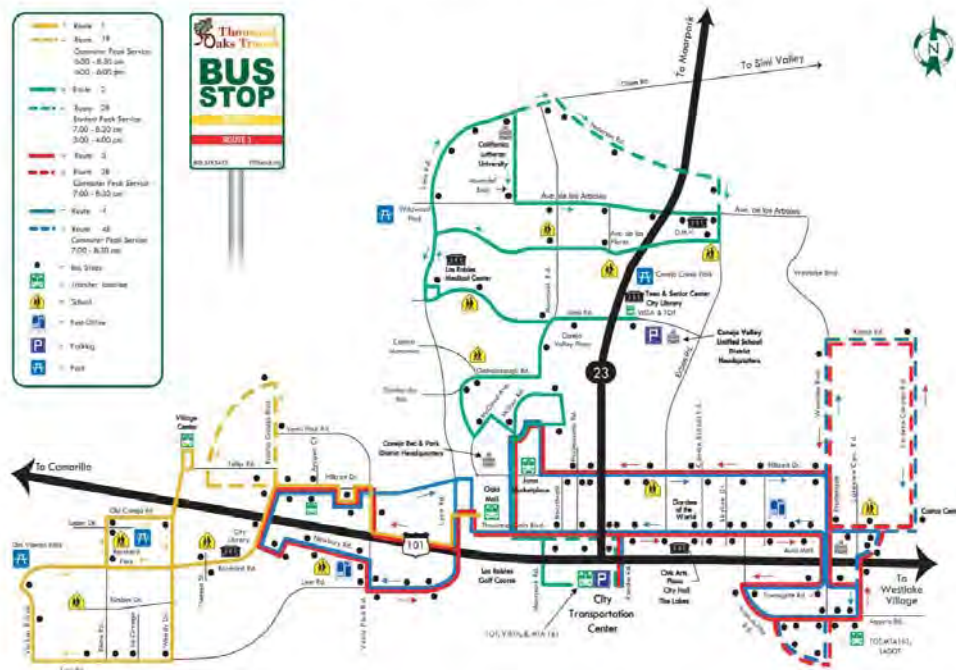
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City of Thousand Oaks - Thousand Oaks Transit

Thousand Oaks offers a variety of transit services including four fixed routes, ADA paratransit, and Dial-A-Ride, all provided under contract by MV Transportation. The Thousand Oaks transit programs are housed in the Public Works Department in the Municipal Service Center and an Assistant Analyst heads the City's transit work and attends TRANSCOM meetings. The fixed route network is shown below in Figure 11. The majority of the transit budget is used for the demand response services. The threshold age for seniors is set at 62 years for the door-to-door service delivery.

Figure 11: Thousand Oaks Transit System



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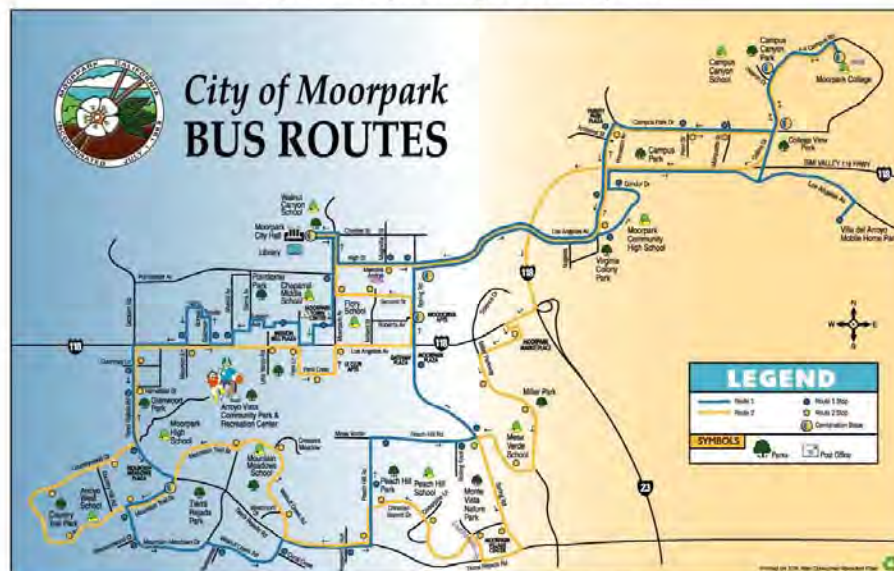
City of Moorpark

The City Public Transit Division, a unit of the Public Works Department, administers the local transit program, which began in 1989. The transit activities are led by a Senior Management Analyst, who attends TRANSCOM and reports to the City Public Works Director. Services include:

- local fixed route bus for general public transportation, consisting of two bus routes
- ADA paratransit in the form of a subsidized van for persons with disabilities who are certified by the City and VCTC to use the system; and
- Senior Dial-A-Ride for seniors aged 62 or older.

Figure 12 shows the fixed route transit service. All services are provided under contract by Coach USA. Recent activities include working with Simi Valley Transit on a service connection, and a cooperative agreement for natural gas fueling.

Figure 12: City of Moorpark Transit System



*REVISED DRAFT VCTC Technical Memorandum I**Operator Information and Trend Analysis***City of Ojai**

The City of Ojai has several roles regarding public transit:

- As a member of the Gold Coast Transit JPA,
- As a provider of its own Ojai Trolley service, and
- As a funder of *HELP of Ojai* which offers services to seniors and persons with disabilities.

The Ojai Trolley is overseen by the City of Ojai's Public Works Director as a part of the Public Works Department. The Director also chairs TRANSCOM. Staff includes 12 part-time drivers, a full-time driver supervisor and a full-time mechanic. The Ojai Trolley is a well-known feature in the Ojai Valley, and in addition to the daily fixed-route services, participates in many local community events, fund raising activities, community service, and educational functions. Operations began in 1989, providing local connections similar to other local services in Ventura County. Figure 13, shown below, presents the trolley route map.

HELP of Ojai's mission is to "combine community and individual resources to respond to the identified unmet basic human needs of individuals in the Ojai Valley". Those needs include transportation and HELP has established a volunteer-based transportation program.

Figure 13: Ojai Trolley Route



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City of Camarillo

Camarillo Area Transit consists of one fixed route and a demand response, general public service. The fixed route service connects to Leisure Village, which generates almost two-thirds of the ridership for that route. The general public services is open to all residents, and similar to other demand response service in the County, serves the area of the city. Discounts are available for seniors over 55 and persons with disabilities that use both services/ Residents of Leisure Village ride the fixed route for free.

The services are provided under contract by MV Transportation. City participation on TRANSCOM is by the Engineering Assistant, who reports to the City Traffic Engineer and is part of the Public Works Department.

Figure 14: CAT Route Map



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The County is also a member of the Gold Coast Transit JPA and offers demand response services in unincorporated areas of the county proximate to Thousand Oaks and Oak Park and also funds a service to the Juvenile Justice Center, all provided under contract to Nationwide Transit, a taxi company. The lead staff person, who provides planning, administration and management support for these services, and also attends TRANSCOM, is a Senior Transportation Analyst that reports to the Director of the Transportation Department, part of the Public Works agency.

City of Oxnard

The City of Oxnard, is the lead agency for a demand responsive service, Oxnard Harbor and Beaches Dial-a-Ride, which is also funded by the City of Port Hueneme and the County of Ventura through a joint powers agreement. Service is provided in an area where fixed route service was discontinued due to lack of ridership. Staff from the office of the City Manager attends TRANSCOM.

Camarillo Health Care District

The Camarillo Health Care District provides transportation for non-emergency medical appointments, Senior Nutrition Program, Nail Care Clinic, Adult Day Service Programs, and to Kaiser Hospital in Woodland Hills. Through a collaborative partnership with the Ventura County Transportation Commission, a special rate applies for ADA certified riders for trips to the Conejo Valley (279 ADA trips were provided in May 2010).

Conclusion

The objectives of this section were to provide some basic information about each of the public transit operations within Ventura County and indicate some areas of similarity and differences as background information for future discussions. As indicated above, Ventura County transit services are typically focused on individual jurisdictions and include opportunities for transport options for seniors and persons with disabilities. Inter-county connections have been established through a series of agreements between agencies for ADA paratransit trips, but those connections do not exist for fixed route services. Many services are provided under contract and have been operating substantially in the same manner for many years.

Section 3:

Summary of Operator Stakeholder Interviews

In order to obtain a better understanding of the transit operations provided within Ventura County as well as the people and agencies providing those services, the consultant team conducted a series of stakeholder interviews with the local transit operators. These informal conversations were intended to be the first step of the iterative process of including TRANSCOM members as an integral part of the Regional Transit Study process.

Unlike the stakeholder interviews with VCTC Board members and other decision makers within Ventura County, which included policy related issues, these were focused more on operations and local jurisdiction issues.

The interviews began with the reinforcement that this study was not an operational review, but rather a way to increase our knowledge of services and offer interviewees the opportunity to communicate issues and ideas in confidence. Each interview contained the following broad topic areas:

- Agency history and background
- General summary of services provided
- Key service related issues
- Organizational, management, financial information
- Other current challenges or ideas
- Vision for future from both a jurisdictional and an overall county perspective

A summary of the main interview input areas were:

- Impacts of SB 716, which would require all jurisdictions within Ventura County to spend their entire allocations of Transportation Development Act funds for transit purposes effective July 1, 2014, will vary from operator to operator. TRANSCOM members recommended discussing those impacts with their supervisors or other management representatives to get their input and any recommendations regarding potential financial impacts.
- There is an opportunity to untangle all the "hand shake" and inconsistent operating/funding agreements into a consistent set of policies. These included the variety of VISTA agreements as well as the existing ADA paratransit coordination procedures and agreements.
- Interviewees saw potential for more consistent communication, coordination, and understanding of various transit services offered in the county. There was recognition that it would be difficult for potential or new

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transit users to be able to understand the services in the county, especially the demand responsive services.

- There typically is strong local commitment to local services and understanding that the decision makers within the jurisdictions valued the presence of local services, especially for seniors and persons with disabilities. It was noted that many services had remained relatively constant over time and that few complaints or requests for change were received by technical staff or decision makers.
- There is understanding that there will logically be an increasing demand for more inter-jurisdictional services, including more senior connections in conjunction with more consistent ADA paratransit coordination as discussed above. There were thoughts that increased senior services to offer inter-jurisdictional trips would be well-received, but also would require additional, perhaps significant, resources.
- There were varying perspectives regarding consideration of organizational options, such as combined services, single county agency, etc. Although TRANSCOM members in general agreed that more inter-jurisdictional services would be beneficial to the customers, there was no perceived easy answer regarding the infrastructure to deliver those services. It was noted that services and structures in the western portion of the county were significantly different than those in the eastern portion. For example the west has one primary operator while the east has several. In addition, there were some differences in opinion on whether Camarillo was more similar to eastern than western portions of the County.
- Similarly, there were also varying perspectives on the issue of whether there was a conflict of interest with the VCTC role as both funder and operator. Most agreed that VCTC provided valuable information and services to them regarding financial and policy issues, but some believed that inter-operator issues were not discussed sufficiently as part of the TRANSCOM process.
- Although most do not view Metrolink as a similar service provider, there is concern that Metrolink funding must be addressed particularly because it could compete for, and thus adversely impact availability of, funding for the more locally based services.
- From a broader view perspective, there were thoughts that the diversity and variety of jurisdictions in the county may require different types of services, thus common goals may be difficult to develop. Many believed that jurisdictions tended to be independent and that transit, per se, was not a common issue of concern within the county. There was recognition that transit had long term potential for improved inter-jurisdictional access, and better mobility options for the senior population.
- Further, public transportation could play a role in areas such as congestion relief, environmental quality and economic development. However, TRANSCOM and city staff noted that support for those types of initiatives would best be made by decision-makers from their respective jurisdictions.

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- These expansive thoughts were tempered by the prior State actions to transfer transit funds (and State funding which may also be impacted by the recent election) and the economic downturn which results in competing local funding needs. Availability of funding impacts the ability to deliver programs and services.

Conclusion

It was beneficial to meet with the TRANSCOM operators to understand how the transit services in the County have evolved over time and how those services are connected with the sponsoring agencies and jurisdictions. We indicated that updates, as well as requests for additional input, would be provided through TRANSCOM.

As part of our work plan, we will use the general comments and information from the operators to further explore the stated goals of the study: "...to develop a transit vision and explore the institutional structure of the public transit systems and funding in Ventura County needed to implement the vision."

The next step will be to expand the initial operator input regarding gaps/needs/opportunities as discussed in Section 5 and to chart a path forward through meetings and consultation at operator, management and decision-maker levels.

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Section 4:

Trends Analysis

Historically, public transit policy and funding decisions have been significantly influenced and impacted by federal actions, especially the reauthorization of federal surface transportation funding legislation. Typically, these reauthorizations have extended for a period of six years and have offered guidance regarding the potential to leverage federal funds with similar programs often developed at the state, regional, county and local level. In some areas of policy, the federal decisions have indicated what actions might need to be taken locally in order to augment the federal program, such as the existing prohibition of using federal funds for operations for areas where the urbanized population exceeds 200,000 people.

The previous funding authorization, entitled SAFETEA-LU, terminated at the end of September 2009. For the past year the prior programs have been maintained by Congress through a series of "continuing resolutions". The latest of these will expire at the end of December 2010. Although various policy and programming proposals have been discussed, there has been a lack of consensus in Congress and in the Administration regarding the timing to develop the necessary discussions to bring forward a new bill and, more importantly, the mechanisms to finance current or new programs. The November 2010 elections' shifting of partisan control of the House of Representatives and the balance in the Senate can be expected to substantially alter the prospects and contents of new transportation funding legislation.

As indicated above, federal policy and funding decisions could also impact organizational and infrastructure changes and opportunities for Ventura County, especially if there were interests in maximizing potential for federal and state funding opportunities. The new or modified agencies will likely be operating in a changed planning, policy and funding environment. If the agencies or organizations that may result from this study are up-to-date on proposed policies and can adapt those policies to meet the transit challenges in Ventura County, they can best prosper from the opportunities that will be afforded by those policies. This is not to say that Ventura County needs to develop, for example, a High Speed Rail proposal, but rather that other policies whether they are the Administration's Livability Principles (as discussed below), or more opportunities for public private partnerships, be a consideration in plans to redefine or augment services.

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On the other hand, there may be no potential for federal partnering that is relevant for Ventura County. In that case, the most appropriate local decision may be to focus primarily on a local funding plan. In that scenario, it still makes sense to monitor the federal and state processes to determine the best policy position for the agencies and the county.

As a prior policy process example, documents and discussions by Congress and the Administration have indicated that the source of funding for new legislation may transition to some degree from the current primary fund source, the federal gas tax. In its place, there have been proposals for a carbon based program, the use of infrastructure bank and private funding alternatives, and other non-traditional sources. Although none of these alternatives have been fully embraced, to date there has been reluctance to support a gas tax increase (the current tax has not changed since 1993). In fact, both incoming Transportation and Infrastructure Committee Chair John Mica and Transportation Secretary Ray LaHood have recently reinforced their opposition to raising the gas tax. On the other hand, other commissions have also recently proposed gas tax increases as the best means to add funds to the transportation program.

Beginning in mid-2009, the Administration offered a number of specific funding opportunities that have required submittal of competitive grant applications. Some of those have focused on economic recovery, others on clean fuels or Bus Rapid Transit/streetcar and bus expansion projects. A common theme within these competitive applications has been to incorporate the concepts of "livability" and "sustainability," especially the Six Livability Principles adopted by a joint working group of the Department of Transportation, the Department of Housing and Urban Development, and the Environmental Protection Agency.

It appears that future Administration backed federal legislation will likely include a broader community view regarding the role of public transportation. In fact, the recent grant applications for Federal Transit Agency program funding were reviewed by a team of staff from DOT, HUD, and EPA. In addition, a HUD sustainable community funding program approved by a Senate committee recommended the establishment of a multi-department group to direct coordination activities beginning with the three current departments and adding others to broaden the consortium of federal departments. There will likely be debates regarding the Administration perspective by the new Congress, but if the reduction or elimination of earmarks continues, there will be a need to develop alternative processes for large programs such as bus and facilities programs.

Within DOT there have been several recent developments that will also likely impact future Administration ideas regarding federal funding. The first is the release of a new Draft DOT Strategic Plan, which recommends broader, more hands-on roles for the department in the area of safety, including more inspections of bus and train infrastructure, such as vehicles, facilities, and rights of way. In addition, it indicates the need for all modes of transportation (including

public transportation) to create a baseline of "state of good repair" analysis and to build future requests for funding based on that analysis. To reinforce that concept, the FTA recommended combining rail modernization and bus capital funding into one program, which indicates a desire to decrease the number of existing programs, as well as to move forward from those traditional programs and processes created in prior authorizations.

However, it is clear from post-election comments from a variety of Republican leaders that they have been dissatisfied with many of the Administration's policies and processes and may seek to alter them and substitute other concepts, such as a larger role for public private partnerships.

It is not clear whether the Administration will move forward with a reauthorization proposal, or wait to respond to a proposal from the Republicans. There are many political considerations that can influence the process including the impacts of the mid-term elections, lame duck session, anti-tax sentiments, opposition to discretionary grants (including the race to the top process) and resistance to change. Also, from a policy perspective the highway program receives roughly four times the amount of funding compared to transit, indicating that highway interests may dominate the discussion and decision-making. Further, the results of the recent election will result in a change of leadership in the House Transportation and Infrastructure Committee, which has typically served as the focal point for transportation policy discussions.

However, it appears that future federal transit policy discussions will likely include:

- More emphasis on partnerships with multiple agencies.
- More inclusion of the goals of the community into the development of the services.
- Expanded consideration of baseline issues such as safety and state of good repair.
- Less likelihood of authorization actions matching appropriations.
- Reduction in number and types of programs.
- Increased potential for multi-agency competitive processes.
- More potential for private sector participation.
- Less emphasis on the role of the federal government.

As noted above, nothing has influenced and impacted the potential for sustaining and expanding public transit more than availability of funds. Thus, future transit considerations for Ventura County could be best served by considering the potential to access future funding based on the policies developed in Washington. In addition, state measures, such as SB 375 also require county action and planning that logically will also contain a public transit connection.

Section 5:

Next Steps - Needs/Gaps/Opportunities

Background

As indicated in Section 3, one of the opportunities to assist in the consideration of organization model alternatives is to establish priorities using various criteria, including an assessment of gaps/needs/opportunities.

Guiding Principles

In order to frame that discussion, it would be beneficial to reinforce the principles to guide the regional transit study, which were approved by the VCTC Board of Directors in May 2010. Those principles are:

Develop a network of sustainable services that meet the diverse needs of the customers through the following actions:

1. Foster open dialogue among communities, system users, operators and agencies
2. Transition to a user-focused system that goes beyond individual operator boundaries
3. Gain consensus on the approach from elected officials and city management
4. Incorporate applicable Federal, State, regional and local livability, sustainability and greenhouse gas reduction goals

Draft System Attributes and Success Criteria

Also, in addition to comments received from individual stakeholder interviews, the following draft system attributes and success criteria were developed by members at the initial meeting of the VCTC Board Ad Hoc Steering Committee:

Connectivity

- Is seamless, interconnected and easy to use
- Minimizes travel time and required connections
- Links major destinations
- Incorporates non-transit alternatives such as rideshare and car-share

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- Meets identified rider needs and expands use and ease of use for community members with greatest needs
- Supports and balances inter-city and inter-regional travel needs

Policy Support

- Supports desired land use patterns and requirements
- Assists in meeting SB 375 requirements and emission-reduction targets

Ease of Implementation

- Has acceptability at local level
- Addresses labor and contract transition issues

Sustainability

- Controls cost
- Increases ridership
- Leverages resources
- Maximizes return-on-investment
- Maintains or increases local, state and federal funding support

Many of the above ideas are similar to concepts typically included in similar studies which use those concepts to differentiate local priorities that can then be included in discussing different organizational concepts and models. Those include: efficiency/effectiveness, customer service and communications, service quality, funding, implementability, coordination, flexibility, compatibility, and accountability.

The above ideas will then be included with other stakeholder perspectives in developing additional feedback regarding how a future system should function.

Needs/Gaps/Opportunities

The following discussion of needs, gaps and opportunities, therefore reflects the VCTC Board-generated ideas and ideals contained above, as well as other sources of information. Those sources included recent planning work completed for VCTC, and a review of demographic and other data regarding the trends in the area, supplemented with more recent discussions with stakeholders and service providers.

There is clearly recognition that Ventura County is unique in Southern California as a diverse collection of communities with areas of open space, areas of growth, some connected and some separated cities and communities, a thriving agriculture industry, and a high quality of life – with the goal of many residents to retain those diverse qualities.

The current public transportation program, with multiple operators and services,

has been negatively influenced by inconsistent state funding and financing mechanisms, as well as various rules, processes and infrastructure decisions. As a result what has evolved is an amalgamation of transit services, which serves a number of pockets of riders, but would not be viewed as either seamless or user-friendly from a county-wide network perspective.

The review of demographic and employment trends confirmed much of what was found in other independent analysis. As an example, the lack of consistent density in employment centers and other key traffic generators, makes providing fixed route transit services, which typically rely on dual direction point-to-point demand, challenging. Similar to other areas in the country, there is a growing senior segment of the population, and as the population ages access in general will become a more important public transportation consideration. This concerns not only the accessibility of the local public transportation network, but access to the overall transportation network, including inter-regional travel. Additionally, population and development spurts have occurred in some areas, such as Oxnard and Moorpark, which typically indicate the potential for more transit, but other areas, such as Ojai, have not experienced significant growth.

Ongoing development actions, such as the RiverPark in Oxnard, put more strain on the transportation network, but also through more density, create the potential for more transit connections and use. In addition, the joining of housing and transportation planning as part of a livable and sustainable communities program offers the potential for transit to become a more viable and valuable part of total community life.

Another area for potential improvement that was emphasized in our interviews and discussions was marketing and communication of the various services to the residents, visitors and the business community. Apart from highlighting a general gap in information availability, stakeholders mentioned the need for a better, more consistent process for communicating information, especially regarding inter-jurisdictional services.

When incorporating all of the above input regarding gaps, needs and opportunities there appear to be four main areas that should be further examined and considered: service, infrastructure, policies and financing. This examination can form the basis for discussion regarding organizational options. Clearly, there are many areas of overlap and interaction, e.g. expanded service hours require additional funding, but by separating out the components of the transit, we can better understand various perspectives and then build consensus towards alternatives.

1. Services Including Planning and Expansion

- a. Improve regional connections
 - i. Metrolink connections
 - ii. Amtrak services

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- iii. 101 corridor to the San Fernando Valley and also to Santa Barbara
 - iv. 126 corridor to Santa Clarita
 - v. Other East and West County connections
 - vi. Evening, weekend and social/recreational access
 - vii. Local/regional service connections
- b. Enhance local services
 - i. Fixed route service coordination
 - ii. ADA, senior and other demand responsive service coordination
 - iii. Enhanced trunk/mainline service
 - iv. Improved access to outlying areas
 - v. Localized access improvement: intra-community access, beach and employment areas
- c. Additional service coordination and enhancement
 - i. Consistent days and hours of service
 - ii. Expanded night and weekend opportunities
 - iii. Fixed route and demand responsive connections
 - iv. Expanded transportation demand management activities (rideshare, car sharing, bike/ped)
 - v. Countywide minimum service levels and lifeline services

2. Customer Service Infrastructure

- a. Physical and financial infrastructure
 - i. Customer amenities - bus benches, stops, information, bicycle access
 - ii. Jointly provided or sponsored technologies
- b. Fare and service policy
 - i. Consistent countywide fare planning and policies
 - ii. Coordinated service monitoring
- c. Information
 - i. Expanded countywide information services
 - ii. Countywide branding and consistency of identity
 - iii. Countywide trip planning
 - iv. Countywide customer service/complaint resolution
 - v. Coordinated customer and stakeholder input

3. Policies Including Inter-jurisdiction and Inter-agency Coordination

- a. Service and funding policies
 - i. Service agreements for VISTA, demand response and related services reconfigured to align with changing federal and state policies
 - ii. Policies for adaptation to TDA funding changes for 2014 as required by SB 716
 - iii. Consistent process to address unmet trip making needs and opportunities

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- iv. Consistent service operation criteria, e.g. minimum headways, etc.
- b. Planning policies
 - i. Accommodation of land use planning policies and requirements, such as SB 375 and Transit Oriented Development
 - ii. Agreed-upon longer-term policy goals, e.g. service efficiency/effectiveness/quality processes
 - iii. Countywide or sub-county policy development for interregional, inter-jurisdictional and other public transportation activities
 - iv. Methodology and planned process for implementation of regional transit study

4. Funding and Partnering

- a. Funding policy
 - i. Evaluation of opportunities and consequences to maximize federal and state funding and program eligibility and utilization
 - ii. Consideration of increased funding allocation for countywide services
 - iii. Development, allocation policies and leveraging opportunities for locally-generated funding for transit service
 - iv. Actions to address sustainability of funding (federal, state (including SB 716), local)
- b. Partnerships
 - i. Evaluation of potential joint capital programs
 - ii. Leverage and partnering opportunities with other agencies
 - iii. Resolution of funding and equity considerations related to service coordination/consolidation
 - iv. Consolidated interagency/interagency approach to reauthorization

One method that has been successful in gathering input from a variety of sources has been to develop a scorecard with the above options included and request input from affected parties. An example is shown on the following pages.

*REVISED DRAFT VCTC Technical Memorandum I**Operator Information and Trend Analysis***1. Services Including Planning and Expansion****a. Improve regional connections**

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Metrolink connections		
ii. Amtrak services		
iii. 101 corridor to San Fernando Valley and also to Santa Barbara		
iv. 126 corridor to Santa Clarita		
v. Other East and West County connections, e.g. Santa Barbara		
vi. Evening, weekend and social/recreational access		
vii. Local/regional service connections		

b. Enhance local services

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Fixed route service coordination		
ii. ADA, senior and other demand responsive service coordination		
iii. Enhanced trunk/mainline service		
iv. Improved access to outlying areas		
v. Localized access improvement: intra-community access, beach and employment areas		

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c. Additional service coordination and enhancement

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Consistent days and hours of service		
ii. Expanded night and weekend opportunities		
iii. Fixed route and demand responsive connections		
iv. Expanded transportation demand management activities (rideshare, car sharing, bike/ped)		
v. Countywide minimum service levels and lifeline services		

2. Customer Service Infrastructure**a. Physical and financial infrastructure**

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Customer amenities - bus benches, stops, information, bicycle access		
ii. Jointly provided or sponsored technologies		

b. Fare and service policy

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Consistent countywide fare planning and policies		
ii. Coordinated service monitoring		

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Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Expanded countywide information services		
ii. Countywide branding and consistency of identity		
iii. Countywide trip planning		
iv. Countywide customer service/complaint resolution		
v. Coordinated customer and stakeholder input		

3. Policies Including Inter-jurisdiction and Inter-agency Coordination**a. Service and funding policies**

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Service agreements for VISTA, demand response and related services reconfigured to align with changing federal and state policies		
ii. Policies for adaptation to TDA funding changes for 2014 as required by SB 716		
iii. Consistent process to address unmet trip making needs and opportunities		
iv. Consistent service operation criteria, e.g. minimum headways, etc.		

*REVISED DRAFT VCTC Technical Memorandum I**Operator Information and Trend Analysis***b. Planning policies**

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Accommodation of land use planning policies and requirements, such as SB 375 and Transit Oriented Development		
ii. Agreed-upon longer-term policy goals, e.g. service efficiency/effectiveness/quality processes		
iii. Countywide or sub-county policy development for interregional, inter-jurisdictional and other public transportation activities		
iv. Methodology and planned process for implementation of regional transit study		

4. Funding and Partnering**a. Funding policy**

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Evaluation of opportunities and consequences to maximize federal and state funding and program eligibility and utilization		
ii. Consideration of increased funding allocation for countywide services		
iii. Development, allocation policies and leveraging opportunities for locally-generated funding for transit service		
iv. Actions to address sustainability of funding (federal, state (including SB 716), local)		

*REVISED DRAFT VCTC Technical Memorandum I**Operator Information and Trend Analysis***b. Partnerships**

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Evaluation of potential joint capital programs		
ii. Leverage and partnering opportunities with other agencies		
iii. Resolution of funding and equity considerations related to service coordination/consolidation		
iv. Consolidated interagency/interagency approach to reauthorization		

Conclusion

Input from various sources has been used to develop a draft scorecard representing gaps/needs/opportunities which will next be distributed to a variety of stakeholders for input. The results of that process will assist in further discussing priorities for public transportation in Ventura County, which will then assist in comparing system priorities with potential organizational models.

Appendix III.

2009 National Transit Database Operating Cost Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks
FIXED ROUTE				
Number of Vehicles	39	25	8	6
Total Unlinked Trips	3,568,028	785,806	477,032	185,681
Annual Vehicle Rev. Miles	1,732,855	1,404,594	475,944	195,023
Annual Vehicle Rev. Hours	140,077	50,701	31,143	12,668
Operating Expenses	\$13,071,044	\$2,831,051	\$3,672,794	\$945,836
Unlinked Pass. Trips/Vehicle Rev. Mile	2.1	0.6	1.0	1.0
Unlinked Pass. Trips/Vehicle Rev. Hour	25.5	15.5	15.3	14.7
Operating Expense/Unlinked Pass. Trip	\$3.66	\$3.60	\$7.70	\$5.09
Operating Expense/Vehicle Rev. Mile	\$1.13	\$2.02	\$7.72	\$4.85
Operating Expense/Vehicle Rev. Hour	\$93.31	\$55.84	\$117.93	\$74.66
DEMAND RESPONSE				
Number of Vehicles	19	13	12	12
Total Unlinked Trips	82,655	206,051	48,141	71,664
Annual Vehicle Rev. Miles	494,424	337,171	218,421	473,019
Annual Vehicle Rev. Hours	38,192	29,670	17,974	33,704
Operating Expenses	\$2,483,714	\$1,143,865	\$2,233,037	\$1,430,194
Unlinked Pass. Trips/Vehicle Rev. Mile	0.2	0.6	0.2	0.2
Unlinked Pass. Trips/Vehicle Rev. Hour	2.2	6.9	2.7	2.1
Operating Expense/Unlinked Pass. Trip	\$30.05	\$5.55	\$46.39	\$19.96
Operating Expense/Vehicle Rev. Mile	\$5.02	\$3.39	\$10.22	\$3.02
Operating Expense/Vehicle Rev. Hour	\$65.03	\$38.55	\$124.24	\$42.43
TOTAL OPERATING EXPENSES	\$15,554,758	\$3,974,916	\$5,905,831	\$2,376,030

The NTD was established by Congress to be the Nation's primary source for information and statistics on the transit systems of the United States. Recipients or beneficiaries of grants from the Federal Transit Administration (FTA) under the Urbanized Area Formula Program (§5307) or Other than Urbanized Area (Rural) Formula Program (§5311) are required by statute to submit data to the NTD. Over 660 transit providers in urbanized areas currently report to the NTD through the Internet-based reporting system. Each year, NTD performance data are used to apportion over \$5

billion of FTA funds to transit agencies in urbanized areas (UZAs). Annual NTD reports are submitted to Congress summarizing transit service and safety data.

The legislative requirement for the NTD is found in Title 49 U.S.C. 5335(a):

SECTION 5335 National transit database

(a) NATIONAL TRANSIT DATABASE — To help meet the needs of individual public transportation systems, the United States Government, State and local governments, and the public for information on which to base public transportation service planning, the Secretary of Transportation shall maintain a reporting system, using uniform categories to accumulate public transportation financial and operating information and using a uniform system of accounts. The reporting and uniform systems shall contain appropriate information to help any level of government make a public sector investment decision. The Secretary may request and receive appropriate information from any source.

(b) REPORTING AND UNIFORM SYSTEMS — the Secretary may award a grant under Section 5307 or 5311 only if the applicant and any person that will receive benefits directly from the grant, are subject to the reporting and uniform systems.

The NTD reporting system evolved from the transit industry-initiated Project FARE (Uniform Financial Accounting and Reporting Elements). Both the private and public sectors have recognized the importance of timely and accurate data in assessing the continued progress of the nation's public transportation systems.

Appendix IV.

Case Studies: Organizational Design and Service Delivery

In discussions regarding organizational alternatives including full consolidation and moderate consolidation options, examples cited included Orange County Transportation Authority (OCTA), San Diego Association of Governments (SANDAG), Metropolitan Transit System (MTS), and North County Transit District (NCTD). Additional discussion with staff from these agencies has provided more information regarding the relationship between their organization and how various functions and services are provided.

OCTA

The formation of OCTA occurred in 1991 when the Transit District was merged with the Transportation Commission. Prior to the merger, the same member agencies (cities and County) were represented on both boards, but with different organizational structures and staff, there was no central forum to debate and resolve conflicting visions and priorities.

The leadership that emerged was primarily from the Transportation Commission. Among the concepts that evolved from a positive perspective was that speaking with one voice with regard to transportation issues was a benefit to the County. For example, the improved coordination of highway and transit programs was facilitated through the passage of a local tax. The communities in the County also benefited from a consistent ADA paratransit service as well as a consistent fixed route network. Good management and leadership have ensured that issues have been identified and addressed. For example, as a result of the economic downturn service availability is being addressed by increasing the percentage of outsourced services. This will not be accomplished through layoffs but rather through attrition. In another cost saving move, since OCTA also regulates taxi service in the county, it has been able to substitute lower cost taxi trips as part of the overall ADA paratransit family of services.

After the consolidation, OCTA was able to track significant savings as a result of reduction of duplication of functions. Organizationally, there are typically multiple modes and functions assigned to each unit. The head of the unit, including the transit manager is one of a number of direct reports to the CEO. The representation on the Board offers input from the local jurisdictions represented by their Board member.

San Diego Association of Governments

In 2003 legislation was passed to consolidate all of the roles and responsibilities of SANDAG with many of the transit functions of the Metropolitan Transit Development Board and the North San Diego County Transit Development Board. The consolidation allows SANDAG to assume transit planning, funding allocation, project development, and construction in the San Diego region in addition to its ongoing transportation responsibilities and other regional roles. The goals were that these interdependent and interrelated responsibilities permit a more streamlined, comprehensive, and coordinated approach to planning for the region's future.

Although SANDAG does not manage the day-to-day planning of either Metropolitan Transit System (MTS) or North County Transit District (NCTD), it does have planning oversight of the implementation of projects funded as part of the local sales tax funding program. SANDAG establishes the overall funding program for the region, but MTS and NCTD, in essence develop their own operations-related budgets, including capital acquisition, and fixed route and demand responsive services.

MTS – San Diego

MTS, as the major operator in San Diego County, manages bus, paratransit and rail services that are provided by a combination of direct and contract services. As part of the 2003 regional consolidation process, MTS moved forward to assume the prior independent National City and Chula VISTA services; all services in their operating area function under one consistent set of criteria. The MTS belief is that residents of those cities are afforded access to a coordinated regional system that has consistent policies that are applicable to services for all residents.

MTS is responsible for all aspects of operations, receives its own funding from the FTA, develops the vehicle capital replacement program, and applies for applicable grants. SANDAG is responsible for the larger construction projects, such as building the regional highway and rail projects, as well as implementing the local sales tax program. A SANDAG Board Policy delineates roles and responsibilities with regard to MTS, SANDAG and NCTD.

Operationally, MTS contracts out approximately 50% of its fixed route bus service as well as all of the paratransit services.

North County Transit District

The northern portion of San Diego County has a combination of rural and urban areas, thus unlike the urban core characteristics of MTS, NCTD serves a variety of land uses and trip purposes. NCTD operates bus and paratransit as well as commuter and light rail services. As a result of the reduction in available funding and the economic downturn impact on the local sales tax, NCTD was faced with a projected multi-million dollar operating shortfall. After evaluating various business model alternatives, NCTD developed an operational plan to transition from public sector to private sector employees through outsourcing. Based on the approved contract, cost savings will be attained through a combination of some reduced wages and benefits, increased sub-contracting of non-routine maintenance activities, economies of scale realized in purchase of supplies and a reduction in public sector infrastructure (e.g. human resources functions).

In addition, after a similar business model analysis with respect to paratransit, NCTD has selected a service provider that offered a non-traditional approach to these services, which is also anticipated to reduce costs.

NCTD believes that through these business model planning efforts it has identified and addressed issues in a creative and efficient manner. All of the organizational activities were independent of SANDAG involvement.

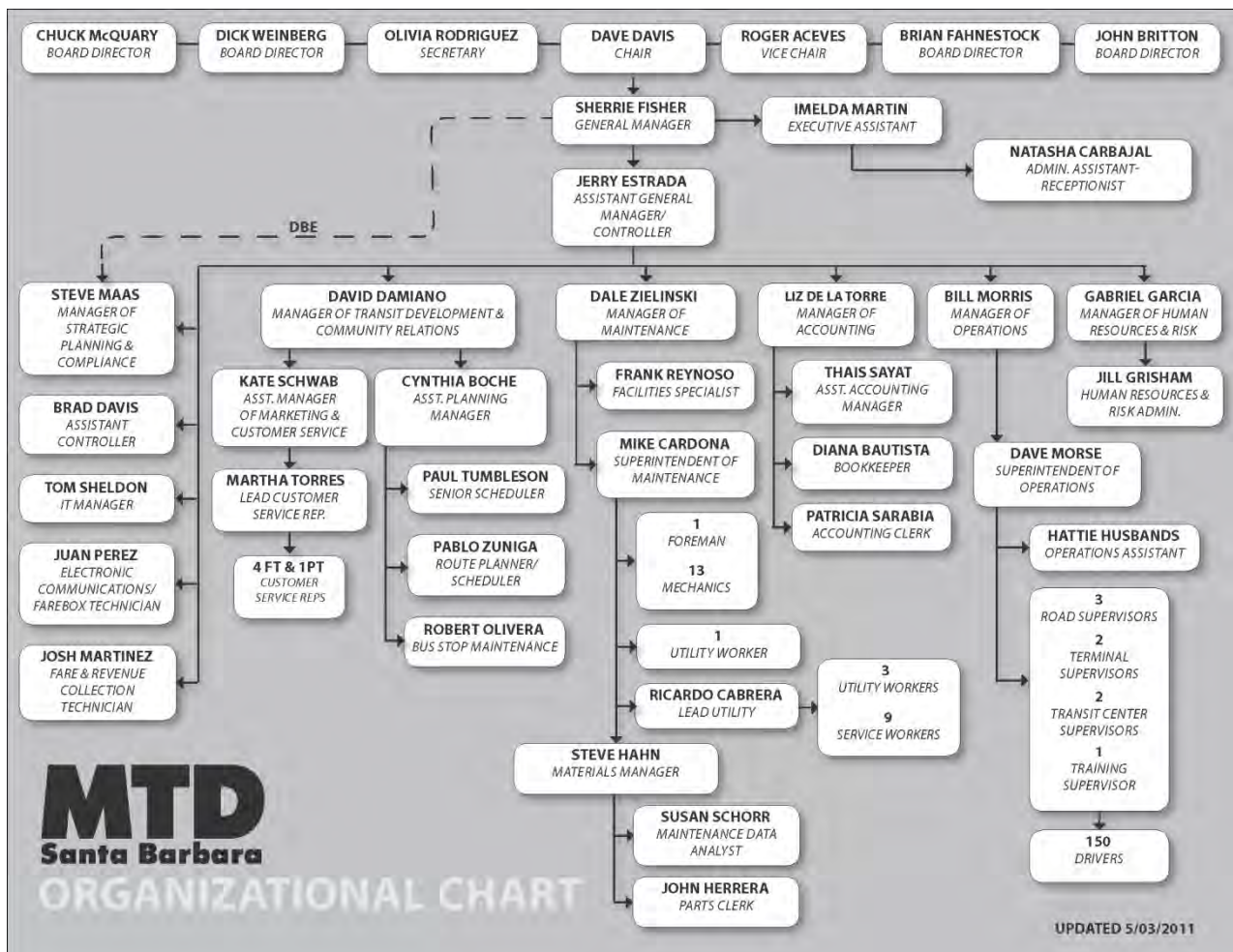
Summary

Common themes for all of these organizations have been the need to evolve and to address pressing issues, including economic issues. NCTD has acted to radically change service delivery. MTS has used a consistent set of service metrics to refine services based on efficiency. OCTA has looked at alternatives working within its resources to improve service efficiencies and effectiveness. Clearly, the public transportation scale and scope for these agencies is larger than Ventura County. Locally in Ventura County a major issue to determine at the policy level is whether there are significant benefits to be gained by either combining or separating policy and operational responsibilities in a consolidated agency and how such a transition would be accomplished over time.

Appendix V.

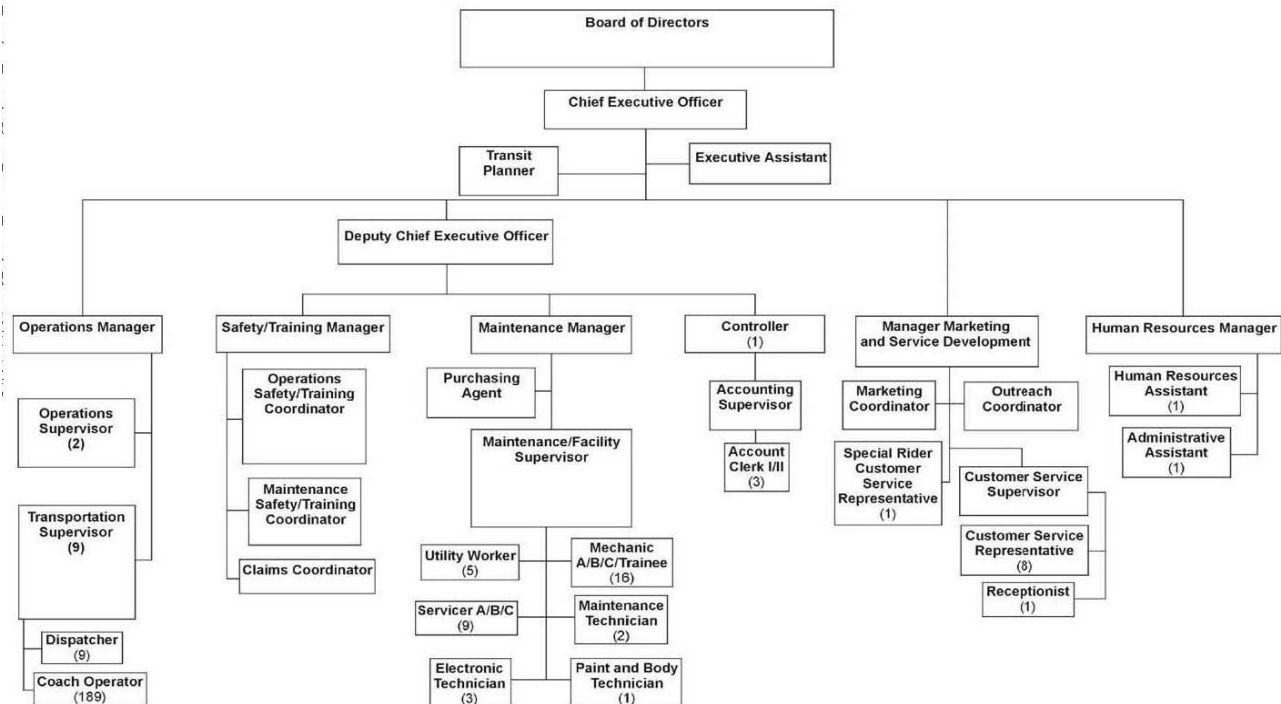
Agency Organization Structures

The Metropolitan Transit District (MTD) in Santa Barbara is an example of a typical operating agency with a General Manager, four or five department heads, such as operations, finance/administration, planning, and maintenance/fleet services and an array of support services some related to process, such as accounting and HR, and some related to service, such as supervisors and marketing/outreach coordinators. Similar to Gold Coast Transit and a number of other transit agencies, MTD contracts for the provision of paratransit services. The most recent published organization chart is presented below:

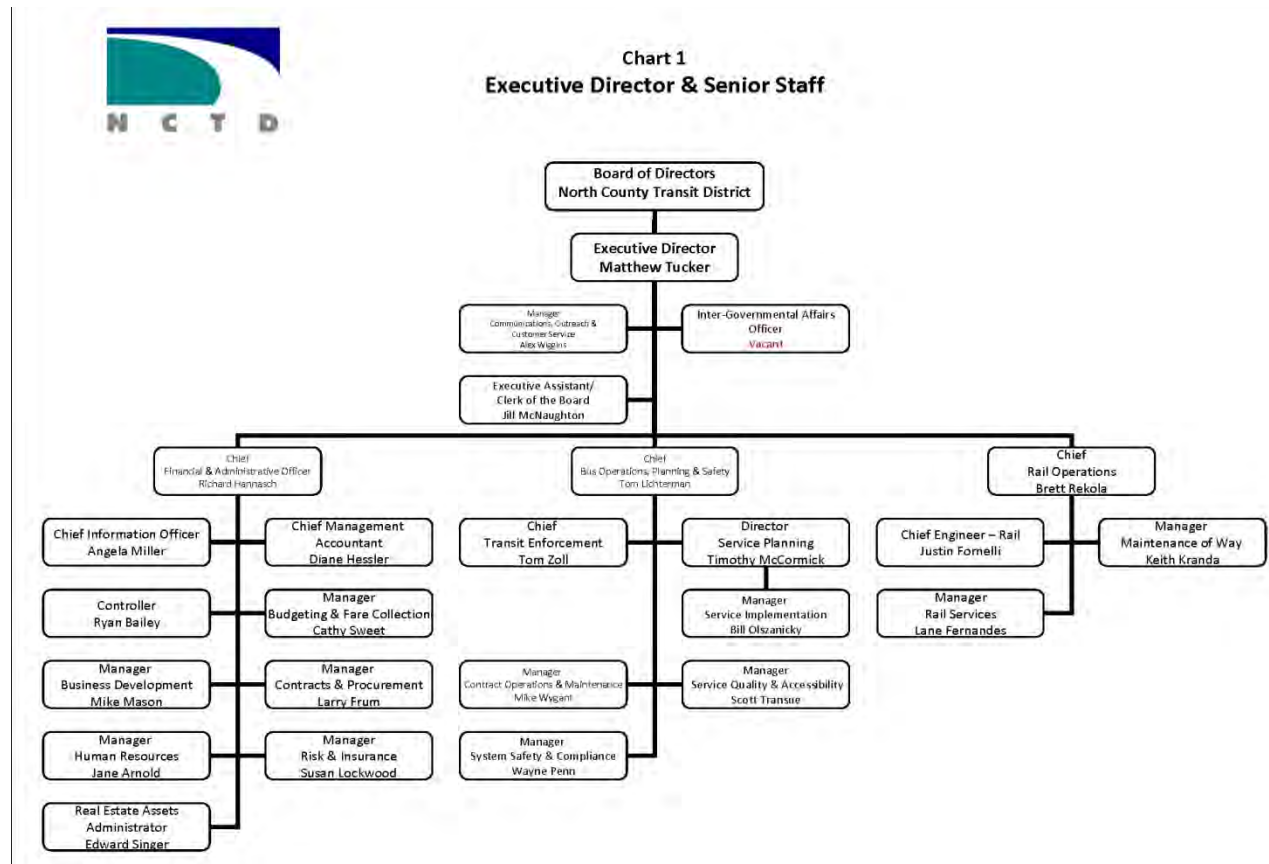


Other agencies, such as Golden Empire Transit in Bakersfield, directly operate all services, which can increase the number of employees required for direct operation and maintenance perspectives as well as generating the need for additional support staff. The most recently-published organization chart is presented below.

GOLDEN EMPIRE TRANSIT DISTRICT ORGANIZATIONAL CHART



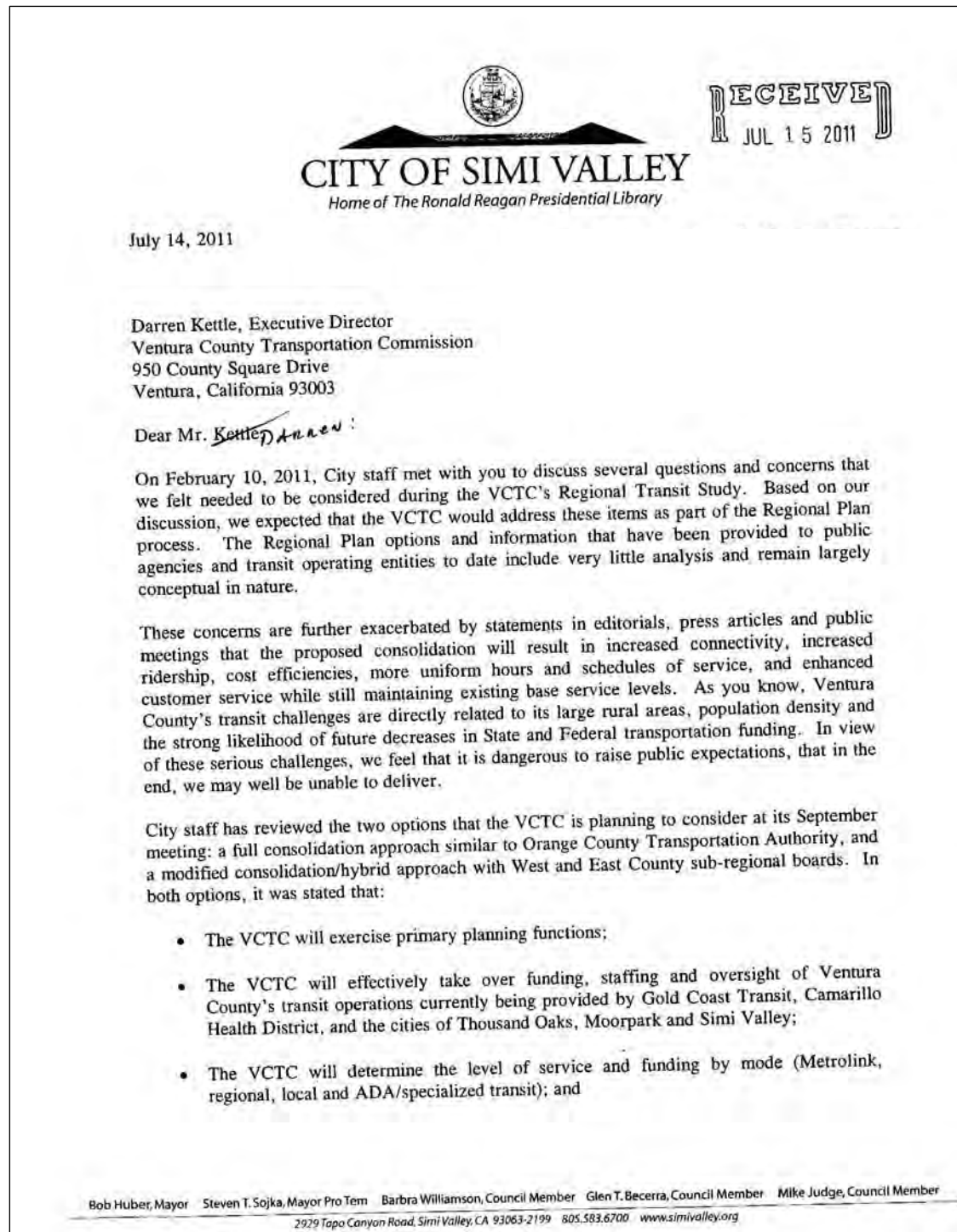
A variation in structure would occur if, similar to NCTD, all of the bus and paratransit services were contracted out. In this option, the organizational responsibility shifts from direct operation to managing and monitoring the contract operations, as indicated below. In this example, many of the administrative functions related to operations, such as HR and procurement, have been streamlined, since those functions are primarily the responsibility of the contract operators. This is the most recently-published organization chart:



In addition to the basic operating organization, the hybrid alternative, that is either one or two operators, would require one or two operating agency governing boards and another countywide regional planning, funding, policy board.

Appendix VI.

City Manager Letter and Response



Darren Kettle, Executive Director
Ventura County Transportation Commission
July 14, 2011
Page 2

- The VCTC will determine all fund allocation and decision making for the "pooled" TDA funds of all cities and the County.

This letter will serve to document several concerns and questions regarding the two options that have been presented. I would appreciate your providing me with a response and any additional information or analysis on these items so that it may be considered by our City Council.

1. **How is Ventura County's natural geographic boundaries and rural nature being considered in the Regional Plan?** Unlike Orange County, Ventura County has a 2010 population of 823,318 with a territory of 1,845 square miles or 446 persons per square mile. In comparison, Orange County has a 3 million population with 789.4 square miles, or 3,813 persons per square mile. As a result of its rural nature, consolidating transit services in Ventura County presents substantial geographic, jurisdictional and funding obstacles. The West County alone, with increased density and only four participating jurisdictions, has experienced significant challenges in trying to maintain consolidation of services under Gold Coast Transit. VISTA has also experienced service challenges. Consolidating Ventura County's 1,845 square miles under one transit operating jurisdiction serving East and West counties, with its inherent geographic challenges, funding limitations, and the increased service expectations is problematic at best.
2. **Deviation from the VCTC's emerging role with VCOG as a regional planning organization to operational responsibility for all public transit operations throughout the County.** The current proposal will essentially transfer all local transit service level and funding decisions from local jurisdictions to the VCTC or VCTC-subordinate policy boards. This is contrary to the VCTC's emerging regional planning role and proposed merger with VCOG. It is also contradictory to providing locally accessible government to Ventura County residents and the 5 million boardings provided through transit services annually.
3. **Under these options, will the VCTC have the ability to override local elected officials decisions to increase or decrease services?**
4. **Will the VCTC have the ability to require local agencies (i.e. City, County, special district) to fund shortfalls of revenues when the VCTC decides to increase costs and/or services?**
5. **How will the proposed plan ensure constituency accountability and customer responsiveness?** In the past, local jurisdictions have demonstrated that they are in the best position to be responsive, accessible and accountable to their constituents and to self-determine local service needs and funding levels, keeping within their designated TDA apportionment.

Darren Kettle, Executive Director
Ventura County Transportation Commission
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Page 3

6. **What additional administrative staffing and infrastructure costs will be required by the VCTC to accommodate administrative oversight of all consolidated transit operations in the County?** Most cities provide for transit administrative oversight with general funded Department/City Manager's Office employees who are also assigned other operational responsibilities. As a result, it is unlikely that the consolidation will result in any substantial administrative savings, nor will it result in the elimination of redundant public agencies or operating entities as occurred in Orange County.
7. **What cost analysis has the VCTC conducted to determine the cost savings and efficiencies that would be achieved in the two consolidation models?** Please provide us with a copy of the analysis and methodology.
8. **How will the proposed consolidation specifically affect Simi Valley Transit and Gold Coast Transit, Ventura County's two non-contract operators?**
9. **Farebox Recovery Ratios** mandated by the State severely limit the ability to provide uniform service and hours across the County. The West County, East County and 126 corridor each have distinctively different ridership populations and commuter patterns and as such will continue to require different transit modes, hours of operation and levels of service.
10. **Federal Labor Protective Agreements** legally preclude the ability of public agencies receiving Federal Transit Administration funds to reduce employee compensation and benefits without the expressed consent of its labor representatives. How many of Ventura County's FTA-funded transportation employees and agencies are covered by this provision and what recommendations are being made to resolve this issue as part of any reorganization of services? Has this issue been addressed or considered and included in the cost analysis? If so please provide that information.
11. **Has the VCTC analyzed Ventura County's potential loss of funds to streets and roads and considered a provision in the regional plan to seek the County's continued flexibility to use TDA funds for this purpose?** SB 716 currently allows Ventura County the potential flexibility to utilize TDA funds for streets and roads if there are no unmet transit needs. In recognition of Ventura County's rural nature and the critical need for street and road funding, this seems to be a prudent inclusion in the County's regional transit plan.
12. **How will consolidation of Ventura County transit services affect the County's ability to continue to receive increased Federal operating funds for small-urbanized areas of the County?**

Darren Kettle, Executive Director
Ventura County Transportation Commission
July 14, 2011
Page 4

13. How will the two proposed options affect Ventura County streets and roads funding and policy decisions? Will the proposed regional boards just address public transit options or also make recommendations to the VCTC on streets and roads funding?
14. How will the two proposed options affect Metrolink funding and policy decisions? Will the proposed regional boards just address public transit options or also make recommendations to the VCTC on funding by transit mode?
15. What provisions will be made in the plan to protect the balance of funding and service levels in Ventura County between East, West, the 126 corridor and large and small urbanized funding areas?
16. How will the proposed options affect the current citizen advisory committees established by local jurisdictions?

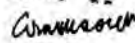
The City of Simi Valley has enjoyed a close working relationship with the VCTC and has been a strong supporter of transit services at the County, State and Federal levels. The City itself has invested tens of millions of dollars in the growth and development of its public transit system over the past 40 years. These investments include the establishment of capital facilities, a municipal fleet, and a dedicated team of over 50 employees, who along with the public they serve, take great pride in their services. Ventura County cities, the VCTC, and local operators have a clear obligation to ensure that these questions and concerns are fully considered and evaluated prior to any decision regarding consolidation. I would appreciate you providing me with a response by August 1, 2011 so that our City Council may fully consider taking a position on the proposal.

Sincerely,



Mike Sedell
City Manager

cc: City Council
City Managers
County Executive Officer

+ 



Ventura County Transportation Commission

August 9, 2011

Mr. Mike Sedell
City Manager
City of Simi Valley
2929 Tapo Canyon Road
Simi Valley, CA 93063

Dear Mr. Sedell:

Your letter of July 14, 2011 contains various perspectives and perceptions that I concur need to be discussed as part of the Regional Transit Study and the responses to each of your questions are included in this communication. However, it appears that some general thoughts may serve to provide more information regarding the thinking with respect to the issues.

The implementation of SB 716 will significantly change the process for public transit in Ventura County. The new law calls for all Transportation Development Act Local Transportation Funds (TDA) to be allocated to transit and adherence to all TDA rules and regulations will be required. Thus, TDA funding for streets and roads will be eliminated as will substituting local funds for TDA and then using TDA for funding of streets and roads. This change provides Ventura County with a unique opportunity to reconsider how we provide public transit service so that the users of the system have a consistent county-wide program that provides for a family of services to meet the overall mobility needs in a manner that is similar to many other areas in the country.

The organizational alternatives which have been selected by the VCTC Ad Hoc Steering Committee reflect their interest in creating that consistent system through either full consolidation in one agency or a variation that could include operations as one or two separate organizations. Each of the alternatives, as was stressed in the Board presentation, would include "Provisions for a strong local advisory/subcommittee structure to address East/West County and rural needs and issues".

I have often said that the current approach to transit is "broken," a term that reflects the inconsistencies of the existing processes that require transfers at jurisdictional boundaries, lack of connections to educational, commercial, recreational and medical facilities on local services and other examples that affect customers today and limit our ability to attract new riders in the future. I am also concerned that the services we have today and any we add in the future be sustainable long term, and that we are able to insure to our public that we are providing the most efficient and effective service and use of the limited resources possible.

In recognition of the need to provide transit services more efficiently and the fact that there is a demand for mobility within and between communities, there is a national trend to consolidate and reorganize transit services. In virtually every public forum that VCTC has held or participated in, strong concerns for focusing on the transit user and integration of transit services were articulated. As I have referenced in several of my responses to your questions, consolidation and reorganization in California, and specifically in Southern California, has produced positive results.

In the current environment where significant cuts are being considered at the federal level and state funds are limited, it is in the best interest of those that use public transit that we think through the ways we can focus the dollars on providing the very best transit service to Ventura County transit users. Given the funding challenges we face and the concerns that have been raised by those that use or would like to use public transit, it would be irresponsible on our part to not take this opportunity to consider a consistent approach to policy, planning and financing as well as supporting activities such as marketing and community relations, procurement, information technology, paratransit, and others that could result in an improved foundation from which the operations element can be added to form that family of services.

Mike Sedell
August 9, 2011
Page Two

Following are my responses to each of the issues you raised.

1. Consistency with Ventura County Geography and Demographics

Orange County/Ventura County comparisons are not intended to be one-to-one; rather they are illustrative. An accurate comparison of Ventura and Orange County population densities would require excluding the northern portion of Ventura County that is National Forest or rural, which does not need transit. Also, Orange County has some semi-rural and low density areas, especially in South County. If we look at other prototype areas, both San Diego and Monterey Counties have undergone transitions similar to what is being considered for Ventura County and have many of the characteristics of Ventura County. For example, San Diego's north and east county areas are substantially rural and Monterey County, which has recently created a countywide transit district, has a population density that is 20% of Ventura County's and a geographic area which is twice Ventura County's size. The geography and demographics of Ventura County are not impediments to implementation of a more rational transit service, but are factors which will affect how specific services can be most effectively provided. In Ventura County as in other counties, the primary goal would be to develop an integrated family of services with applicable services located to meet needs of the area. This includes shared use of facilities and resources.

2. VCTC's Role as COG, Regional Transportation Planning Agency and Regional Transit Oversight

There is no contradiction between a regional planning role and operationalizing that role by assuming control or oversight (depending on the option chosen) of regional service provision; in fact, a regional planning role is an important part of the organizational options.

In terms of local input and decision making as to service levels, clearer lines of authority to one responsible agency should greatly increase citizen accessibility to the decision-making process. If they desire, local jurisdictions can augment funding, thereby affecting service levels for their areas. The Commission would still consist of city and county officials with their perceptions of and sensitivity to local needs and conditions.

3. Local Engagement and Authority for Level of Service Decisions

The point of a consolidated operation is that policy decisions would be made at the regional level by a governing body that consists of local officials. The proposal contemplates local and/or regional committees that would make recommendations directly to the governing body.

While individual jurisdictions may not have direct control of former operations, in keeping with experience with other reorganizations, regional mobility needs would be balanced with local service design preferences. Tailored local services, especially with regard to local augmentation as part of building a family of services, can be incorporated.

4. Potential of Local Funding Mandates or Requirements

All TDA funds will be used for transit based on policies developed by the Commission. Local augmentations and enhancements will likely be encouraged, but there would be no "required" local participation. To my knowledge, no county transportation commission or regional transit agency in California has the authority to compel local agencies to provide funding and no such authority is contemplated here.

Mike Sedell
August 9, 2011
Page Three

5. Provisions for Ongoing Customer Accountability and Responsiveness

Regardless of how public transportation is organized in the future, it is the obligation of those agencies to ensure that all funds that are used are responsive and accountable to their constituents. Key to this would be the adoption of county-wide goals and objectives established through the new organizational process to best meet the needs of the county. Local input will be an important part of the process.

Local structures are not necessarily inherently more accountable and customer-oriented than regional ones – the most important attribute is a commitment to responsiveness by the governing body and its management. With its makeup primarily of local city representatives and substantial local and subregional input, the new consolidated structure should be well positioned to assure attention to these goals. A consistent approach to information made at the county level will improve the understanding of all the services for customers.

6. Administrative and Staffing Infrastructure Costs

Typically, when cities operate public transit as a part of the overall city governance, the services carry an administrative cost burden reflecting time and costs incurred by managers and staff for issues such as human resources, procurement and legal issues, etc. Multiplying those personnel and associated resources for multiple jurisdictions would seem to logically support consolidation, and can be a source of savings and improved efficiency.

7. Cost Savings and Efficiencies

There are a number of business model approaches to costs that can be applied once an organizational philosophy has been adopted, among them, make or buy decisions and the extent of consolidation practices, such as county-wide service contracts. Our planning discussions have referenced policy decisions made by some of the organizational peers such as the Orange County Transportation Authority, and the planning and operating agencies in San Diego County (SANDAG, MTS and NCTD).

Once a report is made to the Legislature in late 2011 or early 2012, a transition plan would be prepared outlining how this will be accomplished.

Other areas have achieved substantial savings. For example, the North County Transit District adopted an operating plan which resulted in a seven-year savings of \$55 million or roughly a 23% reduction in costs. Discussions with OCTA staff indicated that they had tracked the impacts of consolidation for many years and that the resulting savings was over \$10 million annually, compounded over nearly 20 years of consolidated operation. Further, ongoing work in the Bay area has indicated that by reducing administrative costs by 5%, area agencies could save \$100 million a year. In Ventura County, using the same source of national data (Federal Transit Administration), the consultant team supporting the transit study and has analyzed the data suggests that there are several agencies that have exceeded the national average in percentage of administrative cost. Just reducing that cost to the national average would result in additional revenues available for transit service rather than administration.

8. Impact on Non-Contract Operators – Specifically Gold Coast Transit and Simi Valley Transit

The organizational options do not, at this level of development, prescribe or project how services would be delivered and who would deliver those services. Any transition of services and employees would be addressed in an implementation plan.

Mike Sedell
August 9, 2011
Page Four

9. Impact on Ability to Meet TDA Farebox Recovery Requirements

If the services in Ventura County are merged into one or two operators, the TDA Farebox Recovery requirement will be for the entire merged system, not individual routes. Given the farebox recovery rates of all of the services combined, achieving an acceptable farebox recovery rate is very probable.

10. Labor Transition Issues - Federal Labor Protective Agreements and Cost

There are a number of rules and regulations that will need to be considered as part of decision-making process. The intent of that process would be to work collaboratively with all affected parties and make good policy and business decisions. Citing the NCTD example again, the shift from public to private operation was made working with a public employee union. Similarly, ongoing discussions with labor have been a part of the OCTA service reduction strategy. There are many other models such as the "delegated management" model in New Orleans and Savannah where all aspects of management and operation are provided under contract and public-private partnerships in Augusta, Georgia and North Carolina. All of these have included services provided by public and private entities employing both represented and non-represented personnel.

11. SB 716 Impact on Streets and Roads Funding

SB 716, when it becomes effective, will require that all TDA be used for transit. Prudence would seem to require that the planning effort be developed accordingly and, in fact, is being done so in the Ventura County Comprehensive Transportation Plan that VCTC is currently preparing. Enhanced street and road expenditures are critical to Ventura County but will need to depend on other or future funding sources.

12. Impact on Federal Funding for Small Urbanized Areas

The implementation of SB 716 and the accompanying organizational alternatives being considered would have no impact on federal funds for public transit. For example, the definition of Small Urbanized Areas as defined by the U.S. Census Bureau would not be changed by reorganization and consolidation of transit services.

However, given the federal discussions regarding potential reductions and modifications of programs having an organized, clearly understood and well-run system will enhance the region's ability to compete for funds. In addition, consolidating priorities will afford Ventura County the maximum potential to communicate with elected officials and agency staffs regarding the programmed priorities for funding.

13. Responsibility for Decisions on Allocation of Streets and Roads Funding

VCTC has maintained credibility with the cities and the County through a long standing practice of fairness in distribution of any funds it controls. The study at hand addresses the requirements of SB 716 -- to dedication of all TDA funds to transit -- and does not affect policy decisions related to streets and roads funding. No changes would be made to the allocation or use of locally-derived street and road funds or street and road funds allocated from State or Federal sources directly to local jurisdictions. The subregional board or committees could advise on a broad range of transportation policy concerns, further enhancing and strengthening the local voice.

Mike Sedell
August 9, 2011
Page Five

14. Impact on Metrolink Funding and Policy Decisions

All regional planning and funding policies would be developed through the new organizational process. These decisions would include Metrolink funding and service levels. Currently, each of Metrolink's county transportation agency members has its unique process for determining the split between Metrolink/rail funding and bus funding. VCTC would continue to plan and allocate funding for Metrolink service.

15. Balance of Funding and Service Levels Between Areas and Communities of Various Sizes

The policy development process resulting from the organizational change would incorporate various perspectives in the creation of the applicable county-wide transit program into whichever organizational structure is chosen. These policies can reflect need, performance, maintenance of effort or other factors. The Commission has a proven track record of balancing funding and programming throughout the county – given the fact that the Commission composition would stay the same, this proven track record should not change with a new organizational structure.

16. Impact on Local Advisory Committee Structures and Function

The participation of local citizens' advisory committee structures would be an important part of the transition dialogue and on through implementation. The Commission's direction is to ensure inclusion of provisions for a strong local advisory/subcommittee structure to address East County, West County and rural needs and issues. VCTC, the cities and the County will still value the input of their advisory committees on a wide variety of transportation issues, including the relationship to the planning process, adherence to sustainable communities goals, allocation of streets and highways funds as well as possible local augmentations of transit funds, and input to the regional and/or subregional advisory processes anticipated in the consolidation process.

I appreciate the opportunity to address these issues and have ongoing dialogue with local jurisdictions as well as others in the county. As you have pointed out, there are many questions that have been or will need to be addressed as we proceed with policy discussions and analysis with the VCTC Ad Hoc Steering Committee, the Commission and individual cities and operators.

Please contact me if you have further questions or comments.

Sincerely,










Darren M. Kettle
Executive Director

cc: Transit Study Ad Hoc Committee members
City Managers
County Executive Officer

Appendix VII.

Operator Proposal

January 11, 2012

Darren Kettle, Executive Director
Ventura County Transportation Commission
950 County Square Drive, Suite 207
Ventura, CA 93003

Dear Mr. Kettle:

On October 6, 2011, the City Managers and County Executive Officer met with VCTC staff and the Regional Transit Plan consultants to discuss the consultants' Progress Report, which included a fully consolidated County transit system or a possible two-district option. At that meeting, the City Managers raised several concerns about the Regional Transit Study. These concerns included the need to incorporate the following:

- Increased input from those currently operating transit services;
- A viable alternative to allow jurisdictions who wish to continue operating their own transit services to do so with increased coordination with other operators; and,
- Flexibility to allow cities who currently utilize TDA funds for streets and roads and who have no unmet transit needs, to continue to do so.

On November 4, 2011, several transit operators including the cities of Camarillo, Moorpark, Thousand Oaks, and Simi Valley, Gold Coast Transit, and the County of Ventura, attended VCTC's Regional Transit Study Steering Committee meeting to again express their concerns that the draft VCTC Regional Transit Study reports to date did not adequately include input from, or address many of the issues and concerns that have been raised by local cities and operators. As a result, the VCTC Steering Committee and the full Commission at its December 2, 2011 meeting, directed VCTC staff and the VCTC Regional Transit Study consultants to meet with County transit operators to develop an alternative Regional Transit proposal that would represent the needs and concerns of operators in both the West and East County.

Ventura County transit operators representing the cities of Camarillo, Moorpark, Thousand Oaks, Port Hueneme, Ojai, Oxnard, and Simi Valley, Gold Coast Transit, Ventura County, and VISTA conducted three meetings (beginning October 19, 2011) to discuss their ideas for establishing improved public transit in Ventura County. Through their efforts, the operators were able to develop and unanimously agree upon a proposed regional transit plan and operational concept for Ventura County that addresses West County, East County and Heritage Valley transit needs. This document is attached and is being forwarded to the VCTC as the alternative being recommended by Gold Coast Transit and the seven other Ventura County jurisdictions that operate transit services. The transit operators also adopted four Guiding Principles, which are attached to this letter. The Guiding Principles were used to create a proposed Operational Concept for public transit in Ventura County as well as some of the proposed language to amend the Transportation Development Act, in response to SB 716. The Guiding Principles are not necessarily requirements to be implemented but are rather items that all transit operators agreed were factors to be considered when establishing the Operational Concept.

In summary, the operator's proposal would create, by legislative action, a Gold Coast Transit District encompassing the current communities served by Gold Coast Transit and the Heritage Valley communities of Santa Paula and Fillmore. The cities of Camarillo, Moorpark, Simi Valley and Thousand Oaks would continue to operate their municipal services with a Memorandum of Understanding for increased coordination of services and service delivery. The proposed Gold Coast Transit District would file Article 4 TDA Claims with the intent that all TDA funds would be used for transit purposes. The cities outside of the proposed Gold Coast Transit District would seek authorization to file claims under Article 8 subject to Public Utilities Code Section 99401.5.

As it relates to pursuing the flexibility for Ventura County cities to continue to use TDA funds for streets and roads, there are several current examples in the California Public Utilities Code where the State legislature has granted local jurisdictions the ability to file Article 8 Claims. Included are Sacramento County, the Sacramento Regional Transit District, and cities in Sacramento County, which are outside the Transit District, all of which have legislative authority to file Article 8 Claims for streets and roads funding. In addition, the counties of San Diego, Orange, Riverside, San Bernardino, Stanislaus, Monterey and Los Angeles all have special legislative provisions related to TDA funding, covering streets and roads, HOV Lanes, and/or various other special needs unique to their own counties.

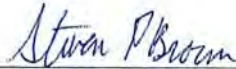
On December 14, 2011, representatives of the local transit operators, including the City Managers (or their designated representatives) from Camarillo, Moorpark, Ojai, Simi Valley, Thousand Oaks, Oxnard, Gold Coast Transit's General Manager, and the Senior Transportation Analyst for the County of Ventura met with you and the VCTC's Regional Transit Study consultants to discuss the transit operators' proposal. During the meeting it was discussed that in order to avoid any misunderstanding regarding the operators' proposal, the transit operators would provide the VCTC Steering Committee and all VCTC Commissioners a written proposal, which is attached herein.

The transit operators would like to emphasize that this document was developed with the active participation of all the transit operators and agreed upon. Gold Coast Transit, in addition to representing the agencies that they serve, is currently taking steps to meet with the cities of


Fillmore and Santa Paula to explain how Gold Coast Transit can serve the Heritage Valley. The transit operators also discussed potential VISTA service improvements and consolidation, but felt that out of respect for the many details that should be considered (such as VISTA's current farebox recovery ratios and its dependency upon Federal and local funding), further study and discussions with VCTC staff is warranted before any proposal would be made.

The local transit operators would like to recognize the VCTC staff, Steering Committee, and the Commission as a whole for the initiatives that have been underway for the past two years to improve transit and general transportation services as a whole in Ventura County through the Regional Transit Study and the Comprehensive Transportation Plan. We greatly appreciate the opportunity to provide to you this proposal, which represents the support of the undersigned operators and agencies. Should you, the VCTC staff or Commissioners have additional questions about the transit operators' proposal, please feel free to contact Shaun Kroes, Moorpark Senior Management Analyst, at 805-517-6257. He will either be able to provide information directly, or as the Chair of Transcom when this document was prepared, confer with the transit agency members who helped to develop the proposal.

Sincerely,




Steve Brown, General Manager
Gold Coast Transit



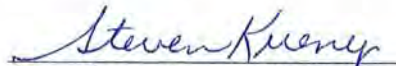
Edmund Sotelo, Oxnard City Manager
Oxnard Harbor, and Beaches DAR



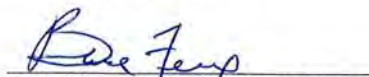
Mike Sedell, Simi Valley City Manager
Simi Valley Transit



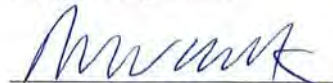
Scott Mitnick, Thousand Oaks City Manager
Thousand Oaks Transit



Steven Kueny, Moorpark City Manager
Moorpark City Transit



Bruce Feng, Camarillo City Manager
Camarillo Area Transit



Robert Clark, Ojai City Manager
Ojai Trolley

Attachments

cc: VCTC Regional Transit Study Steering Committee
VCTC Board Members

**PROPOSED OPERATIONAL CONCEPTS FOR A WEST COUNTY TRANSIT
DISTRICT AND AN EAST COUNTY OPERATIONAL MEMORANDUM OF
UNDERSTANDING, AND POSSIBLE LANGUAGE TO AMEND THE
TRANSPORTATION DEVELOPMENT ACT**

West County Model: Gold Coast Transit District (GCTD) to plan and operate and/or contract for all bus and ADA services within the district boundaries including existing Heritage Valley services (VISTA-126, Santa Paula & Fillmore Dial-a-Rides), Ojai Trolley, Oxnard Harbor & Beaches Dial-a-Ride, Coastal Express, VISTA-CSUCI and VISTA-101. GCTD will also coordinate oversight of member agency rail stations, transit/transfer centers and bus stop amenities. Existing GCT Board will expand to include new members with appropriate representation to be determined.

East County Model: Simi Valley/Moorpark/Thousand Oaks/Camarillo to develop a formal Memorandum of Understanding (MOU). East County MOU to operate and coordinate all bus and ADA services, fares and hours of service including VISTA-EAST and east county unincorporated area transit services. East County MOU to coordinate oversight of member agency rail stations, transit/transfer centers and bus stop amenities.

Transportation Development Act (TDA) definition of "area" apportionments with reference to Ventura County: the entire area stated in the proposed GCTD enabling legislation excluding cities within Ventura County that may choose to join the district or form a separate district at a later time.

TDA apportionment restriction definition: Cities within Ventura County which are outside the boundaries of the proposed GCTD, but which provide transit service or which contract for transit service, may also file claims under Article 8 subject to Public Utilities Code Section 99401.5. The County of Ventura may file claims under Article 8 only for unincorporated area transit needs in those areas not served by GCTD.

**GUIDING PRINCIPLES FOR A REGIONAL TRANSIT PLAN
DEVELOPED BY THE TRANSIT OPERATORS IN VENTURA COUNTY**

1. It is the fundamental right of local agencies to determine how to provide local services.
2. Existing TDA farebox requirements do not adequately account for the impacts of federal regulations and a lower farebox ratio should be proposed.
3. Transit funds locally generated (such as TDA and FTA funds) must be distributed to and controlled by the local agency.
4. Consolidation of local ADA and DAR operations into no more than two regions is a desirable outcome.

Appendix VIII.

Operator Response to Implementation Issues

GCTD Responses in **RED**
East County MOU responses in **BLUE**

Ventura County Regional Transit Study – Operators' Proposal Questions for Operator Meeting on March 15, 2012

VCTC staff and the Transit Study consultant team are drafting the proposed VCTC action and the proposed report to the Legislature in response to Senate Bill 716 for its April 13, 2012 meeting. The following questions are intended to further explore the operators' proposal upon which the Commission's recommendations are based so an appropriate level of detail can be included in the Commission report as we transition from goals to actions.

East County MOU

- What specifically would the East County MOU provide? When would it be executed?

The proposed East County MOU will provide an operational structure and foundation for adopting uniform rates, core service types and hours, integrated and expanded fixed route, ADA and DAR services in the East County.

The MOU will also facilitate shared contracts for technology, development of a single contract or provider for ADA and Senior DAR services in the MOU region, joint operation of existing VISTA East services or alternative services to VISTA, joint marketing and outreach efforts, shared capital equipment acquisitions, shared infrastructure including fueling facilities, and operational, maintenance or administrative activities where it is mutually beneficial to enhance passenger services and achieve cost efficiencies. The MOU would be executed with the understanding that the VCTC would continue in the role of RTPA for the entire County.

MOU would be approved by the participating agencies and will be initiated as soon as practicable but no later than July 1, 2014, consistent with current SB 716 legislation. Adjustments to implementation dates may be possible in consideration of further legislative actions or in support of adoption and implementation of an approved Regional Transit Plan.

- Generally, what are the service delivery and coordination, customer information, and funding goals for the East County MOU, and how would they be measured?

It is the expectation that the member agencies will have like service styles and meet customer service levels and targets established by the members of the MOU. Each member agency will be expected to adhere to these standards of operation. Members will continue to fund their respective transit services as they are currently doing utilizing various transit-related funding, with the MOU providing a structure for expanding/enhancing and the marketing of East County Transit services. Members will work to eliminate service duplications and inconsistencies and will create new services jointly where possible. Established

GCTD Responses in **RED**
East County MOU responses in **BLUE**

existing services will be modified to the extent needed to achieve enhanced customer service levels.

The goal of the MOU is to ensure that all unmet needs and reasonably met transit needs in the MOU service area are funded first, that funding be made available by the member agencies for shared service enhancements on a proportional basis for enhanced services approved by the MOU member agencies, and that each agency work with the VCTC and the GCTD to ensure that Ventura County regional transit needs are addressed.

East County agencies will continue to use the Unmet Transit Needs process and customer feedback to identify public transit needs and new services that should be implemented. The MOU will encourage maximum public participation in identifying East County and regional transit needs.

ADA Service Transition

How would the ADA transition happen? What is the timing and who would oversee it?

Gold Coast Transit will coordinate with all the members of the GCTD for ADA service, and we will work with East County members to establish appropriate transfer locations. We would also incorporate the ADA needs of any new members to our District.

It is the intent of the East County MOU agencies would develop a single provider model for the MOU service area and would coordinate on a centralized transfer point between MOU service area and other service providers. Oversight will depend on the model selected and may include all member agencies or a single member agency on behalf of all the members.

Resource Allocation

If the East County cities intend to continue to use TDA funds for streets and roads at approximately the same levels as at present, what resources would provide for improved transit services?

Greater collaboration, coordination and efficiencies in the East County will result in improved passenger services.

The City of Simi Valley already expends the full equivalent of their TDA funds on Transit, but uses General Funds.

There is the expectation that as services are expanded, agencies may spend less funding on streets and roads until all funds are used for transit purposes. The City of Thousand Oaks has reduced by 2/3rds the amount of funding spent on streets and roads from TDA in the past 5 years and is actively adding services that will further reduce available TDA funds for street and road purposes. The cities of Moorpark and

GCTD Responses in RED
East County MOU responses in BLUE

Camarillo are experiencing growth in their transit systems that will require additional funds for transit.

How would the operators see any imbalances in funding and need being addressed under the proposed West County District-East County MOU structure?

Should there be significant funding imbalances in a given fiscal year, we would look to the VCTC to allocate discretionary funding on a rational and equitable basis. As a district, we would have the ability to explore revenue sources that are not available to us at this point.

The term imbalance implies an inequity in funding opportunities. All agencies in the County are treated equally by the RTPA and to the extent that current law and regulation provides for specific funding sources and options. East County MOU member agencies will continue to have dialog with other agencies and the RTPA as currently exists to identify critical unmet needs and find funding solutions on an equitable and reasonable basis. However, no agency should be forced to diminish their individual service levels to support increasing service levels at another agency unless it is done voluntarily or as part of a cooperative agreement such as the East County MOU.

Governance

What would be the governance structure for the proposed Gold Coast Transit District?

We would take our existing structure and explore all options for converting it into a district, recognizing the current participation characteristics and working from that starting point. We cannot be definitive about a structure until our member agencies – and any future members – are able to make a decision based on analysis and input from their communities.

How would the proposed GCTD governance structure allow for representation of the transit services and needs of the Heritage Valley?

We will form the district so that all members would be represented on the Board of Directors and all members would participate in decisionmaking for the agency. As we currently do, we would assess the transit needs of the Heritage Valley by looking at existing services (as well as the findings of the draft Heritage Valley Transit Study), reach out to the community stakeholders to determine demand, analyze where service could be enhanced, added, restructured, or modified and incorporate a robust outreach program in the process of addressing the needs of these communities.

This would be the same process for addressing the needs of staff, faculty and students at CSUCI and riders of the Coastal Express services.

GCTD Responses in RED
East County MOU responses in BLUE

Where would responsibility for administering the East County MOU lie?

Administration of the East County MOU will be handled through the respective agency members with the Transit Program Managers or the City/County appointed designee in charge of planning and implementation decisions for shared services and resources.

Individual agencies will be left to decide for themselves the governance and operation of local transit service to the extent they comply with the minimum standards established in the MOU.

The MOU members will identify lead agency for specific shared programs and tasks, such as call center and dispatch operations, equipment repairs, vehicle maintenance, ADA/DAR contract administration, etc.

Financial Implications

What effects on the proposed GCTD would be expected from the VCTC decision on 3/2/12 to allow all cities to retain the flexibility of use of TDA funds for streets and roads?

We will continue to pursue the district regardless of the availability of any agency to utilize TDA for purposes other than transit. GCTD would work with all member agencies to determine annually a percent allocation for desired transit service. Specifically, GCT's planning process would involve all members in determining the level of transit service in the upcoming fiscal year and how much of their TDA or other local resources would be needed to underwrite that service. GCTD would recognize local priorities for expenditures on other-transit related items such as rail/transit center maintenance and bus stop maintenance and upgrades

How would reliable TDA funding be assured to the District and what effect could the potentially variable TDA funding have on the District's ability to provide service and to bond?

See above.

What is "Plan B" if the Legislature does not amend the requirement of SB 716 to spend all TDA funds for transit starting on July 1, 2014 (or another date)?

The GCTD would continue to provide service with whatever funds are available to us.

The East County MOA would continue to operate regardless of the TDA funds. Transit agencies currently utilizing other funds would transition to TDA and adjustments to the routes and fares would be made if necessary to comply with the fare box ratio requirements. Agencies that are unable to spend all TDA funding on transit services would work with the RTPA and other agencies and possible scenarios to permit full use of available funding in accordance with TDA requirements.

GCTD Responses in **RED**
East County MOU responses in **BLUE**

Planning and Coordination

How would GCTD provide service to the Heritage Valley?

As we currently do, we would assess the transit needs of the Heritage Valley by looking at existing services (as well as the findings of the draft Heritage Valley Transit Study), reach out to the community stakeholders to determine demand, analyze where service could be enhanced, added, restructured, or modified and incorporate a robust outreach program in the process of addressing the needs of these communities.

Does the Heritage Valley have an alternative to creating the District

Yes. GCT would not force any entity to join the district. Heritage Valley communities could opt instead to operate their own transit services (should funding so allow), continue to contract with VCTC to provide service, or join the East County MOU. The option to join the GCTD would be available at any time in the future.

How would the service that is currently provided by VISTA coordinated between the District, East County, SBCAG and CSUCI?

Once the transit service allocation structure is approved, all parties would expect to meet regularly to collaborate the provision of existing and future VISTA service and coordinate funding, fares and schedules.

East County MOU and member agencies would support the scenario that provides for the highest service levels at the most cost effective rate. The member agencies are committed to ensuring the continued presence of a robust regional bus service through continued financial and administrative support and assistance.

Where would responsibility lie for any future needs assessment, planning and resource allocation?

This responsibility would be mutually undertaken by all parties involved – GCTD, East County MOU participants, VCTC, SBCAG, CSUCI, County of Ventura and all cities served by VISTA.

This would continue to be the responsibility of VCTC and conducted through TRANSCOM. This speaks to the importance of VCTC's need to continue to be a participant in transit service planning and implementation as the RTPA, to continue to grow and evolve to promote transit usage on a regional basis, bring new technologies and services on-line, to secure additional funding sources, and to provide input and assistance to the GCTD and East County MOU on where improvements still need to be made.

LAFCO 2018 Municipal Service Review Section for Ventura County Cities on Regional Transit

In February of 2018 the Ventura County Local Agency Formation Commission (LAFCO) prepared a Municipal Service Review (MSR) for each of the Ventura Counties Cities. Government Code provides that in order to determine or update a sphere of influence, LAFCO shall prepare a MSR and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

Regarding Section 7, LAFCO determined that “opportunities for better regional coordination of transit” was a matter related to effective or efficient service delivery. The following analysis was included in the MSR for each City in Ventura County. While the attached excerpt from the MSR references Thousand Oaks, the same information was included for each City (with the exception of Port Hueneme, which was not included in the MSR’s for 2018).

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery⁴ required by the Transportation Development Act (TDA) is provided by

² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the

local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.

- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites

cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”

- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the

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exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).

- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or

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- Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).