



VENTURA COUNTY TRANSPORTATION COMMISSION
Transit Operators Advisory Committee (TRANSCOM)

www.goventura.org

AGENDA

In Person

VCTC Large Conference Room

751 East Daily Drive Suite 420

Camarillo, CA

Wednesday, April 12, 2023

1:30 p.m.

*Action may be taken on any item listed on the agenda

In compliance with the Americans with Disabilities Act and Government Code Section 54954.2, if special assistance is needed to participate in a committee meeting, please contact the Administrative Assistant at (805) 642-1591 ext. 111. Notification of at least 48 hours (about 2 days) prior to meeting time will assist staff in assuring reasonable arrangements can be made to provide accessibility at the meeting.

ITEM 1 CALL TO ORDER

ITEM 2 INTRODUCTIONS & ANNOUNCEMENT

ITEM 3 PUBLIC COMMENT

Under the Brown Act, the committee should not act on or discuss matters raised during the Public Comment portion of the agenda which are not listed on the agenda. Committee members may refer such matters to staff for facts or to be placed on the subsequent agenda for consideration.

ITEM 4 AGENDA ADJUSTMENTS

ITEM 5 APPROVAL OF MINUTES

Recommended Action:

- Waive the reading and approve the meeting minutes from February 2023.

Responsible Staff: Jeni Eddington

ITEM 6 ADA CERTIFICATION SERVICES PROGRAM MONTHLY UPDATE

Recommended Action:

- Receive and file.

Responsible Staff: Dolores Lopez

ITEM 7 TRANSPORTATION DEVELOPMENT ACT (TDA) TRIENNIAL AUDIT REPORT

Recommended Action:

- Receive and File

Responsible Staff: Dolores Lopez

ITEM 8 2023 ACCESS FOR ALL PROGRAM - SELECTION OF ACCESS PROVIDERS

Recommended Action:

- Approve motion to reconsider action taken on March 8 approving Access for All funding in the amount of \$249,713 to Gold Coast Transit District.
- Approve Gold Coast Transit District (GCTD) as a FY 2022/23 Access Provider and award of Access Funds totaling \$131,246 toward the purchase of two (2) wheelchair accessible vans for the Go Now South Oxnard Microtransit pilot project.
- Approve Ventura Transit System, Incorporated (VTS) as a FY 2022/23 Access Provider and award of funds totaling \$118,467 for a countywide on-demand WAV service fare subsidy pilot program.

Responsible Staff: Heather Miller

ITEM 9 FISCAL YEAR 2023/24 TRANSPORTATION DEVELOPMENT ACT (TDA) UNMET TRANSIT NEEDS (UTN) FINDINGS

Recommended Action:

- Receive and File

Responsible Staff: Dolore Lopez

ITEM 10 REDISTRIBUTION OF CONGESTION MIGITATION AND AIR QUALITY (CMAQ) AND CARBON REDUCTION PROGRAM (CRP) FUNDS

Recommended Action:

- Receive and file

Responsible Staff: Peter De Haan

ITEM 11 FY 2022/23 LOW CARBON TRANSIT OPERATIONS PROGRAM (LCTOP) ALLOCATION

Recommended Action:

- . Approve the Ventura County Transportation Commission (VCTC) FY 2022/23 Low Carbon Transit Operations Program (LCTOP) Total Allocation Request of \$2,090,915 to fund the following three projects:
- Youth Ride Free (\$1,000,000 includes Cities of Camarillo, Moorpark, Simi Valley, and Thousand Oaks Local Shares).
- Free Fare Days (\$200,000).
- Battery Electric Charging Infrastructure (\$890,915).

Responsible Staff: Heather Miller

ITEM 12 **FUTURE AGENDA ITEMS**
Recommended Action:
• *For discussion.*
Responsible Staff: Claire Grasty

ITEM 13 **ADJOURNMENT**



VENTURA COUNTY TRANSPORTATION COMMISSION
Transit Operators Advisory Committee (TRANSCOM)

VCTC Large Conference Room
751 East Daily Drive #420
Camarillo, CA

Wednesday, March 8, 2023
1:30 p.m.

Item 5

MEETING MINUTES

MEMBERS PRESENT

Mike Houser, City of Thousand Oaks (Chair)
Lydia Salas, City of Camarillo
Michelle Woomer, City of Moorpark
Ben Gonzales, City of Simi Valley
Tyler Nestved, City of Thousand Oaks
Susanna Arroyo, County of Ventura
Austin Novstrup, Gold Coast Transit District (GCTD)

MEMBERS ABSENT

City of Fillmore
City of Ojai
City of Oxnard
City of Port Hueneme
City of Santa Paula
City of Ventura

EX OFFICIO PRESENT

Ben Cacatian, VCAPCD

EX OFFICIO ABSENT

CSU Channel Islands

VCTC STAFF PRESENT

Peter De Haan, Programming Director
Claire Grasty, Public Transit Director
Dolores Lopez, Regional Transit Planner
Heather Miller, Program Manager
Matt Miller, Program Manager – Public Transit
Aubrey Smith, Program Manager – Regional Transit Planning

ITEM 1 CALL TO ORDER

Chair Houser called the meeting to order at 1:37 p.m. via Zoom.

ITEM 2 INTRODUCTIONS & ANNOUNCEMENTS

Claire Grasty reminded the committee to provide her with the dates of upcoming council meetings.

ITEM 3 PUBLIC COMMENT – None.

ITEM 4 AGENDA ADJUSTMENTS – None.

ITEM 5 APPROVAL OF MEETING MINUTES

ACTION

Gonzalez moved, seconded by Woomer, that the committee approve the January 2023 meeting minutes. The motion passed unanimously.

ITEM 6 ADA CERTIFICATION SERVICES PROGRAM MONTHLY UPDATE

The committee received the ADA certification services program monthly update for filing.

ITEM 7 ZERO EMISSION BUS AD HOC COMMITTEE

Claire Grasty asked for volunteers to participate in a ZEB Emissions Subcommittee. Ben Gonzalez (SVT), Matt Miller (VCTC Intercity), Tyler Nestved (TOT), and Michelle Woomer (MCT) volunteer. The committee will be in April.

ITEM 8 TRANSPORTATION EMERGENCY PREPAREDNESS PLAN IMPLEMENTATION

Claire asked the Committee to share their lessons learned from the storms as well as other events such as the warming shelters. Claire noted that there is a grant opportunity to assist with emergency communication will be available in the near future and recommended that the agencies that have not yet joined TransMAC, consider doing so.

ITEM 9 REDISTRIBUTION OF CONGESTION MITIGATION AND AIR QUALITY (CMAQ) AND CARBON REDUCTION PROGRAM (CRP) FUNDS

Peter De Haan provided a background on the federal, state, and regional processes and procedure that have contributed to VCTC's need to redistribute CMAQ and CRP funds.

The committee discussed the potential for the Thousand Oaks project to be delayed.

ACTION

Novstrup moved, seconded by Woomer, that the committee approve redistribution of previously programmed CMAQ and CRP funds as shown in the attachment, with the caveat that staff remains authorized to administratively make further adjustments as the situation warrants.

ITEM 10 2023 ACCESS FOR ALL PROGRAM – SELECTION OF ACCESS PROVIDERS

Heather Miller provided a summary of the Access for All (AFA) program including the background and purpose of the AFA program. Heather shared copies of the applications received from Gold Coast Transit District (GCTD) and Ventura Transit System, Inc. (VTS) with the committee.

The committee discussed the concerns regarding the VTS application including subsidies, necessary documentation, and cost estimates.

ACTION

Moved to an alternative recommendation; Novstrup moved, seconded by Nestved, that the committee approve Gold Coast Transit District (GCTD) as an FY 2022-23 Access provider and award Access funds totaling \$249,713 toward the purchase of two wheelchair accessible vehicles (WAVs) for the Go Now South Oxnard Micro transit pilot project.

ITEM 11 FISCAL YEAR 2022-23 LOW CARBON TRANSIT OPERATIONS PROGRAM (LCTOP) ALLOCATION

Heather Miller updated the committee on the FY 2022-23 LCTOP allocation including a brief history of the program, recently funded pilot programs, and proposed using \$400,000 for Youth Ride Free, free fare days, and electric bus charging infrastructure programs. The committee will be asked to act on this item in April.

ITEM 12 FUTURE AGENDA ITEMS

- LCTOP
- Unmet Transit Needs
- TEPP Implementation Discussions
- Grant Project Status Report Tracking
- Triennial Review

ITEM 13 ADJOURNMENT

Vice-chair Woomer adjourned the meeting at 3:10 p.m.



Item 6

DATE: April 12, 2023
MEMO TO: TRANSIT OPERATORS ADVISORY COMMITTEE (TRANSCOM)
FROM: DOLORES LOPEZ, REGIONAL TRANSIT PLANNER
SUBJECT: ADA CERTIFICATION SERVICES PROGRAM UPDATE

RECOMMENDATION:

- Receive and file the monthly ADA Certification services report(s) and program update.

DISCUSSION:

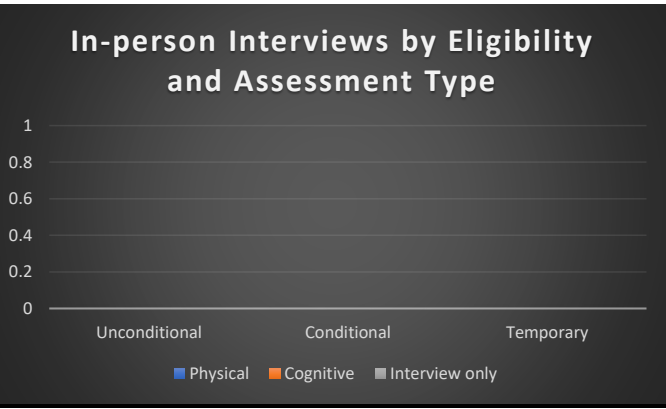
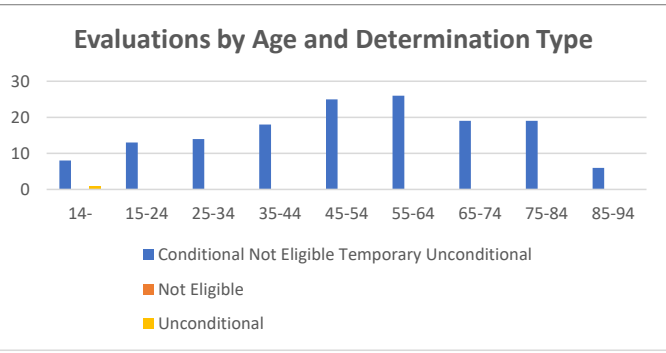
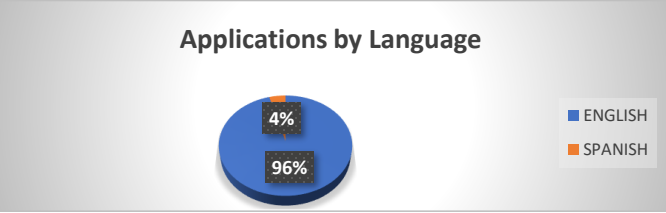
Mobility Management Partners (MMP) is VCTC's service provider for ADA Paratransit Eligibility Certification services.

Attached are the ADA Paratransit Certification Services Reports from MMP for review at the TRANSCOM meeting.

Mar-23								
		Mar	Feb	Jan	Dec	Nov	Oct	
Call Center	Inbound ADA Calls	600	432	463	340	329	478	
	Outbound ADA calls	432	292	385	190	165	144	
	Average hold time (in seconds)	0.57	0.25	0.6	0.38	0.35	0.65	
	Outbound Area Transmittals	9	1	3	2	5	5	
	Inbound Area Transmittals	8	7	5	6	3	4	
As of 3/17/2020, MMP closed their Camarillo office and began working remotely due to COVID-19 restrictions.								
		Riders requesting service outside of Ventura County						
		Riders requesting service into Ventura County						
Applications Received	Recertification	112	55	71	64	58	40	
	New Applications	74	93	43	37	38	51	
Total applications received: 186								
Online Applications Received: 0 (0%)								
Applications Received by Service Area	Camarillo Area	17	12	11	7	15	10	
	Gold Coast Area	75	66	53	41	42	43	
	Valley Express Area	5	5	3	7	7	5	
	Moorpark Area	5	5	5	2	2	2	
	Simi Valley Area	37	37	17	27	17	16	
	Thousand Oaks	45	21	25	16	12	15	
	Out of County	2	2	0	1	1	0	
Completed Determinations by Evaluation Type	Complete, with Functional Evaluation	0	0	0	0	0	0	
	Complete, Interview w/o Functional Evaluation	0	0	0	0	0	0	
	Complete, Special Circumstance (no Interview)	26	36	18	17	14	26	
	Complete, Over 85+	11	6	8	5	7	12	
	Complete, Phone Interview	31	22	23	16	20	20	
	Complete, Short-term Certification (60 days)	0	0	0	0	0	0	
	Complete, Recertifications	97	75	56	59	45	28	
	Completed Determinations	165	139	105	97	86	86	
Delays in Processing (Cumulative)	Due to incomplete application by client	10	4	7	7	8	9	
	Pending Professional Evaluation (PE)	13	18	18	7	11	9	
	Applications that failed to meet 21 day rule	0	0	0	0	0	0	
	Applicants awaiting phone interviews	2	0	1	0	1	2	
Assessments	Assessment Categories				Total	CAM	VCTC	SIMI
	With Physical Assessment				0	0	0	0
	With Cognitive Assessment				0	0	0	0
	Interview only (at assessment sites)				0	0	0	0
	No Shows for Phone Interview				2	0	0	0
	Total In-Person Interviews Scheduled				0	0	0	0
	Total Number of Appointment Days				0	0	0	0
Determinations by Eligibility						Total	%	
Unconditional (including S.C., Over 85+ , Phone interviews, short-term)						148	90%	
Conditional						13	8%	
Temporary						4	2%	
Denials						0	0%	
Short Term						0	0%	

As of 3/17/2020, MMP closed their Camarillo office and began working remotely due to COVID-19 restrictions.

Total applications received: 186
Online Applications Received: 0 (0%)



March				
Applications Received - GCT Area Cities	Mar	Feb	Jan	Dec
Casitas Springs	0	0	0	0
Meiners Oaks	0	0	0	0
Miramonte	0	0	0	0
Ojai	5	3	3	1
Oak View	1	0	0	1
Oxnard	35	36	32	25
Saticoy	0	0	0	0
Port Hueneme	5	7	3	4
Ventura	29	20	15	10
Applications Received-Valley Express Area Cities				
Fillmore	3	0	1	3
Piru	1	0	0	0
Santa Paula	1	5	2	4

MX Admin Report (March)

	Call Count			Queue Size	Answered	Abandoned	Redirected	Disconnected	To VoiceMail	Hold Time			Service Level
	In	Out	Total	Max	Total	Total	Total	Total	Total	Min	Max	Avg	
Grand Total	589	422	1,011	2	490	17	82	0	82	0	113	0.28	70.29%
Monday	130	117	247	2	103	5	22	0	22	0	113	0.66	63.08%
Tuesday	134	20	154	2	108	3	23	0	23	0	16	0.17	70.90%
Wednesday	131	154	285	2	118	3	10	0	10	0	35	0.17	73.28%
Thursday	97	29	126	2	77	6	14	0	14	0	31	0.41	70.10%
Friday	90	102	192	1	82	0	8	0	8	0	8	0.05	78.89%
Saturday	7	0	7	0	2	0	5	0	5	0	0	0.00	28.57%



Item 7

April 12, 2023

MEMO TO: TRANSIT OPERATORS ADVISORY COMMITTEE (TRANSCOM)
FROM: DOLORES LOPEZ, TRANSIT PLANNER
AUBREY SMITH, REGIONAL TRANSIT PLANNING PROGRAM MANAGER
SUBJECT: TRANSPORTATION DEVELOPMENT ACT (TDA) TRIENNIAL AUDIT REPORT

RECOMMENDATION:

- Receive and file the TDA draft audit report overview and update.

DISCUSSION:

Attached is the summary of performance trends and draft audit findings developed by the auditor, Moore and Associates. The report shows countywide trends for the last two audit periods for fixed-route bus and dial-a-ride service for all Ventura County operators. Overall, ridership and decreased performance is comparable to the trends experienced nationwide as a result of the pandemic.

The report also shows the findings and recommendations by operator.

The individual reports have been sent to the respective agencies.

Ventura County Transportation Commission

Summary of Performance Trends and Draft Audit Findings

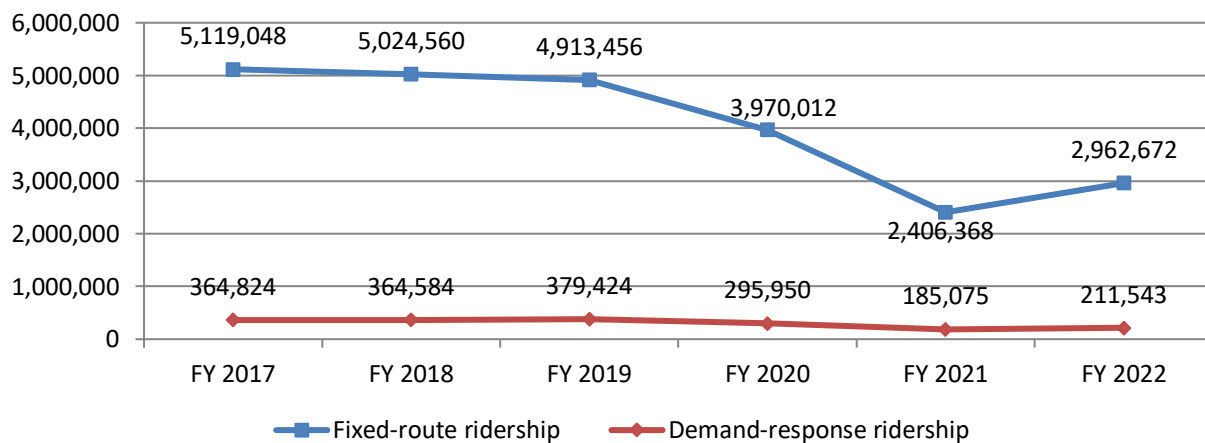
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Countywide Performance Trends

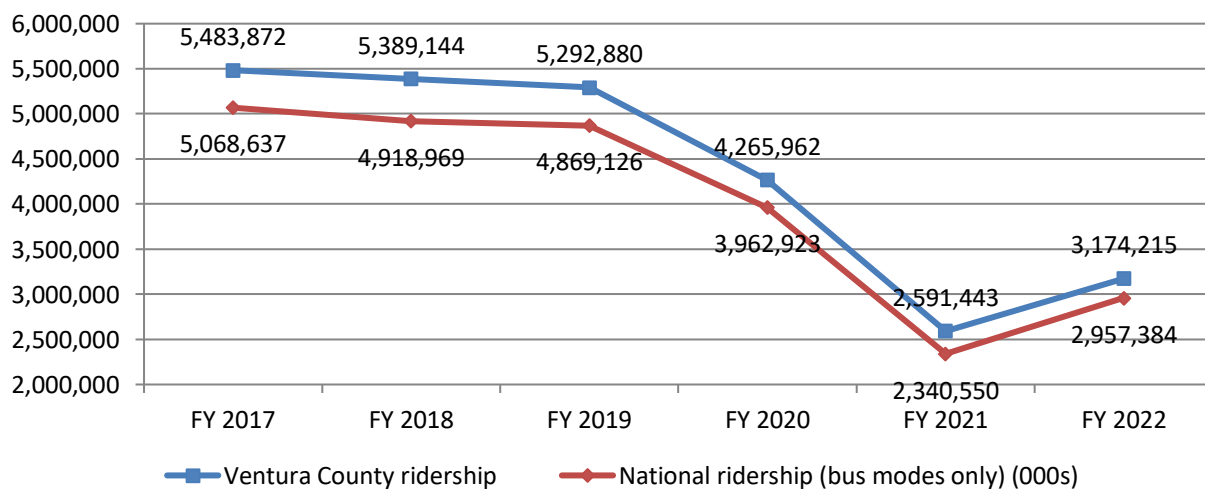
During the audit process, we looked at six-year trends for key performance measures for all operators. While the analysis for each operator is provided within that operator's audit report, we wanted to look at the county as a whole with respect to specific metrics.

Ridership

County-wide, fixed-route ridership decreased by 42.1 percent between FY 2016/17 and FY 2021/22, with the most significant decreases due to the COVID-19 pandemic. Demand-response ridership decreased by the same amount (42.0 percent).



Overall ridership (both modes combined) experienced a net 42.1 percent decrease over the six-year period. When we look at the nationwide trend for ridership on all bus modes, it decreased 41.7 percent. Therefore, the ridership loss experienced within Ventura County overall as a result of the COVID-19 pandemic is comparable to that experienced nationwide.



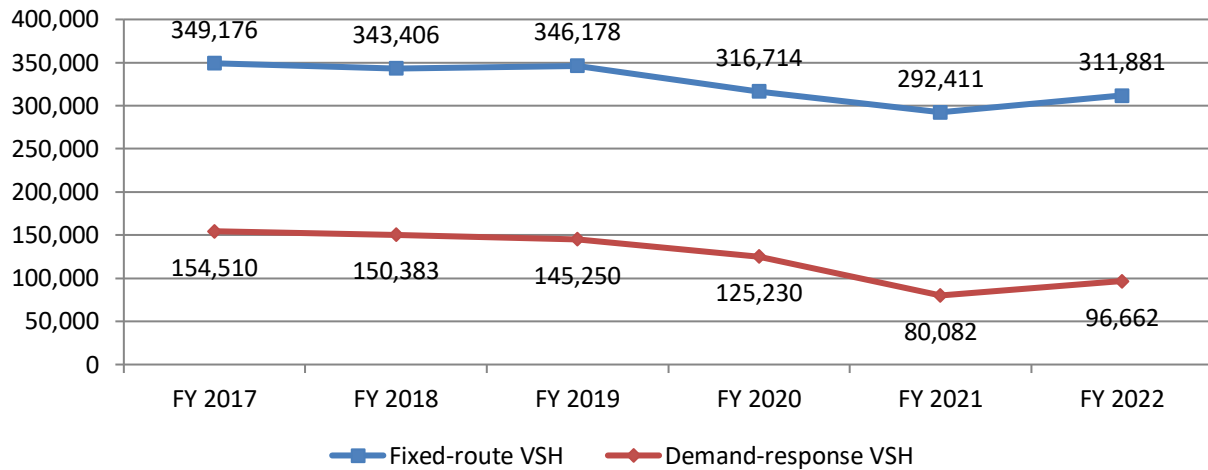
Ventura County Transportation Commission

Summary of Performance Trends and Draft Audit Findings

Transcom

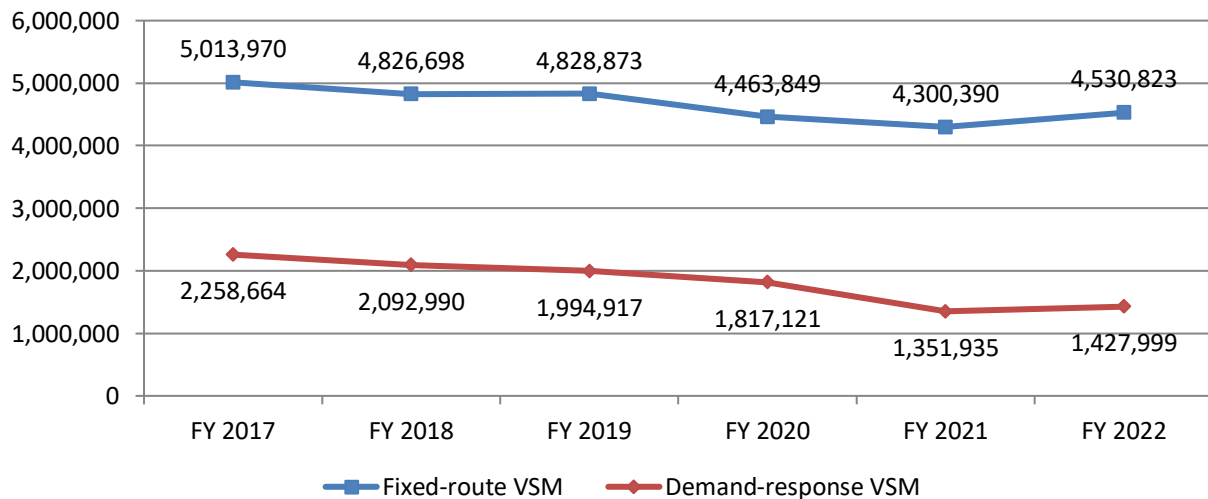
Vehicle Service Hours

Fixed-route vehicle service hours experienced a net decrease of 10.7 percent across the six-year period. Demand-response vehicle service hours saw a net decrease of 37.4 percent during the same period. This is not surprising, as demand-response service hours are more directly tied to ridership than fixed-route service hours.



Vehicle Service Miles

Vehicle service miles exhibited the same basic trends as vehicle service hours. Fixed-route vehicle service miles experienced a net decrease of 9.6 percent across the six-year period. Demand-response vehicle service miles saw a net decrease of 36.8 percent during the same period. Again, this is not surprising, as demand-response service miles are also more directly tied to ridership than fixed-route service miles.



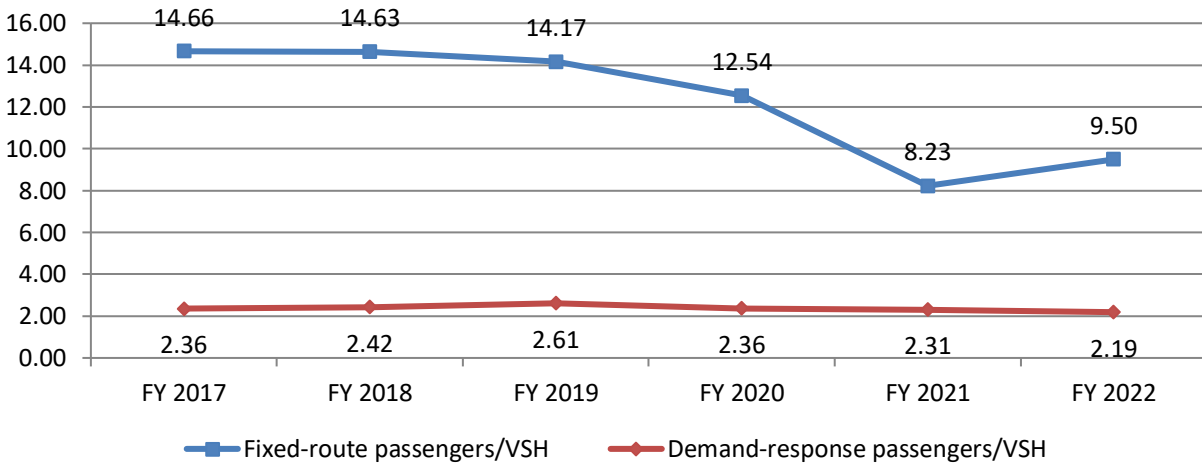
Ventura County Transportation Commission

Summary of Performance Trends and Draft Audit Findings

Transcom

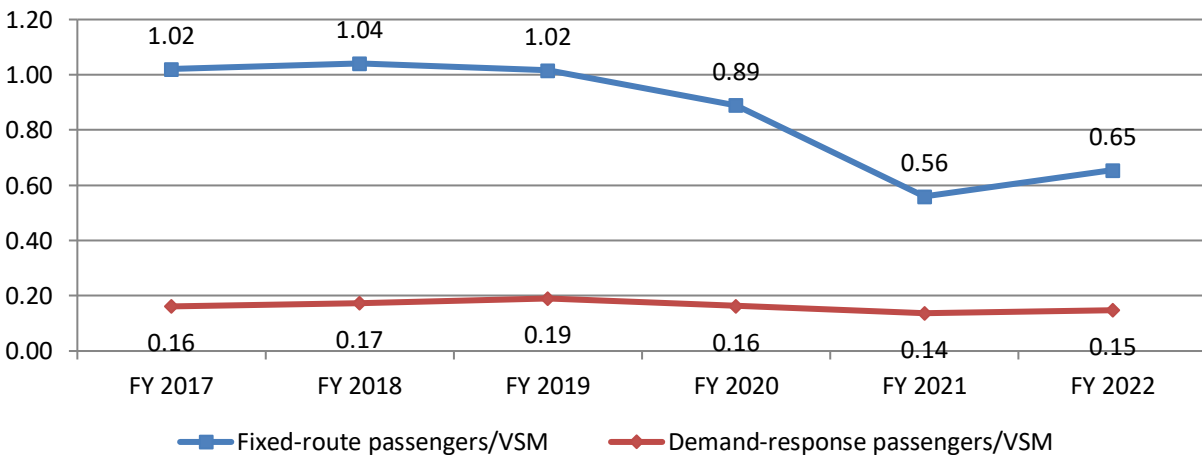
Passengers per Vehicle Service Hour

Passengers per vehicle service hour is a standard performance indicator for assessing productivity. While this indicator declined for both fixed-route and demand-response services county-wide, the greatest decline in productivity was noted with respect to the fixed-route service (a 35.2 percent decrease as compared to the 7.3 percent decrease for demand-response). This is due largely to demand-response vehicle service hours being reduced proportionately with ridership.



Passengers per Vehicle Service Mile

Passengers per vehicle service mile is also a standard performance indicator for assessing productivity. As with passengers per vehicle service hour, this indicator declined for both fixed-route and demand-response services county-wide. The greatest decline in productivity was noted with respect to the fixed-route service (a 36.0 percent decrease as compared to the 8.3 percent decrease for demand-response). As noted above, this is due largely to demand-response vehicle service miles being reduced proportionately with ridership.



Ventura County Transportation Commission

Summary of Performance Trends and Draft Audit Findings

Transcom

Summary of Draft Audit Findings and Recommendations

Operator	Finding	Recommendation	Finding Type
City of Camarillo	The City does not use the TDA definition of full-time equivalent (FTE) employee in preparing its State Controller Report.	Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.	Functional
City of Moorpark	The contractor's staffing shortage is impacting the City's ability to operate its transit programs.	The City of Thousand Oaks should continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage for the City of Moorpark.	Functional
City of Ojai	The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.	Transit and Finance staff should thoroughly review any reports prepared by other departments or outside auditors prior to their submittal.	Functional
City of Simi Valley	The City's driver shortage is impacting its ability to effectively operate its transit programs.	Continue to recruit drivers to fill the open driver positions and ensure sufficient backup coverage.	Functional
City of Thousand Oaks	Continue to recruit drivers to fill the open driver positions and ensure sufficient backup coverage.	Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.	Functional
	The City is unable to fully participate in the county-wide contactless ticketing program due to delays in finalizing deployment of the onboard equipment.	Work with VCTC to get all contactless ticketing equipment operable.	Functional
County of Ventura	[No findings]		
East County Transit Alliance	The contractor's staffing shortage is impacting the City's ability to operate its transit programs.	Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.	Functional

Ventura County Transportation Commission

Summary of Performance Trends and Draft Audit Findings

Transcom

Operator	Finding	Recommendation	Finding Type
Gold Coast Transit District	There are reporting errors in the State Controller Transit Operator Financial Transaction Reports for each year of the audit period.	Ensure VSH and VSM data are correctly reported on the State Controller Financial Transaction Reports.	Functional
Valley Express	[No findings]		
VCTC Intercity Bus	VCTC does not include staff time in the full-time equivalent calculation, only reporting FTE provided by the operations contractor.	Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.	Compliance
VCTC (RTPA)	The RTPA does not have an effective process to assess productivity improvements for the transit operators within its jurisdiction.	Implement a process for operators to assess the implementation status of performance audit recommendations to VCTC's Transit Operations and Planning department on an annual basis.	Compliance
	As the lead agency for the contactless payment program, VCTC should continue work with all operators to ensure the program and its equipment are operational on all participating transit systems.	Work with the City of Thousand Oaks and any other operator experiencing issues to get all contactless ticketing equipment operable.	Functional



Item #8

April 12, 2023

MEMO TO: TRANSIT OPERATORS ADVISORY COMMITTEE
FROM: HEATHER MILLER, PROGRAM MANAGER
SUBJECT: 2023 ACCESS FOR ALL PROGRAM - SELECTION OF ACCESS PROVIDERS

RECOMMENDATION:

- Approve motion to reconsider action taken on March 8 approving Access for All funding in the amount of \$249,713 to Gold Coast Transit District.
- Approve Gold Coast Transit District (GCTD) as a FY 2022/23 Access Provider and award of Access Funds totaling \$131,246 toward the purchase of two (2) wheelchair accessible vans for the Go Now South Oxnard Microtransit pilot project.
- Approve Ventura Transit System, Incorporated (VTS) as a FY 2022/23 Access Provider and award of funds totaling \$118,467 for a countywide on-demand WAV service fare subsidy pilot program.

BACKGROUND:

A recommendation for the selection of Ventura County Access Providers and project funding was brought to TRANSCOM on March 8 with the Committee approving an alternative recommendation. At the request of the chairperson, this item is being returned to the Committee for reconsideration of that action on the basis:

1. The decision is not consistent with past Transcom practice.
2. The maker of the motion was the beneficiary of the action taken.
3. Concerns about accountability and reporting exceed Transcom's mandate as VCTC staff have determined the application is fully compliant with State rules governing this funding.

VCTC staff recommended dividing the available funding between the two selected Access Providers, GCTD and VTS, on the basis that both proposals fulfill the program's goals. A motion was made and approved to grant the entirety of funds to the GCTD project on the basis that the GCTD application scored higher and was the preferred proposal.

VCTC staff maintains that the VTS proposal provides a potential benefit to the entire disabled community across Ventura County by increasing available on-demand wheelchair accessible vehicle service countywide which is a far-reaching goal that closely aligns with the program's intent. The following provides a brief overview of the program, project selection process, and VCTC staff recommendation.

Both applicants were screened for eligibility by VCTC staff according to the Program Guidelines. The Gold Coast Transit District (GCDT), a public transit operator, and the Ventura Transit System (VTS), a private transportation operator, were considered eligible to receive funds and their respective project

proposals were advanced through a scoring process. A three-member evaluation panel scored each application according to the criteria in the adopted Guidelines which emphasized program goals, project readiness, operational capacity/capability, potential for WAV service improvements in Ventura County, organizational ability to provide on-demand response, and planned public outreach. Applicant proposals were provided at the March 8 TRANSCOM meeting. The following table provides a summary of the results of the panel's review including an average score for each applicant/section and total application score:

Evaluation Criteria		Max Score	GCTD	VTS
PART I: GENERAL INFORMATION (TOTAL 25 POINTS)	• Description of Applicant Agency/Organization's Operations	10	10	10
	• Description of the Proposed Project	15	15	10
Part I		25	25	20
PART II: PROJECT IMPLEMENTATION, OBJECTIVE AND BENEFITS (TOTAL 75 POINTS)	• Project Readiness and Technical Capacity	15	15	15
	• Project Implementation Plan	20	18	17
	• WAV Service Improvements	15	13	12
	• Program Outreach	15	13	13
	• Expenses/Revenue	10	8	10
Part II		75	67	67
TOTAL		100	92	87

DISCUSSION:

The Gold Coast Transit District (GCTD) proposal requested funding to purchase as many as four (4) expansion wheelchair accessible vehicles to support demand for the GO Now South Oxnard Micro-transit pilot project. The application received a score of 92 with GCTD demonstrating strong organizational experience, technical capacity, project readiness, and a sound implementation plan to deliver the project as proposed.

The GO Now pilot project provides on-demand public transit in an area of Oxnard where traditional fixed-route service has proven difficult to successfully operate. The service area targets 22,000 residents and 7,000 jobs with service transporting passengers to locations within the zone and to transit hubs such as the Oxnard Transit Center to connect passengers to the larger transit network. Although the proposed GO Now service area is concentrated in South Oxnard, the pilot project serves as a test run that could potentially be replicated in other communities if successful or expanded locally as opportunities are identified.

Ventura Transit System, Incorporated (VTS) proposed a fare subsidy program to provide on-demand wheelchair accessible transportation service across Ventura County 24 hours a day/365 days a year at an affordable rate for the consumer. The proposal received a score of 87 with VTS providing the organizational experience, resources, existing fleet, and personnel to deliver the project as proposed.

VTS is a private transportation provider with a total fleet of eighty-five (85) wheelchair accessible vehicles with fifty-five (55) stationed in Ventura County and an ability to pull vehicles from the adjacent counties in which VTS operates. VTS currently contracts Non-Emergency Medical Transportation (NEMT) in Ventura County for the Gold Coast Health Plan and CenCal Health Plan.

With a background in traditional cab service, VTS proposes a target 30-minute response time or less employing a 24-hour dispatch/call center and use of TripSpark Transportation Management System software to track vehicle locations and availability. The subsidized fare program proposes an on-demand WAV fare rate of **\$2.50 per mile** for the passenger at any time of the day. The anticipated demand for a program of this scale is difficult to predict, therefore an important part of the program will be gathering data to better understand that demand. Appendix C in Attachment A provides the minimum reporting requirements for Access Providers as stipulated by the CPUC.

Due to the merits of each project, but limited funds, VCTC staff recommends \$131,246 in funding for the purchase of two (2) wheelchair accessible vans to support GCTD's GO Now South Oxnard Micro-transit

pilot project. The van purchases will be made through a CalACT contract with GCTD providing matching funds to install security cameras and pay tax and CalACT fees. Staff recommends the remainder of FY 22/23 Access funds totaling \$118,467 be awarded to VTS for a fare subsidy program to support the expansion of on-demand WAV transportation across Ventura County. The fare subsidy program would be processed on a quarterly reimbursement basis for trips performed.

The TRANSCOM recommendation and contract agreements will be brought to the Commission for approval on May 12, 2023, with funds obligated no later than June 30, 2023. Funds must be expended within 12 months of award.



Ventura County Transportation Commission

Access for All (AFA) Grant Program Guidelines

December 2022

Table of Contents

Overview	2
Background	2
Eligible Applicants	3
Eligible Expenses	4
Progress Reporting Requirements	4
Application Instructions and Scoring	4
Appendix A: Glossary of Terms	6
Appendix B: Eligible Expenses.....	8
Appendix C: Reporting Requirements.....	9

Overview

Ventura County Transportation Commission (VCTC) is seeking proposals from eligible entities to increase on-demand transportation service for people with disabilities within Ventura County. This solicitation is a competitive selection that will result in the award of available state funds to eligible organizations after an evaluation and ranking of proposals and the approval of funding awards by the VCTC.

The Access for All Grant Program provides operating and capital assistance to establish on-demand transportation programs or partnerships to meet the needs of persons with disabilities, specifically wheelchair users who need a wheelchair accessible vehicle (WAV). Eligible applicants include public agencies, not-for-profit organizations, and private/commercial entities. Eligible projects must increase the availability of on-demand WAV transportation in the County of Ventura. Eligible entities may apply for up to \$249,713 and no less than \$50,000. Matching funds are not required.

Applications and supporting documents must be emailed to hmill@goventura.org by 5 p.m. on Friday, February 10, 2023. Questions and requests for clarification for this call for projects must be directed in writing to Heather Miller at hmill@goventura.org. The Application Form and Program Guidelines can be found on VCTC's website at <https://www.goventura.org/work-with-vctc/grant-opportunities/>.

Proposal submissions shall constitute a firm offer to VCTC for 90 days from the date of this call for projects closing. Once submitted, proposals become VCTC's property. This call for projects does not commit VCTC to award a contract, to pay any cost incurred in preparing a proposal, or to procure or contract for services.

No person or entity submitting a proposal in response to this call for projects, nor any officer, employee, agent, representative, relative, or consultant representing such a person (or entity) may contact through any means or engage in any discussion concerning this contract award with any VCTC Board member or any VCTC employee during the period between the call for projects being issued and the date contract(s) are awarded. Any such contact would be grounds for disqualifying the proposer. Contact with VCTC staff during such time period must be limited to technical questions and discussions leading to best and final offers.

Background

In 2018, under the Transportation Network Companies (TNC) Access for All Act, the California Public Utilities Commission (CPUC) established a TNC Access for All Program to incentivize expansion and accessibility of TNC on-demand services (such as Uber and Lyft) for persons with disabilities and those who need a wheelchair accessible vehicle (WAV).

The program is funded by collecting a \$0.10 Access Fee from each TNC trip originating in Ventura County and administered by Local Access Fund Administrators (LAFAs), such as Regional Transportation Planning Agencies (RTPAs) and County Transportation Commissions (CTCs). In July 2022, the VCTC (Commission) authorized VCTC to serve as the Ventura County LAFA. The LAFA is

responsible for developing the AFA program for the region, engaging with community stakeholders, and establishing a process for procuring WAV access providers through a competitive solicitation. Access Providers are organizations or entities that can provide WAV service similar to that of TNCs but require additional financial resources to do so.

VCTC currently has \$249,713 in available funds from Cycle 2 (FY 2021) of the program. The CPUC requires the LAFA to award contracts to access providers by July 1 of the following year, and selected access providers must liquidate the awarded funds within 12 months. The following is the proposed schedule for the 2023 AFA RFP:

Call for Projects Proposed Schedule	
Approval of Access for All Guidelines by TRANSCOM	December 14, 2022
Approval of Access for All Guidelines by VCTC	January 6, 2023
Call for Projects Issued	January 9, 2023
Project Applications due to VCTC	February 10, 2023
Approval of Recommended Projects/Access Provider by TRANSCOM	March 8, 2023
Approval of Recommended Projects/Access Provider by VCTC	April 7, 2023
Contract Award	June 1, 2023

Eligible Applicants

Eligible applicants for Access for All funds must directly provide, or contract with a separate organization or entity to directly provide, on-demand WAV transportation to meet the needs of persons with disabilities.

For the purposes of the Access for All Program, the CPUC identifies eligible Access Providers as transportation carrier[s] that hold a Commission-issued permit or a non-permitted transportation carrier that can provide documentation of the following with their application:

- **Background checks:** Carriers must perform background checks that meet or exceed what is required of Transportation Network Companies (TNCs) under the TNC application form.
- **Insurance:** Carriers must have insurance equivalent to or higher than what is required of charter-party carriers under General Order 115.
- **Controlled substance and alcohol testing:** Carriers must be enrolled in a controlled substance and alcohol-testing program.
- **Secretary of State Registration:** Carriers must have their articles of incorporation filed with the Secretary of State.
- **Motor Carrier Profile with California Highway Patrol (CHP):** Carriers must complete the CHP 362 Motor Carrier Profile and obtain a CA Number from the CHP.

The approved non-permitted carrier shall submit a declaration to VCTC affirming compliance with each of the requirements and that each requirement is in effect during the term the carrier operates as an Access Provider. The Declaration is included in the application package.

TNCs may apply as Access Providers if they are providing new WAV service in the geographic area or the TNC certifies that the TNC’s collected fees during the Exemption Year were exhausted to provide WAV services.

Eligible Expenses

Eligible projects demonstrate improvements to response times for WAV service compared to the previous year and/or status quo in the county, the presence and availability of WAVs, and efforts to publicize and promote available WAV services to disability communities. Eligible expenses can include vehicle costs, partnership costs, marketplace costs, operational costs, and fare subsidies. A more detailed list of eligible WAV expenses is included in Appendix B.

For Access Providers that provide WAV services for a TNC, the Access Provider shall not use Access Fund moneys for trips that are compensated by a TNC. Accordingly, VCTC is permitted to request additional information from Access Provider applicants as necessary to sufficiently review the application. An Access Provider applicant shall disclose whether it is a current or former service provider for a TNC. The Access Provider applicant must demonstrate to VCTC that any Access Fund monies will not be used for services that are compensated by a TNC.

Ineligible projects and activities are those that do not align with program goals and objectives. The following activities and expenses are ineligible through the grant program:

- Administrative costs of persons employed by the Grantee for activities not directly related to the preparation and adoption of the proposed activity or activities;
- Costs for work performed prior to award notice to the Grantee;
- Claims or litigation costs.

Progress Reporting Requirements

Access Providers receiving funding are required to report on a quarterly basis (within 30 days after the end of each quarter) data related to the Program to VCTC. Reporting requirements are listed below, and templates are available for some requirements. Reporting templates for Access Providers can be accessed [here](#) (see Reporting Templates). For more information on reporting, see Appendix C.

- Number of Unique WAVs in Operation (Template)
- Number and percentage of WAV trips completed, not accepted, cancelled by passenger, cancelled due to passenger no-show, and cancelled by driver (Template)
- Completed WAV trip request response times (Template)
- Evidence of outreach (Template)
- Certification of Driver Training
- Report of WAV Driver Training Programs (Template)
- Certification of Inspection
- Number of complaints (Template)

Application Instructions and Scoring

Submit the application and supporting material to VCTC by 5:00 pm on February 10, 2023, via email to hmillier@goventura.org. The entire signed application (including the Safety Protocol Declaration Form) and all attachments must be included in the electronic copy, preferably in a single pdf file.

Applications are to be complete and final. The Application Form and Program Guidelines can be found on VCTC's website at <https://www.goventura.org/work-with-vctc/grant-opportunities/>.

VCTC staff will screen applications based on requirements in the Eligibility section and prioritize funding to providers that can provide trips within the shortest response times (time between trip request and passenger pick-up time). However, if there are no applicants who can provide such on-demand service, VCTC will accept applications from other providers, so long as those providers' services do not follow a fixed-route or schedule. Applications will be scored based on the point value given to their applications. There is opportunity for VCTC to contract with multiple access providers. In that event, application scores will be used to apportion funding.

Application materials and attachments submitted to the VCTC in response to its FY 2023 Solicitation for Proposals for the Access for All Program are not considered confidential. Application contents and attachments received by VCTC are considered public records. Applicants should not include confidential information such as client names, addresses, specific medical diagnoses, telephone numbers, and other personal information.

Appendix A: Glossary of Terms

Access for All (AFA) refers to the TNC Access for All Program, created by the California Public Utilities Commission to implement [Senate Bill \(SB\) 1376](#) or the Access for All Act (Hill: 2018). In this Call for Projects, AFA also refers to the VCTC Access for All Program.

Access Provider means an organization or entity that directly provides, or contracts with a separate organization or entity to provide, On-Demand Transportation to meet the needs of persons with disabilities, as defined in Public Utilities Code Section 5431.5(a).

Americans with Disabilities Act (ADA) prohibits discrimination against and ensures equal opportunity for persons with disabilities in employment, state and local government services, public accommodations, commercial facilities, and transportation (42 U.S.C. § 12101 et seq.).

California Public Utilities Commission (CPUC) is a regulatory agency that regulates privately owned public utilities in the state of California, including TNCs. The CPUC was required to establish a program relating to accessibility for persons with disabilities as part of its regulation of TNCs under the implementation of SB 1376.

Direct Cost is an expense that can be directly assigned to a grant-funded project relatively easily with a high degree of accuracy.

Fixed-Route Transportation uses buses, vans, light rail, and other vehicles to operate a transportation service on a predetermined route according to a predetermined schedule.

Fulfilled Trip means a trip is requested by a rider, the trip is accepted by a provider, and the rider reaches their requested destination.

Grantee is an organization that has been awarded funding through the Access for All Grant Program and has entered into a grant agreement with VCTC.

Indirect Cost is an expense incurred for a common or joint purpose benefitting more than one grant-funded project that cannot be readily assigned to a specific grant, contract, or other activity, without effort disproportionate to the results achieved.

Net Project Cost is calculated as the Total Project Cost less any revenue generated through the project.

Non-scalable Project is a project whose Project Scope of Work cannot be reduced because doing so (a) is not possible, (b) would create an incomplete project that contributes little to the grant program goals or provides little value to those intended to benefit from the project, and/or (c) would have scored substantially differently in the competitive process with a reduced Project Scope of Work.

Notice to Proceed is the written authorization VCTC issues to a Grantee after a Grant Agreement has been executed to allow for a project to begin. The Notice to Proceed includes the date the Grantee can incur expenses that may be eligible for reimbursement.

On-Demand Transportation means a transportation service that does not follow a fixed route or schedule and the provider can fulfill trip requests within twelve hours.

Period of Performance is the total time interval between the start of an awarded project that has received a Notice to Proceed, and the project's planned end date as specified in the Grant Agreement or, if applicable, an amendment to the Grant Agreement.

Response Time is the elapsed time between when a trip is requested and when the passenger is picked-up.

Scalable Project is a project whose Project Scope of Work can be reduced and still further the grant program goals while providing significant value to the public intended to benefit from the project. VCTC staff will consider how the project would have scored in the competitive process if the Project Scope of Work were reduced. If the project would have scored substantially the same with the scaled-down Project Scope of Work and the scaled-down project would further the grant program goals and provide significant value to the public intended to benefit from the project, then the project may be scaled.

Total Project Cost is calculated as the sum of the grant award.

Transportation Network Company (TNC) is an organization, whether a corporation, partnership, sole proprietor, or other form, operating in California that provides prearranged transportation services for compensation using an online-enabled platform to connect passengers with drivers using their personal vehicles.

Wheelchair-Accessible Vehicle (WAV) means a vehicle equipped with a ramp or lift capable of transporting non-folding motorized wheelchairs, mobility scooters, or other mobility devices, as defined in Public Utilities Code Section 5431.

Appendix B: Eligible Expenses

Table 3: Eligible WAV Expenses

Eligible WAV Expenses Adopted in D.20-03-007
Vehicle Costs
Lease/Rental/Purchase Costs
Rental Subsidies for Driver
Inspections
Maintenance, Service & Warranty
Fuel Cost
Cleaning Supplies/Services
Other (Describe)
Partnership Costs
Transportation Service Partner Fees/Incentives and/or Management Fees
Vehicle Subsidies
Consultants/Legal
Other (Describe)
Marketplace Costs
Recruiting
Driver Onboarding
Training Costs
Driver Incentives
Promo Codes for WAV
Other (Describe)
Operational Costs
Marketing Costs
Technology Investments/Engineering Costs/Enhancements
Community Partnership/Engagement Costs
Rental Management
Pilot Management
Wages, Salaries and Benefits (non-maintenance personnel)
Other (Describe)
Other (Describe)⁴⁷

⁴⁷ For example, ride fare subsidies.

Appendix C: Reporting Requirements

Quarterly Reporting as follows:

1. **Number of Unique WAVs in Operation** – by quarter and aggregated by hour of the day and day of the week. “In operation” is defined when a WAV: (a) is available to receive a trip request in that quarter/hour/day or (b) has accepted a trip request in that quarter/hour/day.
2. **Number and percentage of WAV trips completed, not accepted, cancelled by passenger, cancelled due to passenger no-show, and cancelled by driver** – by quarter and aggregated by hour of the day and day of the week.
3. **Completed WAV trip request response times** - in deciles, as well as broken out by Period A (time elapsed from when a trip is requested until the trip is accepted) and B (time elapsed from when a trip is accepted until the vehicle arrives). Response time is the elapsed time between when a trip is requested and when the passenger is picked-up (Period A plus Period B). For example, the Access Provider shall report that 10 percent of all trip requests originating in a geographic area and quarter were fulfilled in X response time minutes, 20 percent were fulfilled in X response time minutes, etc. In addition, the Access Provider shall report that the Period A time was X minutes for 10 percent of completed trips, that the Period B time was X minutes for 10 percent of completed trips, etc. Accordingly, to verify the Access Provider’s WAV response times, the Access Provider shall provide WAV trip response times in deciles, as well as Periods A and B in deciles, by quarter.
4. **Trip Completion Rate** – % completed WAV Trip Requests. Calculated by dividing total trips completed by total requested unique trips, multiplied by 100%.
5. **Evidence of outreach** - to publicize and promote available WAV services to disability communities, how the partnership promoted WAV services, and marketing or promotional materials of those activities.
6. **Certification of Driver Training** – Certification that all WAV drivers operating on its platform have completed driver training on transporting peoples with disabilities within the past three years, including sensitivity training, passenger assistance techniques, accessibility equipment use, door-to-door service, and safety procedures.
7. **Report of WAV Driver Training Programs** – List of driver training programs completed and number of WAV drivers that completed each training in that quarter.
8. **Certification of Inspection** - that all WAVs operating on its platform have been inspected and approved to conform with the ADA Accessibility Guidelines for Transportation Vehicles within the past year.
9. **Number of complaints** - received related to WAV driver or WAV services, categorized as follows: securement issues, driving training, vehicle safety and comfort, Service animal issue, stranded passenger, and others.
10. **Funds Expended** – Itemized list of eligible activities funded through this program.
11. **Contract Information** – Identify the parties to the contract, the duration, the amount spent on the contract, and how the amount was determined.
12. **Safety Protocol Declaration Form** – Certify under penalty of perjury to comply with Safety Protocols.



Item 9

April 12, 2023

MEMO TO: TRANSIT OPERATORS ADVISORY COMMITTEE (TRANSCOM)

**FROM: DOLORES LOPEZ, TRANSIT PLANNER
AUBREY SMITH, REGIONAL TRANSIT PLANNING PROGRAM MANAGER**

**SUBJECT: FISCAL YEAR (FY) 2023/24 TRANSPORTATION DEVELOPMENT ACT (TDA)
UNMET TRANSIT NEEDS (UTN) FINDINGS**

RECOMMENDATION:

- Review the Fiscal Year 2023/2024 Unmet Transit Needs Findings

DISCUSSION:

As part of the annually required Unmet Transit Needs Findings, the Citizen's Transportation Advisory Committee/Social Service Transportation Advisory Committee (CTAC/SSTAC) is required to review and comment on the recommendations proposed to be presented to the Commission. The Unmet Transit Needs Assessment is attached.

Pursuant to Senate Bill 203, the cities of Santa Paula, Fillmore, Moorpark, and Camarillo are subject to the Unmet Transit Needs process. Additionally, on June 11, 2018, legislation allowed Thousand Oaks to spend TDA fund on streets and roads and they therefore now participate in the process as well. VCTC Intercity service does not utilize Article 8 funds for non-transit purposes; however, service requests for the regional service it provides are included in the process. The Gold Coast Transit District (GCTD), City of Ojai and the City of Simi Valley do not utilize or claim TDA Article 8 funds for non-transit purposes and their service is not subject to the Unmet Transit Needs process.

Adopted Criteria

In order for a request to be considered an Unmet Transit Need, it must receive at least 15 requests for general public service or 10 requests for disabled service:

- Public transit services not currently provided to reach employment, medical assistance, shop for food or clothing, to obtain social services such as health care, county welfare programs and education programs.

- Service must be needed by and benefit the general public.
- Service expansions including new routes, significant modifications to existing routes, and major increases in service hours and frequency

If they fulfill the above criteria, the need must also be determined to be reasonable to meet.

Public Input Process

The public comment period for the Fiscal Year 2023-2024 Unmet Transit Needs process was held between December 12, 2022 and February 4, 2023 with comments received throughout the year, but outside of the public comment period included in the analysis.

Each year, VCTC uses a variety of channels to promote and solicit public comment for the Unmet Transit Needs process including an online survey, social media advertising, eblasts, community meetings, and the GOVCbus app. Public notices were also printed in the Ventura County Star and VIDA News.

This year, 34 surveys were received by VCTC which were lower than past years but other means of communication received higher responses. VCTC hosted two county-wide virtual community meetings and a virtual public hearing where over forty comments were received. Additional comments were received via email, phone calls, social media and through the Comprehensive Transportation Plan (CTP). Overall, 124 respondents provided 194 comments.

Analysis

Staff screened each comment received based on the criteria; no requests met the 15-comment threshold for fixed route or the 10-comment threshold for dial-a-ride service and therefore were not further screened to determine if the need was reasonable to meet.

Public feedback garnered through the current years analysis for transit services showed a high level of interest in service between Fillmore to Moorpark, Fillmore to Santa Clarita, and restored service to Woodland Hills. Although these requests fell short of the required 15 comments to be considered as Unmet Transit Needs, they indicate significant public demand. VCTC staff is exploring the possibility of a potential partnership with Santa Clarita Transit for service from Fillmore. Fleet capacity, route costs, labor, and configuration need to be addressed for service to both Santa Clarita and Woodland Hills. VCTC has received a grant to plan for service between Fillmore and Moorpark, which is a high-demand corridor area, and the proposed route will save passengers significant travel time and need for multiple transfers.

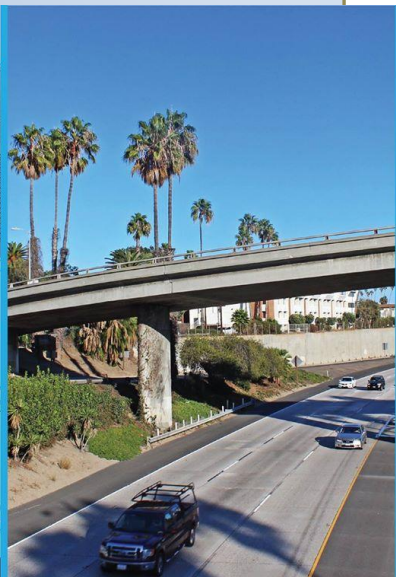
The most common comments that are not considered Unmet Transit Needs this year are related to expanded service to various Los Angeles County locations, VCTC Intercity service improvements, and Gold Coast Transit District service improvements. All comments received are essential for future planning in Ventura County and Comments that have decent support and have been brought up over the years are taken into consideration for future planning purposes

RECOMMENDATION

At this time, staff is recommending that there are no Unmet Transit Needs that are reasonable to meet. Staff will present the recommendation to the Commission in May for approval and determination that Transportation Development Act funds can be allocated for streets and roads purposes in cities fewer than 100,000 persons and Thousand Oaks.

FY 23-24 Transit Needs Assessment

Ventura County
Transportation Commission



Contents

List of Appendices	1
Chapter 1: What is the Ventura County Transportation Commission?	2
Chapter 2: What is the Unmet Transit Needs Process?	3
What is an Unmet Transit Need?	4
What is 'Reasonable to Meet'?	5
Chapter 3: Description of TDA-Funded Transit Providers Included in the Unmet Needs Process	6
Camarillo Area Transit	6
Moorpark City Transit	6
Thousand Oaks Transit	6
Valley Express Bus & Dial-A-Ride	6
VCTC Intercity	6
Metrolink Commuter Rail	7
Chapter 4: Public Input	8
Chapter 5: Transit Needs Assessment & Findings	9
Unmet Transit Needs Analysis	9
Conclusion	10

Appendices

- Appendix A – Passenger Fare Ratio Standards for New Transit Services in Ventura County
- Appendix B – Public Comments Received for FY 23-24 – Unmet Transit Needs
- Appendix C – Public Comments Received for FY 23-24 – All Other Comments

Chapter 1: What is the Ventura County Transportation Commission?

The Ventura County Transportation Commission (VCTC) is the State-designated Regional Transportation Planning Agency (RTPA) for Ventura County. In this role, VCTC is responsible for overseeing how federal and state monies for transportation are spent and is responsible for developing transportation plans that identify the region's mobility options and priorities. VCTC is also the State-designated County Transportation Commission, carrying the responsibility of designating how local sales taxes are used for transportation. In addition, VCTC provides intercity bus service throughout Ventura County and VCTC Intercity is the second largest transit operator in the county after the Gold Coast Transit District (GCTD).

###

Chapter 2: What is the Unmet Transit Needs Process?

The California State Transportation Development Act (TDA), passed in 1971, provides a major source of funding for local transit, bicycle/pedestrian and street projects. The legislation, as amended, authorizes the Ventura County Transportation Commission (VCTC) to administer the local TDA process and oversee regulatory and fiscal compliance.

The California TDA provides two major sources of annual funding for public transportation—the Local Transportation Fund (LTF) and the State Transit Assistance fund (STA). As the RTPA for the Ventura region, VCTC administers the TDA within the region, allocating TDA funds to eligible claimants (the Cities, the County, and transit operators) within its jurisdiction.

Each year, pursuant to Senate Bill 203, VCTC staff facilitates an annual transit needs assessment to determine if there are any areas in the county where populations of less than 100,000 are not served by public transit to meet their daily transportation needs. The areas in Ventura County with populations under the threshold include City of Camarillo, City of Moorpark, City of Fillmore, and City of Santa Paula. Additionally, on June 11, 2018, legislation allowed Thousand Oaks to spend TDA fund on streets and roads and they therefore now participate in the process as well. To complete this process, VCTC adopts definitions of an “unmet transit need” and “reasonable to meet” criteria to determine if service requests collected during this process can be met by local transit operators or not.

###

What is an Unmet Transit Need?

The Commission approved a definition of Unmet Transit Needs in 2014 which was expanded to give specific examples of what are or are not transit needs under the TDA, which is admittedly a narrower definition than might be assumed by the general public. Also, the definition quantifies what the threshold is for “substantial” community support, (i.e., 15 requests for general public service and/or 10 requests for service for disabled service). The Definition is as follows:

UNMET TRANSIT NEED

Public transportation services identified by the public with sufficient broad-based community support that have not been funded or implemented.

Unmet transit needs identified in a government-approved plan that meet the definition of an Unmet Transit Need.

Sufficient broad-based community support means that persons who will likely use the service on a routine basis demonstrate support: at least 15 requests for general public service and 10 requests for disabled service.

An Unmet Transit Need Includes:

- *Public transit services not currently provided to reach employment, medical assistance, shop for food or clothing, to obtain social services such as health care, county welfare programs and education programs. Service must be needed by and benefit the general public.*
- *Service expansions including new routes, significant modifications to existing routes, and major increases in service hours and frequency*

An Unmet Transit Need Excludes:

- *Operational changes such as minor route changes, bus stop changes, or changes in schedule*
- *Requests for extended hours or days of service*
- *Service for groups or individuals that is not needed by or will not benefit the general public*
- *Comments about vehicles, facilities, driver performance and transit organizational structure*
- *Requests for better coordination*
- *Requests for reduced fares and changes to fare restrictions*
- *Improvements funded or scheduled for implementation in the following year*
- *Future transportation needs*
- *Duplication or replacement of existing service*

What is ‘Reasonable to Meet’?

Once a service request is received and has broad-based support (meeting the 15 or 10 comment threshold), it is further evaluated to determine how feasible it is for the transit operator to expand service. Figure 1 illustrates the criteria adopted by the Commission to evaluate the feasibility of requests to expand or significantly change service.

Figure 1 – ‘Reasonable to Meet’ Criteria

Outcome	Definitions	Measures & Criteria
Equity	The proposed service will not cause reductions in existing transit services that have an equal or higher priority	Measures: Vehicle revenue service hours and revenue service miles. Criteria: Transit vehicle service hours and miles will not be reduced on existing routes to fund the proposed service
Timing	The proposed service is in response to an existing rather than future transit need	Criteria: Same as definition that proposed service is in response to an existing rather than future transit need; based on public input.
Feasibility	The proposed service can be provided with the existing fleet or under contract to a private provider	Measure: Vehicle spare ratio: Transit system must be able to maintain FTA’s spare ratio requirement of 20% (buses in peak service divided by the total bus fleet cannot fall below 20%). If less than 20%, can additional buses be obtained (purchased or leased) or can service be provided under contract to a private provider?
Feasibility	There are adequate roadways to safely accommodate transit vehicles	Measure and Criteria: Route inspection to determine adequacy of infrastructure to accommodate transit vehicles and passengers.
Cost Effectiveness	The proposed service will not unduly affect the operator’s ability to maintain the required passenger fare ratio for its system as a whole	Measure: Total estimate annual passenger fare revenue divided by total annual operating cost (the entire service including the proposed service). Criteria: Fare revenue/operating cost cannot fall below the operator’s required passenger fare ratio.
Cost Effectiveness	The proposed service will meet the scheduled passenger fare ratio standards described in Appendix A	Measures and criteria: See Appendix A.
Service Effectiveness	Estimated passengers per hour for the proposed service will not be less than the system-wide average after three years.	Measure: Passengers per hour. Criteria: Projected passengers per hour for the proposed service is not less than 70% of the system-wide average (without the proposed service) at the end of 12 month of service, 85% at the end of 24 months of service, and 100% at the end of 36 months of service.

Chapter 3: Description of TDA-Funded Transit Providers Included in the Unmet Needs Process

VCTC Intercity service does not utilize TDA Article 8 funds for non-transit purposes; however, service requests for the regional service it provides are included in the process. The Gold Coast Transit District (GCTD), City of Ojai and the City of Simi Valley do not utilize or claim TDA Article 8 funds for non-transit purposes and their service is not subject to the Unmet Transit Needs process.

Camarillo Area Transit

Camarillo Area Transit (CAT) operates two fixed routes. One route runs seven days a week approximately every thirty minutes. The second route runs five days a week approximately every hour. The routes are within the city and run approximately every half an hour. CAT also offers general public DAR service every day of the week, but it does not include school trips.

Moorpark City Transit

Moorpark City Transit (MCT) operates two fixed routes with service Monday through Friday. The routes are within the city and run approximately every hour. In addition, MCT provides senior DAR and ADA paratransit service Monday through Friday. The City of Moorpark contracts with Thousand Oaks to provide DAR services. MCT also operates an on demand microtransit program available Monday through Friday.

Thousand Oaks Transit

Thousand Oaks Transit (TOT) operates five fixed routes, with service Monday through Saturday. The routes are within the city and run approximately every hour with some variations on Route 44. Thousand Oaks Transit also provides senior Dial-A-Ride and ADA paratransit service seven days a week.

Valley Express Bus & Dial-A-Ride

Valley Express Bus & Dial-A-Ride serves the communities of Santa Paula, Fillmore, Piru and the unincorporated areas that make up the Heritage Valley. Fixed-route service consists of two community circulators, within the cities of Santa Paula and Fillmore, and a shuttle service connecting the community of Piru with the city of Fillmore. The Valley Express Bus & Dial-A-Ride service was implemented in March 2015 with service modifications taking effect in January 2016. Each route is scheduled to make timed connections with the VCTC Intercity Highway 126 line (Routes 60-62).

General Public Dial-A-Ride service is available within Fillmore, Santa Paula, Piru, and other unincorporated areas of the Heritage Valley. Seniors and ADA certified riders may use Dial-A-Ride to travel between Fillmore, Santa Paula, and Saticoy.

VCTC Intercity

The Ventura County Transportation Commission operates VCTC Intercity, an intercity bus network that operates primarily within Ventura County, with service also extending into Santa Barbara. VCTC Intercity currently operates six fixed lines that provide inter-city service between, Thousand Oaks, Simi Valley,

Moorpark, Camarillo, Oxnard, California State University Channel Islands (CSUCI), Fillmore, Santa Paula, Ventura, Carpinteria, Santa Barbara, and Goleta.

Metrolink Commuter Rail

Metrolink is now operating 20 weekday trains through Ventura County (prior to the pandemic, it operated 16 weekday trains) and one round-trip Saturday train. Although Metrolink is a regional commuter rail service provider serving the five-county Southern California region including Ventura County, VCTC is a member agency which contributes TDA LTF funding to operate the Ventura County Line. The Ventura County Line serves six stations including Ventura Downtown/Beach, East Ventura, Oxnard, Camarillo, Moorpark, and Simi Valley, plus seven stations in Los Angeles County. Requests for expanded Metrolink service were included in this analysis because of its service to cities with populations of less than 100,000.

###

Chapter 4: Public Input

The public comment period for the Fiscal Year 2023-2024 Unmet Transit Needs process was held between December 12, 2022 and February 4, 2023 with all comments collected throughout the year also included in this report.

Each year, VCTC uses a variety of channels to promote and solicit public comment for the Unmet Transit Needs process including an online survey, social media advertising, eblasts, community meetings, and the GOVCbus app. Public notices were also printed in the Ventura County Star and VIDA News. VCTC hosted three county-wide virtual community meetings and a virtual public hearings.

A total of 194 comments were received for the Fiscal Year 2023-2024 Unmet Transit Needs process which is more than in the previous Fiscal Year 2022-2023 period. This year, 34 surveys were submitted which is less than previous years. However, through a combination of email, phone, community meetings, social media and the Comprehensive Transportation Plan (CTP), 124 individual respondents provided comments.

###

Chapter 5: Transit Needs Assessment & Findings

Unmet Transit Needs Analysis

Throughout the year and during the public comment period, VCTC received a total of 194 comments through the online survey, social media posts, email, phone calls, CTP, and as public comments that were received at the virtual community meetings and Public Hearing. Many of the comments received were about general increases in service, general comments/complaints about existing bus service, city planning, or transit operational in nature (ex., additional bus stops, etc.). Comments of this nature and ones regarding service areas that are not applicable to the Unmet Transit Needs process were not considered but were forwarded to the appropriate transit operator.

Comments regarding an expressed demand for new service in the applicable cities were screened to determine if the request for service met the definition of an Unmet Transit Need using the Commission's adopted criteria. None of the requests met the 15-comment threshold for fixed route or the 10-comment threshold for dial-a-ride service and therefore were not further screened to determine if the need was reasonable to meet.

While the assessment did not find any requests that met the 15-comment threshold, it is notable that service between Fillmore and Moorpark garnered 11 comments, service between Fillmore and Santa Clarita received six comments, restored service to Woodland Hills received four comments, and a petition for a bus stop in Camarillo at Sage services was also submitted. Despite falling short of the comment threshold, these responses demonstrate a noteworthy level of interest from the public for service. Although service to Santa Clarita is not technically an Unmet Transit Need as the request is for service into LA County, VCTC staff has continued to plan for a scenario to bring the service forward as a potential partnership with Santa Clarita Transit. This has been a top requested service improvement over the last several years. Service to Woodland Hills will continue to be monitored, but for both improvements fleet capacity and needs, route costs, sufficient labor and route configuration are issues to be addressed as part of the planning process. A petition for a new bus stop in Camarillo was received by SAGE services, who provides services to people with developmental disabilities. VCTC met with SAGE staff and discussed other options for service to the area which included the availability of paratransit service and CAT service. The service stop requested is not operationally feasible and not considered a UTN because it is a bust stop. Though a petition is helpful, it is hard to gauge how many people need the service since many of the signees were outside of the county and we did not receive any comments outside of the petition and through SAGE. Restoring pre-pandemic VCTC Intercity service levels has been the priority for the service and efforts to increase service will be considered once service has been restored.

Service between Fillmore and Moorpark is routinely one of the most requested services VCTC receives through the Unmet Transit Needs process and fully within Ventura County, including this year where it was the most requested comment received during the public participation process. To address this continued demand, VCTC staff applied for and was awarded a grant for Congestion Mitigation and Air Quality (CMAQ). The initial planning stages for service have begun to the approximate 15 mile (each direction) identified service area. The proposed route will provide service to an area that has been

unserved, resulting in a substantial reduction in travel time. The new service will run daily, on average, passengers can expect to save nearly two hours on a one-way trip. This improvement will greatly benefit current transit riders, and is expected to attract new passengers as well. It is expected that service will begin in the Spring 2024.

The most frequent comments that are not applicable to the Unmet Transit Needs process this year but are valuable for the operators are as follows:

- Expanded service to multiple Los Angeles County locations, including increased Metrolink and Pacific Surfliner service into Ventura County and Santa Barbara.
- Varying improvements to the VCTC Intercity service
- Varying improvements to the Gold Coast Transit District service

All comments are essential to improving public transit in Ventura County. Comments that have decent support and have been brought up over the years are taken into consideration for future planning purposes. All comments submitted are included in Appendices B and C. Appendix B includes all comments received that could potentially be considered an Unmet Transit Need if support is increased and Appendix C includes all other comments received through the process.

Conclusion

There were several comments received that VCTC evaluated under the definition of an Unmet Transit Need in terms of public service not provided or service that currently exists but would require significant route or frequency expansion. This year, no requests met the 15-comment threshold, therefore there are no Unmet Transit Needs.

All comments received through this process were forwarded to the operators, who take it into consideration for future planning purposes. VCTC and the operators continue to coordinate to work towards improved transit service including connectivity and transferability for cross-county travel, especially regarding service to Santa Clarita.

Although the comments received may not meet the “Unmet Transit Needs” and “reasonable to meet definitions,” VCTC and other transit operators in Ventura County, take these comments and all public input received into consideration in their regional transit planning efforts. VCTC and the County’s transit operators thank the public for their participation in this process.

Appendix A – Passenger Fare Ratio Standards for New Transit Services in Ventura County

It is desirable for all proposed transit services in urban areas to achieve a 20% passenger fare ratio by the end of the third year of operation. A passenger fare ratio of 10% is desired for special services (i.e. elderly and disabled) and rural area services. (1) More detailed passenger fare ratio standards, which will be used to evaluate services as they are proposed and implemented, are described below. Transit serving both urban and rural areas, per state law, may obtain an “intermediate” passenger fare ratio.

Urban Service	Rural Service	Recommended Action
New Service Performance Criteria: End of Twelve Months		
Less than 6%	Less than 3%	Provider may discontinue service.
6% or more	3% or more	Provider will continue service, with modifications if needed.
New Service Performance Criteria: End of Twenty-four Months		
Less than 10%	Less than 5%	Provider may discontinue service.
10% or more	5% or more	Provider will continue service, with modifications if needed.
New Service Performance Criteria: End of Thirty-Six Months **		
Less than 15%	Less than 7%	Provider may discontinue service.
15% to 19%	7% to 9%	Provider may consider modifying and continue service.
20% or more	10% or more	Provider will continue service, with modifications if needed.

**Per statute the VCTC may establish a lower fare for community transit (dial-a-ride) services.*

***A review will take place after 30 months to develop a preliminary determination regarding the discontinuation of proposed services.*

Appendix B - Public Comments Received for FY23-24 - Unmet Transit Needs

Comment	Specific Type	Service Area
Service between Fillmore to Moorpark Metrolink to meet up with the current train schedules	Expanded Service	VCTC/Valley Express
Service between Fillmore to Moorpark Metrolink to meet up with the current train schedules	Expanded Service	VCTC/Valley Express
Service between Fillmore to Moorpark Metrolink to meet up with the current train schedules	Expanded Service	VCTC/Valley Express
Service from Moorpark to Fillmore on the weekdays	Expanded Service	VCTC/Valley Express
Service from Moorpark to Fillmore on the weekdays	Expanded Service	VCTC/Valley Express
Service from Moorpark to Fillmore on the weekdays	Expanded Service	VCTC/Valley Express
Service between Fillmore and Moorpark College to attend classes. A small public engagement event meeting with students/staff at One Step in Fillmore biggest request was a connection to Moorpark College. I talked to them about how it would be difficult to walk or bike from Fillmore to Moorpark College. They said they would like to take public transportation there as many of them don't have cars but public transportation can take 3 hours vs driving is 25 minutes. I told them about the VCTC Comprehensive study, a few of them said they have participated in surveys and used the online tool that was up previously regarding desired routes.	Expanded Service	VCTC/Valley Express
Service from Fillmore to Moorpark in general, but specifically to Moorpark train station to meet up with the current train schedule.	Expanded Service	VCTC/Valley Express
Service from Santa Paula/Fillmore to Moorpark during the day	Expanded Service	VCTC/Valley Express
Service from Fillmore to Simi Valley during the day for various activities.	Expanded Service	VCTC/Valley Express
Service from Fillmore to Thousand Oaks via Moorpark	Expanded Service	VCTC/Valley Express
Service between Fillmore/Piru to Santa Clarita	Expanded Service	VCTC
Service between Fillmore/Piru to Santa Clarita	Expanded Service	VCTC
Service between Fillmore/Piru to Santa Clarita	Expanded Service	VCTC
Service from Fillmore to Santa Clarita/Valencia during the day for various activities.	Expanded Service	VCTC
Service from Fillmore to Santa Clarita in the mornings and evenings for work and school.	Expanded Service	VCTC
Service from Ventura Transit Center to Santa Clarita/Newhall anytime between 5am-11PM	Expanded Service	VCTC
A bus route to be added to the general area of Del Norte Rd and Central Ave in Camarillo, CA. SAGE serves persons with developmental and intellectual disabilities throughout Ventura County and a big part of their goals is mobility training via public transit to teach and expand independence. Between persons served and staff within SAGE, we have close to a 1000 people who could utilize the bus system. Having a bus stop local to our place of business allows persons served to attend person centered activities, skill building opportunities, and expands their independence with public transportation.	Expanded Service	CAT
Need a long term plan for service to visit SAGE in Camarillo to serve community members with intellectual and developmental disabilities (I/DD) trying to get to regional program services. Including the needs of those with I/DD on your next needs assessment.	Expanded Service	CAT
Service from Fillmore to the Antelope Valley	Expanded Service	VCTC
Service from Fillmore to Val Verde during the mornings and evenings for work and school.	Expanded Service	VCTC
Service from Thousand Oaks Mall to Thousand Oaks Arts Plaza on Sunday to get to work.	Expanded Service	TOT
Service to Ventura Metrolink Station during commuter hours	Expanded Service	VCTC
Restore the Conejo Connection Service to Woodland Hills from Camarillo. I used to ride the VCTC bus back and forth between Camarillo and Warner Center almost every day.	Expanded Service	VCTC
Better connections to Metrolink stations from Fillmore, there is an existing bus line that can get to Ventura but it takes a really long time.	Expanded Service	VCTC
Service from Oxnard Transportation Center to San Fernando Valley (Woodland Hills) during day hours for shopping and tourism.	Expanded Service	VCTC

Appendix B - Public Comments Received for FY23-24 - Unmet Transit Needs

Service between Oxnard Transit Center to Woodland Hills during commuter hours arriving at 6am and returning home at 4pm. Reinstate Conejo Connection.	Expanded Service	VCTC
Service from Fillmore to Ventura Metrolink Station arriving at 7:10am and a return trip in the afternoon after 6pm to travel to and from school.	Expanded Service	VCTC
Service between Thousand Oaks and Burbank at anytime throughout the day	Expanded Service	VCTC
Very satisfied with the service. Reinstate service from Thousand Oaks to Woodland Hills	Expanded Service	VCTC
Use the TAP card in Ventura County to provide better interoperability with LA County services and Metrolink, while reducing the costs of maintaining a proprietary transit payment system.	Comment	VCTC
Bus Rapid Transit build out and operation should be prioritized to give people a quick and easy way to navigate our major corridors.	Expanded Service	VCTC
Service from Ventura County to the Point Mugu naval air base at least once or twice a day for active-duty personnel to get around the county. The #2 largest employer in the county should have public transit access.	Expanded Service	VCTC
Service to the Ventura Harbor throughout the day for recreational use at multiple locations throughout the Harbor area.	Comment	VCTC
Service from Ventura to Malibu through the PCH throughout the day.	Expanded Service	VCTC
Service is great. I have used it a couple of times for fun. I would use it more if it traveled farther than Warner Center, like to UCLA or DTLA.	Expanded Service	VCTC

Appendix C - Public Comments Received for FY23-24 - All Other Comments

Comment	Specific Type	Service Area
Service in Camarillo should have a Dial A Ride that is easier to use and schedule. An app would be ideal instead of the call center that is currently used. I had to buy a car recently after moving to Camarillo because it was difficult to schedule a ride. What use is a dial-a-ride service that is often unavailable.	Operations	CAT
Fixed Route service in Camarillo with more frequency and improved coverage of the city	Expanded Service	CAT
Need a short term plan for transportation for the lack of public transportation to SAGE. My sons will not be able to drive and due to their disability and will rely on public transportation. Currently the only transportation that works for them is HopSkipDrive, a very expensive ride share service. Public transportation is complicated, time intensive, and requires substantial walking	Operations	CAT
A fee waiver for Dial A Ride in Camarillo for people served by local regional center. Currently Dial A Ride is cost prohibitive. People that are served by the regional center live in abject poverty. Using 10% of your budget on one outing is unacceptable. I have two children with I/DD served by our local regional center. Regional centers do not provide funding for community-based transportation..	Fares	CAT
Service in Camarillo using fixed route with ample times for travel throughout the city that does not require me to use Dial A Ride and plan ahead.	Frequency	CAT
Service in Camarillo to intergrate better with Oxnard/Ventura to reduce travel times	Expanded Service	CAT-VCTC
Service between Camarillo Outlets to Camarillo Hospital on weekends for shopping	Service Hours	CAT
Service in Camarillo with connectivity on fixed route	Expanded Service	CAT
Camarillo needs a bus service. The DAR service doesn't work well for seniors anymore.	Comment	CAT
Service for an express from downtown Ventura that runs down Thompson, takes a left onto telephone, a right on Victoria, gets on the 101 south, on and off at Vineyard and stops in front of the Walmart on Rose Ave. now, just from Victoria and Telephone. You could stop at only major lights or have the express get on the 101 south at Telephone. The first proposal better connects Ventura to Oxnard and would help facilitate greater ridership and cut down on congestion and climate change	Expanded Service	Gold Coast
Service between Oxnard and Camarillo. Gold Coast Transit service should be extended with a few lines into Camarillo. This would make sense from a geographic perspective. Camarillo can then cut back its clunky and half-useless dial-a-ride for ADA and seniors only. They might even be able to improve it with a smaller base. The rest of us will enjoy regular 30, 45, or 60 minute service along fixed routes some of which go to Ventura and Oxnard.	Expanded Service	GCT
Service between Pacific View Mall to Ventura harbor	Expanded Service	Gold Coast
Service between Saticoy to Oxnard esplanade. Current connecting routes require taking two buses about 1-1 1/2 hrs to get to Oxnard. The new development on wells that could also benefit Oxnard from a more direct route.	Expanded Service	Gold Coast
Combine Ojai trolley into Gold Coast.	Operations	Gold Coast
Service in the Ventura keys and Pierpont. Very unsettling that there is not bus service in the keys and pierpont area. Please look into it. Lisa Mechanick	Expanded Service	Gold Coast
A new bus stop on Victoria Avenue closer to Telegraph. Ideally, it would be at the corner of Woodland and Victoria. I live at SO-FI Apartments and ride the bus almost daily. Coming from say, Telephone Road, I have to get off at Victoria and Telegraph, cross very congested Telegraph, then Victoria itself. Coming from the Transit Center, I still have to cross Victoria. I am 86 and sold my car two years ago. Several times, I've almost been hit	Expanded Service	Gold Coast

Appendix C - Public Comments Received for FY23-24 - All Other Comments

I am appreciative of the bus service In Ventura. The fact that I can ride free is such a boon; almost every day, I take it to shop, visit friends, or keep appointments. To top it off, the drivers are virtually all courteous, helpful, and welcoming. The access Van is wonderfully convenient, too, of course. Thank you!	Comment	Gold Coast
I greatly appreciate the bus and Access Van service and use it almost daily—for free because I'm over 75. This is a great help to me and I certainly have no complaints.	Comment	Gold Coast
Service in Pierpont area of Ventura. A bus stops along the route for daughter to take to Ventura High School. Sidewalks are so narrow. There are no bus stops along the route, and daughter needs to walk up Seaward from Harbor to Main St. in the AM, and then back down again in the PM.	Expanded Service	Gold Coast
It would be wonderful if a stop on Victoria, midway between Telephone and Telegraph could be added. I realize it's a very busy area, so maybe it's not possible, but please consider. Thank you.	Expanded Service	Gold Coast
A bus stop in the Pierpont area for students to get to Ventura High School without having to be on the dangerous road. There was a traffic accident there where a student walking to school on Seaward was killed (Mar 2020?) because the sidewalks are so narrow. There are no bus stops along the route, my daughter needs to walk up Seaward from Harbor to Main St. in the AM, and then back down again in the PM.	Expanded Service	Gold Coast
I use GCT route 19 to attend dr appointments at Magnolia clinic. This route has longer wait times, the other routes run well. I use transit everyday I don't know how to drive and it is more economical. Thank you for good service.	Operations	Gold Coast
Service from Ventura to the VA Clinic for medical appointments	Expanded Service	Gold Coast
Service from Oxnard Transit Center to Downtown Ojai Park & Ride anytime between 6AM-11PM to attend school and recreational activities	Expanded Service	Gold Coast
Service from the Ventura Transit Center to Foothills during the day for recreational activities. Adding a stop on Victoria between Telephone/Telegraph	Expanded Service	Gold Coast
Safety Concern on bus stop off of Highway 33 in Castias Springs. Last bus stop on Nye Rd. Ramp exit is dangerous due to location and puts me up against the weeds a brush/fence too close.	Comment	Gold Coast
Express Service between Oxnard Transit Center and Downtown Ojai. Stops at the Esplanade, Ventura Transit Center, Downtown Ventura, Casitas Springs, Oak View, and Mira Monte	Expanded Service	Gold Coast
Service from Ventura (Harbor Blvd) to Naval Base in Port Hueneme arriving at 7am for work	Expanded Service	Gold Coast
Service to Santa Paula Branch Trail Weekend Service	Expanded Service	VCTC/Valley Express
Expanded hours on Intercity and local routes.	Frequency	VCTC/Valley Express
Add service to Rio Vista School in Fillmore stop closer to 2:30. Kids get out at 2:25, not 3:00.	Service Hours	Valley Express
Service from Santa Paula High School to Sant Clara Valley Boys and Girls Club after school starting at 4:00pm and later. Currently youth are walking to the site in the rain, traffic, and loose dogs because there is no service.	Service Hours	Valley Express
Service from Santa Paula High School and Isabel Middle School to Sant Clara Valley Boys and Girls Club starting at 2:50pm and later. Currently youth are walking to the site in the rain, traffic, and loose dogs because there is no service.	Service Hours	Valley Express
Service in Santa Paula to make routes with less loops and better bidirectional service	Expanded Service	Valley Express
A new bus stop close to Tri-Counties Regional Center Office at 970 W. Ventura Street in Fillmore on the McDonald's side for disabled students.	Expanded Service	Valley Express
Service in Villa Arroyo in Moorpark with more frequency during the day.	Frequency	MCT
Service from Villa del Arroyo in Moorpark to Thousand Oaks Community Center arriving at 8am to do volunteer work.	Expanded Service	MCT
Service from Thousand Oaks to Burbank at anytime	Expanded Service	TOT

Appendix C - Public Comments Received for FY23-24 - All Other Comments

Service from the Canoga station to Thousand Oaks Transit through out the day for recreational activities.	New Service	TOT
Combine Kanan shuttle to Thousand Oaks.	Operations	TOT
Service between Lang Ranch (northeast T.O.) to the Promenade (southeast T.O.) in a streamlined route that is more direct and efficient on time	Expanded Service	TOT
MetroLink tickets are confusing/hard to buy	Comment	MetroLink
Increase the current frequency and connectivity to local transit of the rail in Ventura County during the week for students of CSUCI and employees (weekends would be beneficial for leisure as well).	Frequency	MetroLink
Extend service Southbound on MetroLink into Camarillo during the day and not just during peak commute times for students and employees to connect to campus. Last semester we had around 3K parking permits sold. Our transit ridership is also improving, we saw an increase last semester from 400 to 600 student ID's being activated for use on the VC bus system, showing that our community is willing to take transit when good options are offered to them	Frequency	MetroLink
Additional times on MetroLink from LA Union Station to Moorpark on Sunday. Currently have to take train to Santa Clarita to take a later train (5:25pm) back from LA because latest train to Moorpark leaves LA at 3:13pm.	Frequency	MetroLink
The entire train route from LA Union Station to Ventura should be double track to facilitate regular (once every hour) service in both directions between Simi, Moorpark, Somis, Camarillo, Oxnard, and Ventura.	Expanded Service	MetroLink/LOSSAN
More frequent trains.	Frequency	MetroLink
Service between Moorpark College to Chatsworth MetroLink later in the evening. There is no way to get there after 5:47PM with Public Transportation. Best time is 6:15PM @ Moorpark College to get to Chatsworth around 6:50PM.	Frequency	MetroLink
Resume the commuter train from Santa Barbara to Ventura. Before the pandemic there was an early commuter train but now the earliest northbound train arrives a little before 10am which is too late for most workers who commute. This train would greatly help us commuting northbound, especially with the construction to the 101.	Operations	LOSSAN
Service with from Ventura to Santa Barbara during commuting hours morning 8:30am and return from Santa Barbara to Ventura at 5:15pm using Amtrak/MetroLink.	Expanded Service	MetroLink/LOSSAN
More frequent Service using the train from Los Angeles to Camarillo in order to travel to CSUCI. The schedule is geared towards LA super commuters, which makes it difficult for students to work into their daily commute, even if they live along the route. Would love to see better frequencies like the ones seen on other ML routes. A schedule better aligned with the 97 VCTC bus route to encourage transit ridership where a super majority drive to campus.	Frequency	MetroLink
Service from Ventura to Santa Barbara in the morning for work to arrive between 6am to 7pm. Service back from Santa Barbara to Ventura at 3:45pm and 4:45pm using Amtrak/MetroLink service	Expanded Service	MetroLink/LOSSAN
Service between Ventura to Santa Clarita on the Santa Paula Branch Line for Regional Rail Service. Double Tracking and new track would be required and run under MetroLink	Expanded Service	MetroLink
Service from Camarillo to Goleta arriving between 5:30am-6am and returning between 4:00pm and 5:30pm using Amtrak/MetroLink	Expanded Service	MetroLink/LOSSAN
MetroLink need increased capacity and connectivity	Comment	MetroLink
Service in Ventura County/Camarillo into LAX for travel. With Santa Barbara serving LAX with the Santa Barbara Airbus it is quite a disappointment to not have a similar option from Ventura County. MetroLink is a very circuitous way to LAX and as scheduled and takes 2 hours and 30 minutes from Camarillo which is about an hour and 30 minutes more (both assume no traffic). With the unreliability of Uber and the demise of many van shuttle services I would hope the county could at least link in via Van Nuys or operate their own service or partner with Santa Barbara.	Expanded Service	VCTC
Service from Thousand Oaks to LAX at anytime.	Comment	VCTC
Service between Thousand Oaks and LAX at anytime throughout the day	Expanded Service	VCTC

Appendix C - Public Comments Received for FY23-24 - All Other Comments

Service from Thousand Oaks to local airports for seniors using a shuttle	Comment	VCTC-Metrolink
Bus stop visibilty needs to improve - Signage and Shelter help	Expanded Service	VCTC
Bus stop visibilty needs to improve - Signage and Shelter help	Comment	VCTC
Improved signage at bus stops to be able to tell easily and clearly bus stops and times	Expanded Service	VCTC
Shelters with benches at all stops to make traveling with groceries easier.	Comment	VCTC-Metrolink
More bike racks at stops	Bike	All
Improved bike Lanes on Los Posas with protection from the vehicles traveling on road.	Comment	CAT
Last Mile Service - ebike or escooter rentals	Comment	All
Separate Bike, Car, and Pedestrian Lanes	Road Planning	CAT
Curb ramps on sidewalks are too steep	General Comment	CAT
We should discourage single occupancy vehicle use	Comment	All
New shade trees for streets with roots that grow down so that the sidewalks do not become dangerous with stumps	General Comment	CAT
New shade trees for streets with roots that grow down so that the sidewalks do not become dangerous with stumps	General Comment	CAT
Dedicated bike lanes on the Camarillo Metrolink overpass for pedestrian and bike safety.	Comment	VCTC
Improvement on bike lane safety from vehicles throughout the county	Comment	VCTC
Signage for Metrolink station with times for buses/trains	Comment	VCTC
Make Camarillo Pedestrian Friendly - Old Town	General Comment	CAT
Make Downtown Oxnard pedestrian friendly, rezone it. There should be an area like the one on Main st. in Ventura. Which allows people to stroll through	General Comment	GCTD
Need to redirect vehicle traffic to roads	General Comment	VCTC
Too Many Parking Lots. Make them into parks and bike lanes.	General Comment	All
Need to improve storm drains	General Comment	CAT
Include intentional outreach.	Comment	All
Create a bike sharing service.	Comment	VCTC
Taxi Stands at major destinations.	Comment	All
Ensure different transit agencies do not duplicate service.	Comment	All
More marketing on transit.	Comment	All
Improve on time preformance on all bus routes, constantly late to school. Times are unreliable	Comment	VCTC
There should be one timetable and one ticket system county-wide. End the strict separation of services with different ticketing and scheduling.	Comment	All
Senior Citizen fare should be free/subsidized. A grant should be pursued to fund free senior citizen fares. The younger population may have more funds available to them from parents/caregivers and may be more able to find jobs than the senior population. This would do a lot to overcome mobility challenges seniors have in the County.	Fares	All
Improve on the outreach and visibility of the current service to reach the public better	Comment	All
Schedules are confusing, make them easier to understand	Comment	VCTC
Car infrastructure funds should be diverted to other things	General Comment	All
Roads to Somis Nut House are gravelly, they should be fixed	General Comment	VCTC
Designing and Building Streets for Pedestrians and Bikes	General Comment	All
Sidewalks need to be cleaned when streets are cleaned	General Comment	All
Need Safer bike lanes. Please create grade seperated bike lanes	General Comment	All
Extend the college Ride Promotion to include Cal State Northridge.	Fares	VCTC
On my part the service is great. I want to thank everyone working in transportation	Comment	All
Excellent service. I just get scared when people get on that talk to themselves and look mentally unstable.	Comment	All
No service requests because I have have my own car.	General Comment	All
Great Service	Comment	All

Appendix C - Public Comments Received for FY23-24 - All Other Comments

Increase outreach to colleges, local community and neighborhood groups, and participate in more events where community members gather.	Comment	All
Publicity for Public Events - I suggest community brochures	Comment	All
uber/Lyft subsidy programs to have something in the short term if the regular bus route does not work for travel	Comment	VCTC
Create a peak hour shuttle services or carpool systems	Comment	VCTC
Have fewer stops on the Highway 101 route 50 schedule, perhaps only one stop per city to make the trip from Ventura to Thousand Oaks quicker.	Operations	VCTC
VCTC a pleasure to ride, and even though I used them recently for jury duty they are far too infrequent to be of use on a permanent basis. A few of the lines offer service late into the evening (even more should do so). Increase frequency of service of VCTC buses better connections with other systems—at least every 60 minutes	Frequency	VCTC
Add a bus stop (MTD bus stop# 454) in Carpinteria tech park for all VCTC coastal express buses which runs in the route Southbound from Santa Barbara .	Operations	VCTC
Express Service between Ventura and Camarillo to get to work	Expanded Service	VCTC
Express Service between Ventura and Camarillo to get to work	Expanded Service	VCTC
Service between Camarillo to Thousand Oaks for extracurricular activities throughout the day/evening. Adding other stops than the Oaks Mall and TO Transit Center	Expanded Service	VCTC
Service from Cottage Hospital going Southbound to Ventura that leaves @ 07:30pm or 07:35pm for work. I work at Cottage Hospital but most of the 12 hour day shifts end @ 07:30pm. The last bus that leaves Cottage Hospital is at 07:15. I have many coworkers who live in OX and commute to SB during these hours that would take the later bus if the current time was moved from 07:15pm to 07:30pm. Or 07:35pm.	Service Hours	VCTC
Resume service at Mission & De La Vina at 9:15 am for classes at the Braille Institute that have resumed. Our classes start at 10am, currently bus drops off at 10:15am. I would appreciate it and all other students from Ventura. Thank you for your consideration.	Service Hours	VCTC
Service from cottage hospital at 7:35pm because I work there and commute. The bus would help me out. I know it would help a few of my coworkers out, too. Thanks.	Service Hours	VCTC
Add a bus that leaves Cottage Hospital at 07:35pm to get home after work. Unfortunately, my work schedule makes it difficult for me to make it to the 7:15pm. This will greatly help me and I know others that will also benefit.	Service Hours	VCTC
Service from Fillmore on the weekends at a earlier time, and a later one returning to Fillmore at night on the 126.	Service Hours	VCTC
Service to Todd Road Jail in Santa Paula. Can adda stop to the current 126 VCTC route	Expand Service	VCTC
Service between Moorpark College and Galena Ave and Cochran Bus Stop to close the large gap between 10:27am and 1:42pm. Suggestion that the 70 that arrives to Moorpark College at 1:13PM go an extra 3 miles to Galena Ave Bus stop.	Frequency	VCTC
Reinstate the 6:40 AM bus from the Ventura Government Center to Santa Barbara. I work for the Santa Barbara County Public Health Department (8am to 5pm) and have been taking the Vista bus from the Government Center in Ventura to the SB County Complex for the past 7 years. The new schedule has eliminated the 6:40 stop at the Gov. Center, and has been replaced with a new 6:40 stop at the Ventura Transit Center.	Service Hours	VCTC
Add a stop at the Ventura transit Center for the bus that departs the SB County Complex (5:15). Currently bus does not stop at the Ventura Transit Center, just the Gov. Center, leaving me stranded at the Gov. Center with my car at the Transit Center from having to drive over in the AM. I'm requesting that you reinstate the 6:40 stop at the Gov. Center so that I can continue to take the bus to and from work from the Gov. Center. I'm writing to you on behalf of myself, and others that work for the County of Santa Barbara and the City of Goleta that have the same issue.	Service Hours	VCTC

Appendix C - Public Comments Received for FY23-24 - All Other Comments

<p>A bus stop at Turnpike & Hollister Avenue in Goleta to serve the SB school district employees of San Marcos High School on the 6:16am #85-c bus from the Ventura Government Center. Presently Bus #85-C drops off at SB county complex (Honor Farm Road/Camino Del Remedio). The walk from this bus stop to San Marcos High School is far and very unsafe due to no sidewalks on Calle Real and having to cross a busy freeway bridge. The next bus stop after that is on Patterson Avenue. The bus enters the freeway at Turnpike only to exit on Patterson. If the bus continued straight on Turnpike instead of entering the freeway and stopped at Turnpike and Hollister (across the street from San Marcos High School) it would stay directly on the path to the Patterson bus stop. This particular 85C bus makes a stop at Carpinteria Tech Park (Via Real / Mark), no passengers get off or on. 18+ commuters</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>A bus stop closer to Turnpike & Hollister Intersection to ride on Bus #89 in the afternoon Southbound from Goleta to Oxnard). Currently, Bus #89 drives by San Marcos High School at around 4pm (on Hollister) and turns left at Turnpike on its way to the SB county complex bus stop (Honor Farm Road/Camino Del Remedio) so this bus would not drive off course either if a bus stop was added at Turnpike.</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Santa Paula to Oxnard</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service between Oxnard and CLU possibly adding to the route 50 schedule. Im going to be attending CLU and I live in Oxnard. Having a bus route that takes you directly to TO or CLU would be a pretty good idea.</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service between Carmen Plaza and Oxnard (Collection) arriving in the afternoon</p>	<p>Frequency</p>	<p>VCTC</p>
<p>Service from Ventura to Piru and back to access trails and recreational activities.</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service on the CSUCI route moved/added to the Oxnard Transit Center to connect better with other routes/modes of travel</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Oxnard Transportation Center to Thousand Oaks Mall for shopping</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Pacific View Mall in Ventura to Santa Barbara MTD to arrive Mid Day (12:00pm) to work</p>	<p>Frequency</p>	<p>VCTC</p>
<p>Service from Pacific View Mall in Ventura to Santa Barbara MTD with more frequency in the afternoon for recreational purposes</p>	<p>Frequency</p>	<p>VCTC</p>
<p>Service from Santa Barbara straight to the Government Center in Ventura without</p>	<p>Comment</p>	<p>VCTC</p>
<p>Service from Santa Paula to Ojai</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service on the VCTC Cross County Limited Line 77 to the Chatsworth Metrolink for better connections to LA County</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Ventura, Oxnard, Camarillo to Thousand Oaks to make connections</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Bus Service between Thousand Oaks Transit Center and CSUCI via Lynn Rd/Potrero Rd</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service between Simi Valley and Thousand Oaks Transit Center via Madera Rd/Olsen Rd/Lynn Rd to be able to visit Presidential Library and Cal Lutheran University)</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Newbury Park to Moorpark College during the day for school</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Camarillo (2700 Ponderosa) to Simi Valley Super Walmart anytime for shopping</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Camarillo (2700 Ponderosa) to Moorpark Super Walmart anytime for shopping</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Camarillo (2700 Ponderosa) to Oxnard Beach</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from Camarillo (2700 Ponderosa) to Ventura Beach</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service from 231 La Canada Ave in South Oxnard to Camarillo Public Library</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Service between Chatsworth Metrolink to Moorpark College to Camarillo or Thousand Oaks</p>	<p>Expanded Service</p>	<p>VCTC</p>
<p>Increase the frequency Camarillo transit travels between trips, currently takes too long.</p>	<p>Frequency</p>	<p>CAT</p>
<p>Include in your transit plan for the future a rail line from ventura to santa clarita, CA</p>	<p>Expanded Service</p>	<p>Metrolink/LOSSAN</p>
<p>Service to Burbank Airport leaving from a Ventura County Metrolink station. The train will get you there, but not until 9 a.m. An earlier train available for Burbank or a "Fly Away" type of bus from the Metrolink station for Burbank.</p>	<p>Expanded Service</p>	<p>Metrolink</p>

Appendix C - Public Comments Received for FY23-24 - All Other Comments

Service to LAX Airport leaving from a Ventura County Metrolink station. A "Fly Away" type of bus from the Metrolink station for LAX.	Expanded Service	Metrolink
Increased amount of bike lockers throughout the county. Security for parked bicycles	Comment	VCTC
Provide integrated and seamless travel connections between modes	Comment	All
Reduce transit travel times, making them more competitive with private auto travel	Frequency	All
Multimodal trip options to access key destinations. Future adaptive reuse and re	Comment	VCTC
Consider incorporating 1-2 "express" routes on freeway, similar to what exists in Santa Barbara.	Comment	VCTC
Headways of no more than 1 hour for intercity services and 20 minutes for local services from 6am-10pm. In terms of coverage, ideally 75% of trips should be capable of being made with a combination of transit and 0.5 miles of walking.	Frequency	All
Ventura County is uniquely positioned to be a transit innovation hub given our size	Comment	All
Expanding county and local bus service so that people have other options than driving.	Expanded Service	All
Protected/separated bike paths between every city in Ventura County, biking could be as fast as driving during rush hour.	Comment	VCTC
converting some Ventura County freeway lanes to bus-only and carpool-only lanes during rush hour.	Comment	VCTC
Creating freeways to toll lanes during rush hour. This is a proven way to reduce tr	Comment	VCTC
Transit in the county should be operated by one service provider. Should ban individual cities from running independent services. This will bring operational improvements, integrated transit coordination, and a better transit experience.	Comment	VCTC
Service from Piru to Ventura to make the trip a more direct route to get groceries, go to the doctor, dentist, etc. It currently takes 2 hours.	Expanded Service	VCTC

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 City of Camarillo



**DRAFT REPORT
MARCH 2023**

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	5
Chapter 3 Program Compliance	9
Chapter 4 Prior Recommendations	13
Chapter 5 Data Reporting Analysis	15
Chapter 6 Performance Analysis	17
Chapter 7 Functional Review.....	31
Chapter 8 Findings and Recommendations	37

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	3
Exhibit 3.1 Transit Development Act Compliance Requirements	11
Exhibit 5.1 Data Reporting Comparison.....	16
Exhibit 6.1 System Performance Indicators	20
Exhibit 6.2 System Ridership	21
Exhibit 6.3 System Operating Cost/VSH	21
Exhibit 6.4 System Operating Cost/VSM.....	21
Exhibit 6.5 System VSM/VSH.....	21
Exhibit 6.6 System Operating Cost/Passenger	22
Exhibit 6.7 System Passengers/VSH	22
Exhibit 6.8 System Passengers/VSM.....	22
Exhibit 6.9 System VSH/FTE	22
Exhibit 6.10 System Farebox Recovery	23
Exhibit 6.11 System Fare/Passenger.....	23
Exhibit 6.12 Fixed-Route Performance Indicators.....	24
Exhibit 6.13 Fixed-Route Ridership.....	25
Exhibit 6.14 Fixed-Route VSM/VSH	25
Exhibit 6.15 Fixed-Route Passengers/VSH	25
Exhibit 6.16 Fixed-Route Passengers/VSM	25
Exhibit 6.17 Fixed-Route VSH/FTE	26
Exhibit 6.18 Demand-Response Performance Indicators	27
Exhibit 6.19 Demand-Response Ridership	28
Exhibit 6.20 Demand-Response VSM/VSH.....	28
Exhibit 6.21 Demand-Response Passengers/VSH.....	28
Exhibit 6.22 Demand-Response Passengers/VSM.....	28
Exhibit 6.23 Demand-Response VSH/FTE	29
Exhibit 7.1 Fixed-Route Fare Structure	31
Exhibit 7.2 Dial-A-Ride Fare Structure	32
Exhibit 7.3 Organizational Chart.....	33
Exhibit 7.4 Camarillo Area Transit’s Fleet	36
Exhibit 8.1 Audit Recommendations	38

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Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

As it has not historically utilized TDA funding, the City of Camarillo is not statutorily required to undergo a Triennial Performance Audit, nor has it traditionally been held to the requirements of the TDA. However, the Ventura County Transportation Commission (VCTC), as the RTPA, requested the City of Camarillo be audited as part of its triennial process to provide a comprehensive and objective review to offer beneficial insights into program performance and to establish a baseline for future audits. The City began claiming Article 4 funds in FY 2022/23, and will be required under the TDA to under a Triennial Performance Audit in future years.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Camarillo as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the City of Camarillo’s public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The City of Camarillo’s transit program is marketed as Camarillo Area Transit (CAT). The City provides fixed-route service along two routes within Camarillo. One route is a traditional bus route, while the second route is a trolley service linking retail and dining destinations, as well as regional transit connection points. The fixed-route service operates weekdays from approximately 8:15 a.m. to 4:30 p.m. The trolley operates Sunday through Thursday from 10:00 a.m. to 6:00 p.m., and Friday and Saturday from 10:00 a.m. until 9:00 p.m.

The City’s Dial-A-Ride is open to the general public. Trips may be scheduled for any purpose except school-related trips. Service hours are weekdays from 7:30 a.m. to 9:00 p.m., Saturday from 8:00 a.m. to 9:00 p.m., and Sunday from 8:00 a.m. to 5:00 p.m.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with the City of Camarillo staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included one recommendation:

1. [Demonstrate use of the TDA definition of full-time equivalent \(FTE\) for the Triennial Performance Audit and use that methodology when reporting Employees on the State Controller Report.](#)
Status: Not implemented.

Findings and Recommendations

Based on discussions with City staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for the City of Camarillo.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City does not use the TDA definition of full-time equivalent (FTE) employee in preparing its State Controller Report.

In completing this Triennial Performance Audit, we submit the following recommendations for the City of Camarillo’s public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the

TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.	Medium	FY 2023

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of the City of Camarillo’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Camarillo as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of the City of Camarillo included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of the City of Camarillo included thorough review of documents relevant to the scope of the audit, as well as information contained on the City's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the COVID-19 pandemic, the methodology for this audit included a virtual site visit with City representatives on February 21, 2023. The audit team met with Shaun Kroes (Public Works Administrator) and Lydia Salas (Management Assistant), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the City of Camarillo’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The City considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

As it has not historically utilized TDA funding, the City of Camarillo is not statutorily required to undergo a Triennial Performance Audit, nor has it traditionally been held to the requirements of the TDA. However, the Ventura County Transportation Commission (VCTC), as the RTPA, requested the City of Camarillo be audited as part of its triennial process to provide a comprehensive and objective review to offer beneficial insights into program performance and to establish a baseline for future audits. The City began claiming Article 4 funds in FY 2022/23, and will be required under the TDA to undergo a Triennial Performance Audit in future years.

Status of compliance items was determined through discussions with City staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for the City of Camarillo.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides

additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: January 28, 2021 FY 2020/21: January 26, 2022 FY 2021/22: January 30, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: October 26, 2020 FY 2020/21: November 30, 2021 FY 2021/22: October 31, 2022 <i>The City does not receive TDA 4 or 8(c) funds. Dates represent submittal dates for TDA 3 and TDA 8(a) audits.</i>
Operator’s terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	March 27, 2019 October 22, 2020 March 17, 2022
Operator’s claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	The City only submits claims for Article 3 and Article 8(a) funds.
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	The City does not receive funding under Article 8(c).
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	The City does not receive funding under Article 8(c).
The operator’s operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: -5.33% FY 2020/21: + 10.64% FY 2021/22: -13.96% <i>Source: SCO reports</i>
The operator’s definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	<i>While the City does not calculate full-time equivalent (FTE) using the TDA definition, it is considered in compliance since it does not receive LTF funds.</i>
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 6.78% (waived) FY 2020/21: 2.55% (waived) FY 2021/22: 4.70% (waived)

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	
The current cost of the operator’s retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City employees are eligible for CalPERS retirement benefits
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	STA funds are claimed for operations in FY 2022.
In order to use State Transit Assistance funds for operating assistance, the operator’s total operating cost per revenue hour does not exceed the sum of the preceding year’s total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year’s total operating cost per revenue hour. An operator may qualify based on the preceding year’s operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	Waived in FY 2021 and FY 2022.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant’s capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance the City of Camarillo has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included one recommendation:

1. [Demonstrate use of the TDA definition of full-time equivalent \(FTE\) for the Triennial Performance Audit and use methodology when reporting Employees on the State Controller Report.](#)

Discussion: As part of the prior review, the City did not provide any documentation outlining the methodology it uses in calculating FTE. While the number of employees reported appeared to be appropriate for each mode, it is unclear how the City calculated the number of employees or FTE it reported. This finding was carried forward from the prior audit as it remained relevant and had not been resolved.

The prior auditor noted that City staff is responsible for preparing the State Controller Report and transit management staff should become familiar with the TDA definition for full-time equivalent (FTE) as well as how it should be reported on the State Controller Report. In completing the State Controller Report, all staff and contractor hours worked for the full fiscal year should be added together, then divided by 2,000 to get the total FTE. Rather than accepting FTE figures from the contractor, the auditor recommended the City request actual hours worked from the contractor, add City staff hours, then calculate FTE for the State Controller Report.

Progress: FTE provided by the contractor is used to complete the State Controller Report. However, as part of this audit the City provided a person-count of employees, indicating RATP Dev only has full-time employees and was using a person-count of full-time employees. This is not consistent with the TDA definition.

Status: Not implemented.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by the City of Camarillo both internally as well as to outside entities during the audit period.

- **Operating cost:** Transit operating cost reported in the City’s ACFR and to the State Controller were consistent each year. In FY 2019/20 and FY 2020/21, the operating cost reported to the NTD and the State Controller/ACFR differed 15.7 percent and 15.6 percent, respectively. By FY 2021/22, that variance had dropped 2.2 percent. The reason for this is unknown.
- **Fare Revenue:** In FY 2019/20, fare revenue data reported to the NTD was higher than that reported to the State Controller. It appears funds reported as “organization-paid fare” to the NTD were not reported as passenger fares to the State Controller, resulting in this variance. In FY 2021/22, fare revenue data reported to the State Controller was higher than that reported to the NTD. The cause could not be identified.
- **Vehicle Service Hours (VSH):** In FY 2020/21, vehicle service miles appear to be underreported on the State Controller Report for both fixed route and Dial-A-Ride as compared to the monthly performance reports. By contrast, Dial-A-Ride data reported to the NTD in FY 2020/21 appears to be overreported as compared to the monthly performance report, while fixed-route data is underreported. The overreporting may be due to an error on the monthly performance report, which shows a 65 percent decline in general public Dial-A-Ride VSH in April, May, and June 2021; with no corresponding decrease in VSM or ridership.
- **Vehicle Service Miles (VSM):** Vehicle service miles appear to be significantly underreported on the State Controller Reports, both for fixed route and Dial-A-Ride, in FY 2019/20 and FY 2020/21 as compared to the monthly performance reports. During the site visit, staff indicated there have been some ongoing issues with documenting VSM on the part of the operations contractor. However, both City staff are new to the program and cannot speak to past problems. This issue seems to have been resolved in FY 2021/22, when data is reported consistently for both modes.
- **Passengers:** In FY 2020/21, ridership appears to be underreported on the State Controller Report for both fixed route and Dial-A-Ride as compared to the monthly performance reports. Dial-A-Ride data reported to the NTD in FY 2020/21 also appears to be significantly underreported as compared to the monthly performance report

- **Full-Time Equivalent (FTE) Employees:** While the Employees reported to the State Controller appears to include both City and contractor employees, the data provided by the contractor is a person-count and does not appear to be based on hours worked.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>City of Camarillo ACFR</i>	\$2,332,686	\$2,542,855	\$2,772,001
<i>National Transit Database</i>	\$2,016,247	\$2,200,535	\$2,713,045
<i>State Controller Report</i>	\$2,332,686	\$2,542,855	\$2,772,001
Fare Revenue (Actual \$)			
<i>City of Camarillo ACFR</i>	\$158,230	\$64,779	\$130,287
<i>National Transit Database</i>	\$133,527	\$63,809	\$121,276
<i>State Controller Report</i>	\$117,525	\$64,779	\$130,287
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	26,957	25,236	19,700
<i>National Transit Database</i>	26,957	18,616	19,700
<i>State Controller Report</i>	26,953	19,357	19,700
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	483,746	360,493	370,426
<i>National Transit Database</i>	423,191	352,304	369,502
<i>State Controller Report</i>	310,896	412,125	369,502
Passengers			
<i>Monthly Performance Reports</i>	131,676	81,868	67,582
<i>National Transit Database</i>	131,673	71,057	69,924
<i>State Controller Report</i>	131,673	75,863	69,923
Full-Time Equivalent Employees			
<i>State Controller Report</i>	27	27	27
<i>As reported by contractor</i>	25	25	25

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for the City of Camarillo, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City’s audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts. Fare revenue data reported to the State Controller may not reflect other revenues reported as fare revenue to the NTD.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City’s methodology appears consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City’s methodology appears consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. The City’s methodology appears consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was not confirmed.

[Note: Given the variances in data reported in Chapter 5, State Controller Report data is used in this analysis to maintain consistency with the prior audit.]

System Performance Trends

System-wide, operating cost experienced a net 18.8 percent increase during the audit period, and a 30.8 percent net increase across the last six years. Fare revenue significantly decreased during the six-year period, with most of the decline (44.9 percent) occurring in FY 2020/21 before increasing significantly in FY 2021/22 (101.1 percent). This resulted in a net 10.9 percent increase during the audit period, but a 17.9 percent decrease across the six-year period.

Vehicle service hours (VSH) declined in FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 26.9 percent decrease during the audit period and a net 26.3 percent decrease during the six-year period. Vehicle service miles (VSM) steadily decreased in FY 2019/20 and FY 2021/22. This resulted in an overall net increase of 18.9 percent during the audit period and 13.1 percent over the six-year period. Ridership declined every year during the audit period, though the most significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 46.9 percent net decrease during the audit period and a 58.3 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system’s efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Due to operating cost increasing during the audit period, cost-related metrics increased due to corresponding decreases in other performance measures.

Operating cost per passenger was impacted the most, given the 46.9 percent decrease in ridership during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing by 27.3 percent and passengers per VSM decreasing by 55.3 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$2,119,705	\$2,295,197	\$2,359,867	\$2,332,686	\$2,542,855	\$2,772,001
<i>Annual Change</i>		8.3%	2.8%	-1.2%	9.0%	9.0%
Fare Revenue (Actual \$)	\$158,695	\$153,934	\$153,800	\$117,525	\$64,779	\$130,287
<i>Annual Change</i>		-3.0%	-0.1%	-23.6%	-44.9%	101.1%
Vehicle Service Hours (VSH)	26,734	32,849	33,605	26,953	19,357	19,700
<i>Annual Change</i>		22.9%	2.3%	-19.8%	-28.2%	1.8%
Vehicle Service Miles (VSM)	326,783	357,685	387,852	310,896	412,125	369,502
<i>Annual Change</i>		9.5%	8.4%	-19.8%	32.6%	-10.3%
Passengers	167,519	172,192	174,558	131,673	75,863	69,923
<i>Annual Change</i>		2.8%	1.4%	-24.6%	-42.4%	-7.8%
Employees	24	27	27	27	27	27
<i>Annual Change</i>		12.5%	0.0%	0.0%	0.0%	0.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$79.29	\$69.87	\$70.22	\$86.55	\$131.37	\$140.71
<i>Annual Change</i>		-11.9%	0.5%	23.2%	51.8%	7.1%
Operating Cost/Passenger (Actual \$)	\$12.65	\$13.33	\$13.52	\$17.72	\$33.52	\$39.64
<i>Annual Change</i>		5.3%	1.4%	31.0%	89.2%	18.3%
Passengers/VSH	6.27	5.24	5.19	4.89	3.92	3.55
<i>Annual Change</i>		-16.3%	-0.9%	-6.0%	-19.8%	-9.4%
Passengers/VSM	0.51	0.48	0.45	0.42	0.18	0.19
<i>Annual Change</i>		-6.1%	-6.5%	-5.9%	-56.5%	2.8%
Farebox Recovery	7.5%	6.7%	6.5%	5.0%	2.5%	4.7%
<i>Annual Change</i>		-10.4%	-2.8%	-22.7%	-49.4%	84.5%
Hours/Employee	1,113.9	1,216.6	1,244.6	998.3	716.9	729.6
<i>Annual Change</i>		9.2%	2.3%	-19.8%	-28.2%	1.8%
TDA Non-Required Indicators						
Operating Cost/VSM	\$6.49	\$6.42	\$6.08	\$7.50	\$6.17	\$7.50
<i>Annual Change</i>		-1.1%	-5.2%	23.3%	-17.8%	21.6%
VSM/VSH	12.22	10.89	11.54	11.53	21.29	18.76
<i>Annual Change</i>		-10.9%	6.0%	-0.1%	84.6%	-11.9%
Fare/Passenger	\$0.95	\$0.89	\$0.88	\$0.89	\$0.85	\$1.86
<i>Annual Change</i>		-5.6%	-1.4%	1.3%	-4.3%	118.2%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from State Controller reports.

Exhibit 6.2 System Ridership

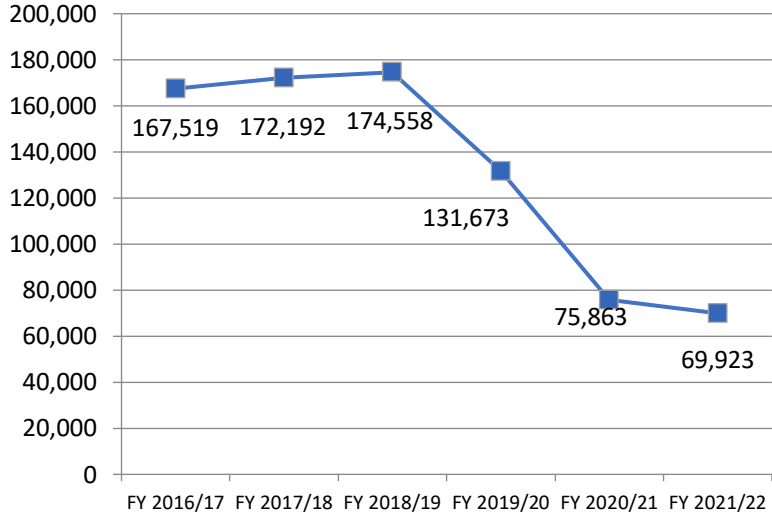


Exhibit 6.3 System Operating Cost/VSH

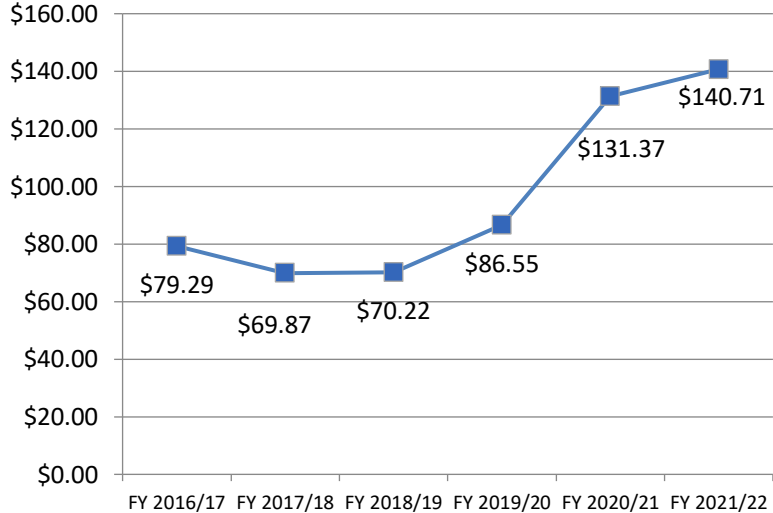


Exhibit 6.4 System Operating Cost/VSM

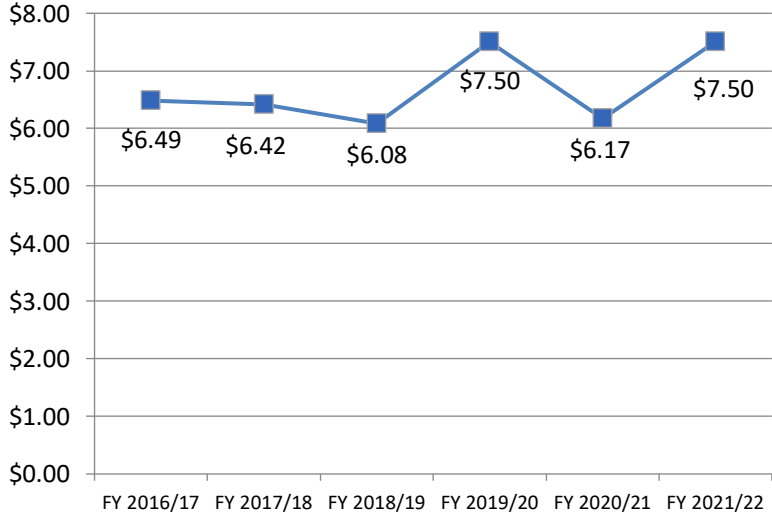


Exhibit 6.5 System VSM/VSH

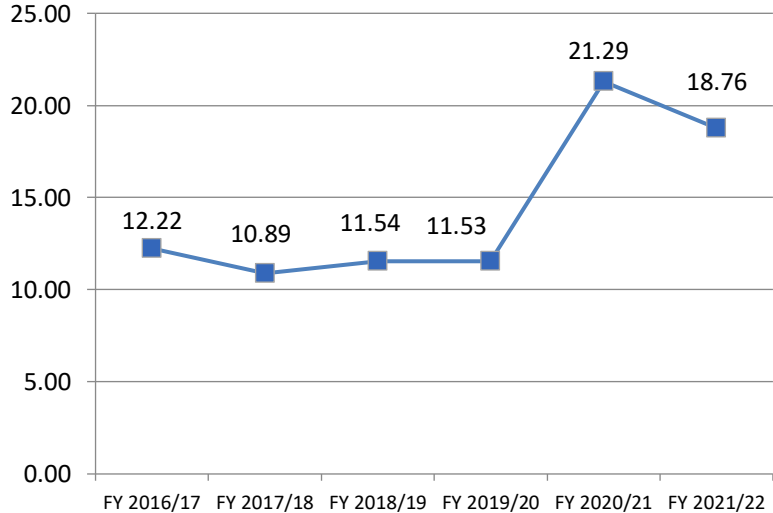


Exhibit 6.6 System Operating Cost/Passenger

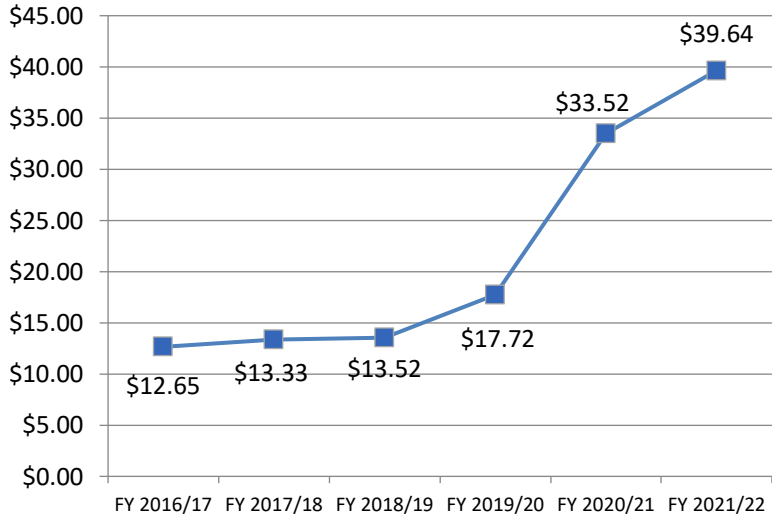


Exhibit 6.7 System Passengers/VSH

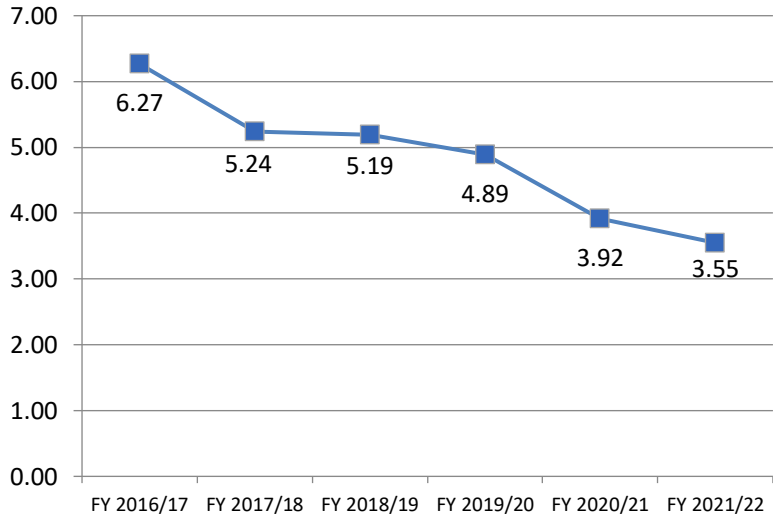


Exhibit 6.8 System Passengers/VSM

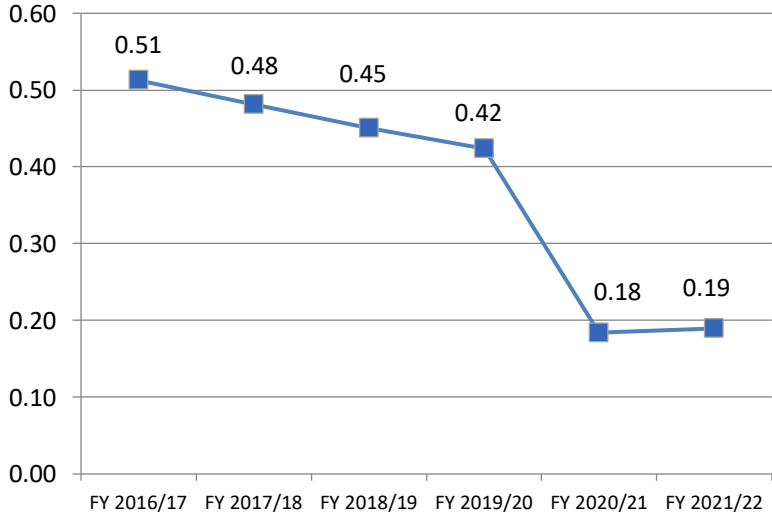


Exhibit 6.9 System VSH/FTE

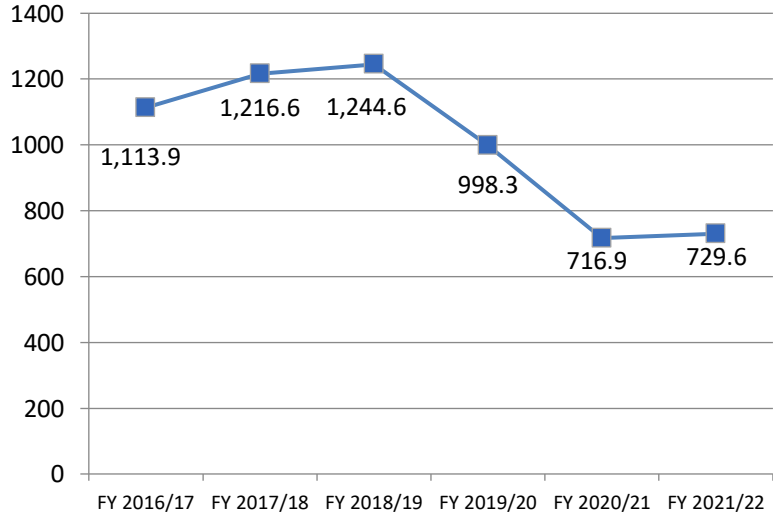


Exhibit 6.10 System Farebox Recovery

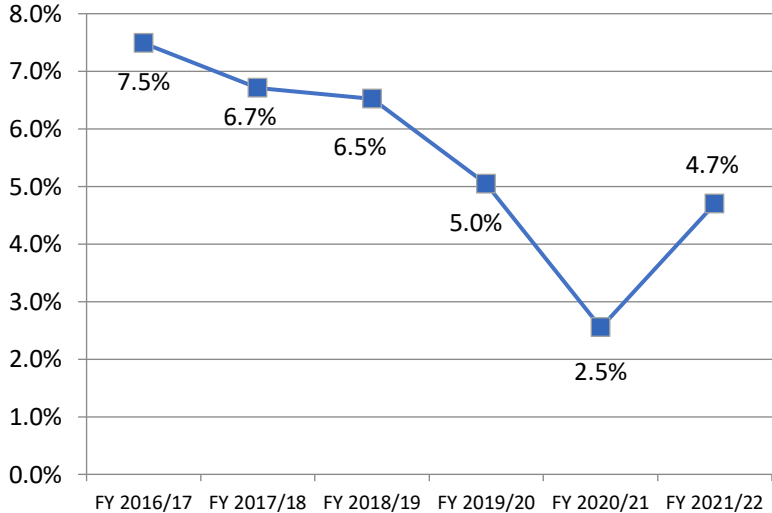
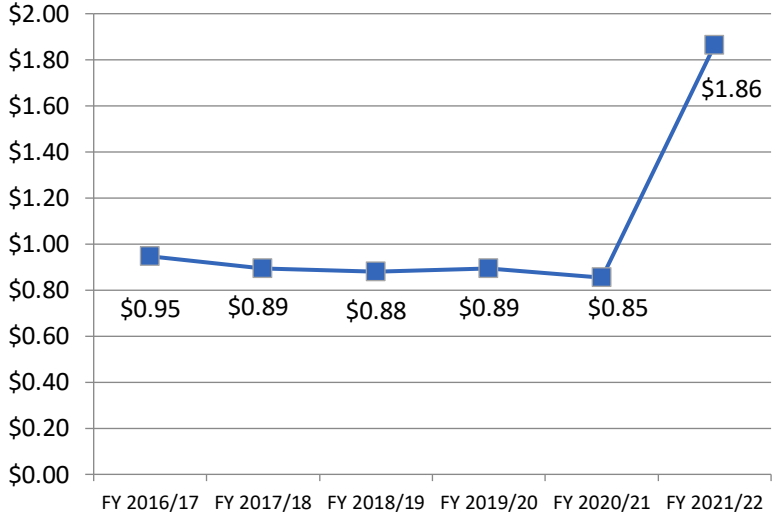


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route vehicle service hours decreased every year with the exception of FY 2020/21. This is likely due to the suspension of trolley service due to the COVID-19 pandemic in late FY 2019/20, resulting in a 15.5 percent decrease that year. This ultimately resulted in a net 2.3 percent decrease across the six-year period but a net 17.2 percent increase during the audit period. Vehicle service miles decreased in FY 2019/20 and FY 2021/22 with a significant increase in FY 202/21 (64.7 percent. This resulted in a net increase of 33.2 percent during the six-year period and a net 51.1 percent increase during the audit period. Ridership decreased every year of the six-year period with the most significant decrease occurring in FY 2020/21 (47.4 percent). Ultimately ridership experienced a net decrease of 54.6 percent during the audit period.

Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 61.3 percent and 70 percent, respectively.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Vehicle Service Hours (VSH)	5,401	5,385	5,325	4,502	5,296	5,278
<i>Annual Change</i>		-0.3%	-1.1%	-15.5%	17.6%	-0.3%
Vehicle Service Miles (VSM)	54,274	54,607	56,528	47,864	78,831	72,300
<i>Annual Change</i>		0.6%	3.5%	-15.3%	64.7%	-8.3%
Passengers	82,447	77,752	77,029	56,136	29,540	25,472
<i>Annual Change</i>		-5.7%	-0.9%	-27.1%	-47.4%	-13.8%
Employees	4	4	4	4	4	4
<i>Annual Change</i>		0.0%	0.0%	0.0%	0.0%	0.0%
Performance Indicators						
Passengers/VSH	15.27	14.44	14.47	12.47	5.58	4.83
<i>Annual Change</i>		-5.4%	0.2%	-13.8%	-55.3%	-13.5%
Passengers/VSM	1.52	1.42	1.36	1.17	0.37	0.35
<i>Annual Change</i>		-6.3%	-4.3%	-13.9%	-68.0%	-6.0%
Hours/Employee	1,350.3	1,346.3	1,331.3	1,125.5	1,324.0	1,319.5
<i>Annual Change</i>		-0.3%	-1.1%	-15.5%	17.6%	-0.3%
TDA Non-Required Indicators						
VSM/VSH	10.05	10.14	10.62	10.63	14.89	13.70
<i>Annual Change</i>		0.9%	4.7%	0.2%	40.0%	-8.0%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from State Controller reports.

Exhibit 6.13 Fixed-Route Ridership

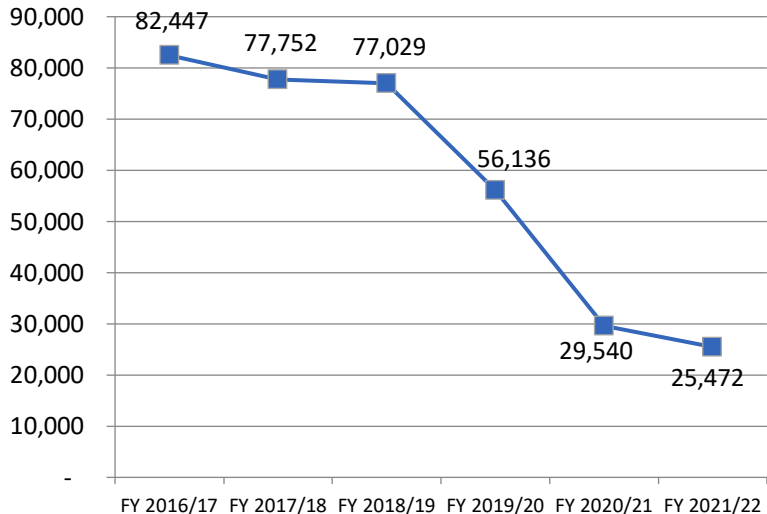


Exhibit 6.14 Fixed-Route VSM/VSH

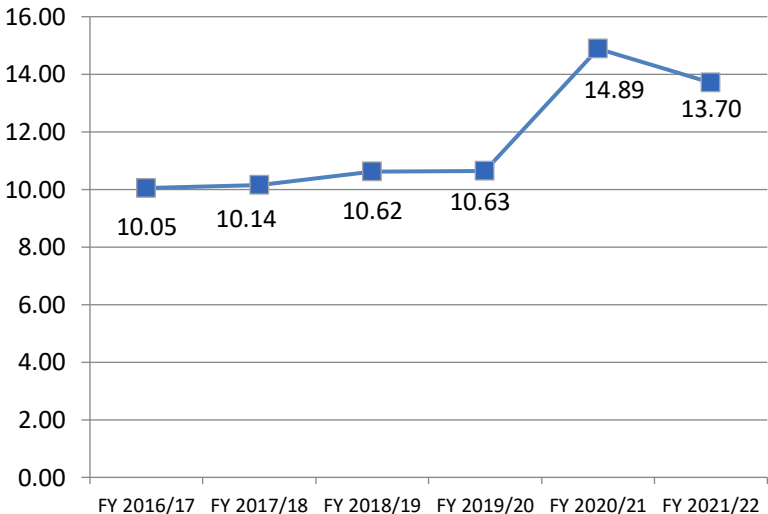


Exhibit 6.15 Fixed-Route Passengers/VSH

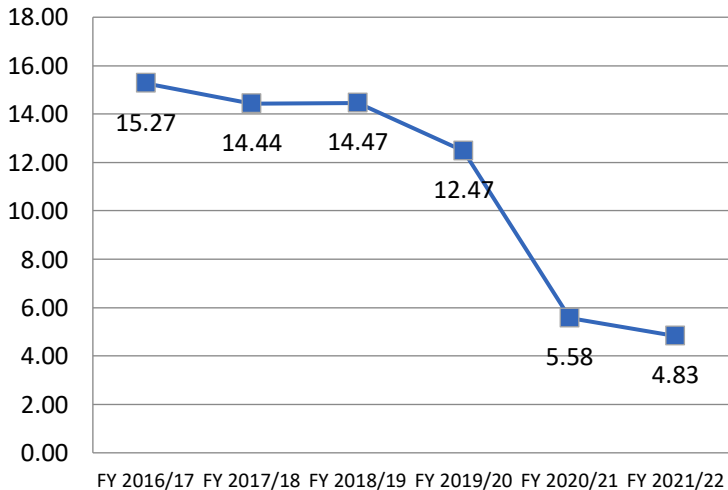


Exhibit 6.16 Fixed-Route Passengers/VSM

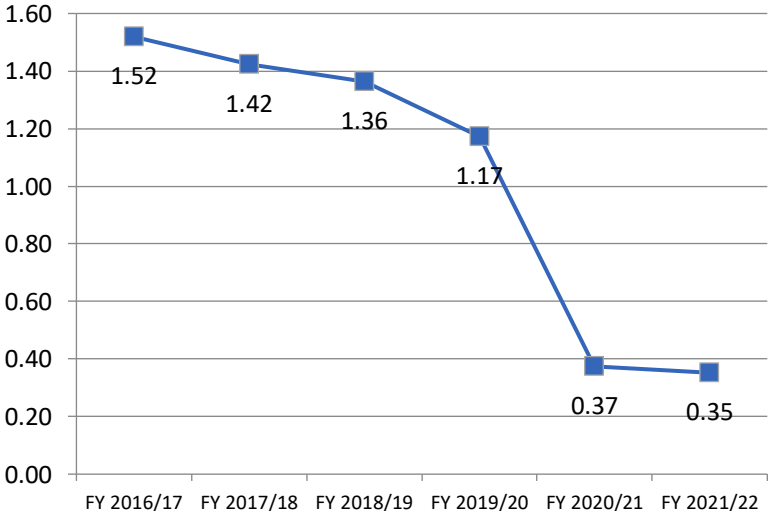
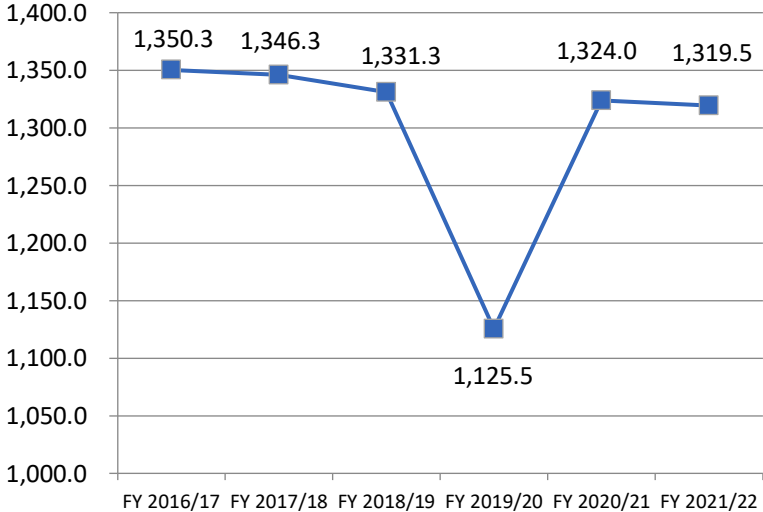


Exhibit 6.17 Fixed-Route VSH/FTE



Demand-Response Performance Trends

Demand-response vehicle service hours experienced a 35.8 percent net decrease during the audit period, and a 32.4 percent net increase across the six-year period. Vehicle service miles saw a net increase of 13 percent during the audit period and 9.1 percent across the six-year period. Ridership also decreased significantly, declining 41.2 percent during the audit period.

Passengers per VSH decreased 8.4 percent during the audit period, while passengers per VSM had a net decrease of 47.9 percent.

Exhibit 6.18 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Vehicle Service Hours (VSH)	21,333	27,464	28,280	22,451	14,061	14,422
<i>Annual Change</i>		28.7%	3.0%	-20.6%	-37.4%	2.6%
Vehicle Service Miles (VSM)	272,509	303,078	331,324	263,032	333,294	297,202
<i>Annual Change</i>		11.2%	9.3%	-20.6%	26.7%	-10.8%
Passengers	85,072	94,440	97,529	75,537	46,323	44,451
<i>Annual Change</i>		11.0%	3.3%	-22.5%	-38.7%	-4.0%
Employees	20	23	23	23	23	23
<i>Annual Change</i>		15.0%	0.0%	0.0%	0.0%	0.0%
Performance Indicators						
Passengers/VSH	3.99	3.44	3.45	3.36	3.29	3.08
<i>Annual Change</i>		-13.8%	0.3%	-2.4%	-2.1%	-6.4%
Passengers/VSM	0.31	0.31	0.29	0.29	0.14	0.15
<i>Annual Change</i>		-0.2%	-5.5%	-2.4%	-51.6%	7.6%
Hours/Employee	1,066.7	1,194.1	1,229.6	976.1	611.3	627.0
<i>Annual Change</i>		11.9%	3.0%	-20.6%	-37.4%	2.6%
TDA Non-Required Indicators						
VSM/VSH	12.77	11.04	11.72	11.72	23.70	20.61
<i>Annual Change</i>		-13.6%	6.2%	0.0%	102.3%	-13.1%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from State Controller reports.

Exhibit 6.19 Demand-Response Ridership

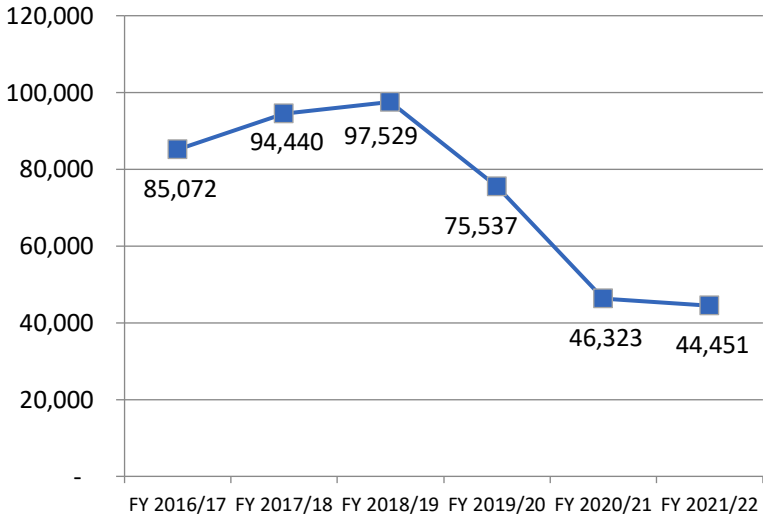


Exhibit 6.20 Demand-Response VSM/VSH

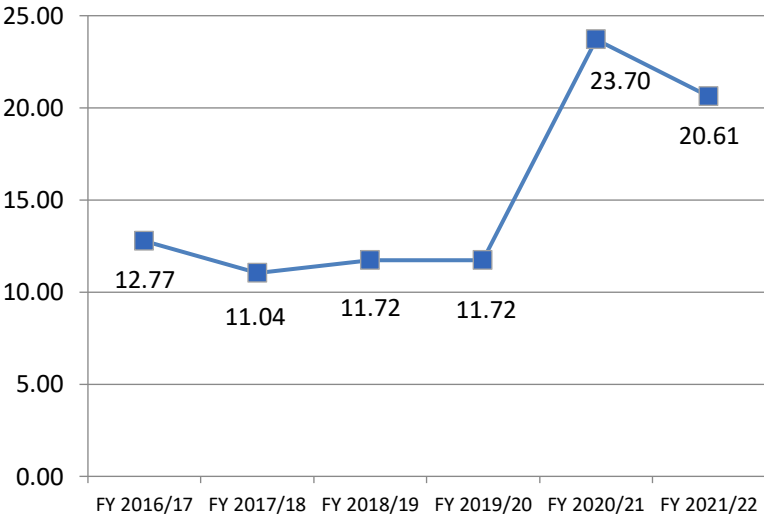


Exhibit 6.21 Demand-Response Passengers/VSH

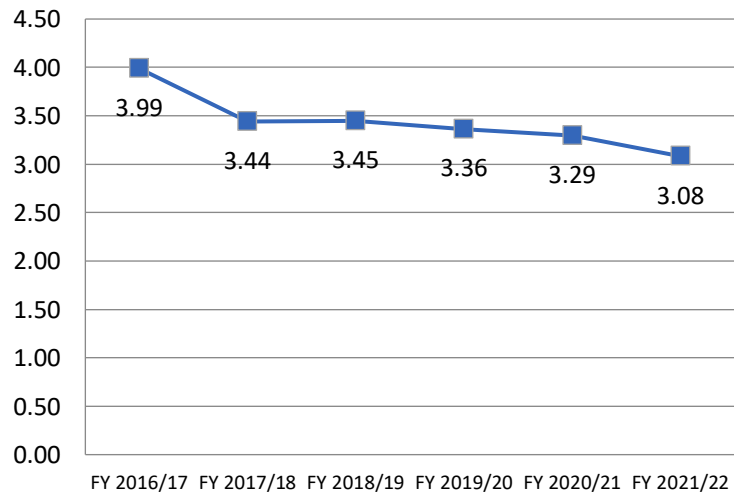


Exhibit 6.22 Demand-Response Passengers/VSM

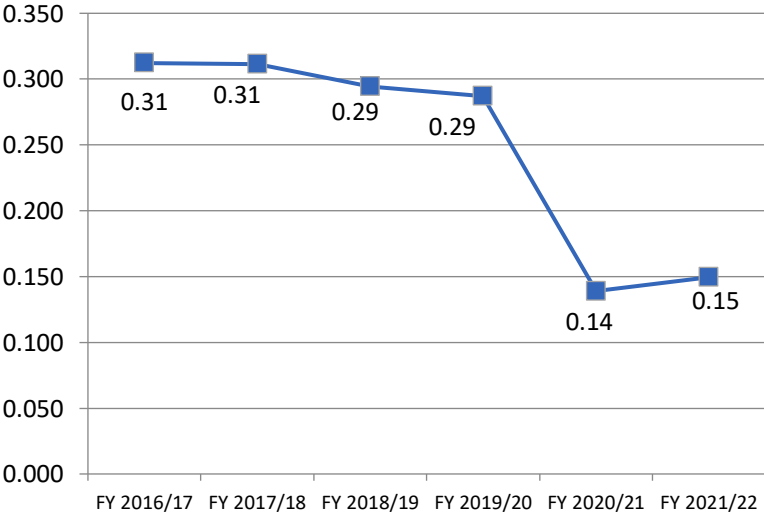
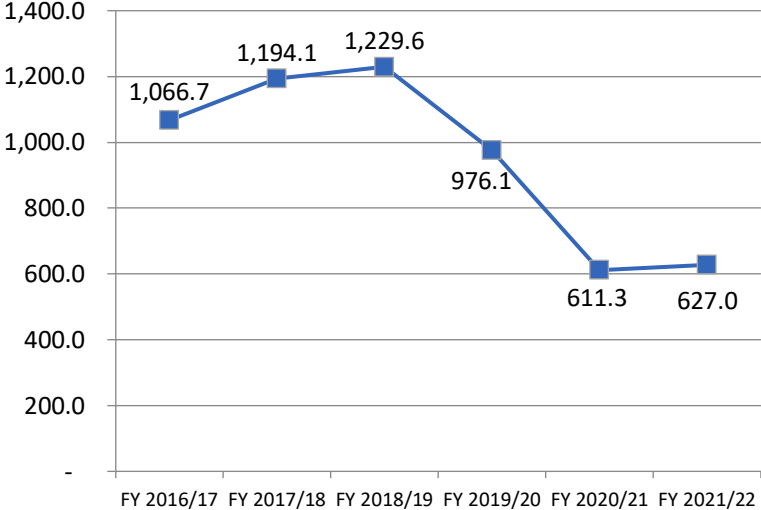


Exhibit 6.23 Demand-Response VSH/FTE



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Chapter 7 | Functional Review

A functional review of the City of Camarillo’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the City through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

The City of Camarillo’s transit program is marketed as Camarillo Area Transit (CAT). The City provides fixed-route service on two routes within Camarillo. One route is a traditional bus route, while the second is a trolley service linking retail and dining destinations, as well as regional transit connection points. The fixed-route service operates weekdays from approximately 8:15 a.m. to 4:30 p.m. The trolley operates Sunday through Thursday from 10:00 a.m. to 6:00 p.m., and Friday and Saturday from 10:00 a.m. until 9:00 p.m.

The City’s Dial-A-Ride is open to the general public. Trips may be scheduled for any purpose except school-related. Service hours are weekdays from 7:30 a.m. to 9:00 p.m., Saturday from 8:00 a.m. to 9:00 p.m., and Sunday from 8:00 a.m. to 5:00 p.m.

The City offers fare-free rides to residents of Leisure Village, a retirement community for persons age 55 and above. Exhibit 7.1 and Exhibit 7.2 illustrates the City’s fare structure.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Fare
Fixed-route	
Adults and students (one-way)	\$1.00
Seniors (65+) and Disabled	\$0.50
Leisure Village residents	Free
Trolley	
Senior (65+)/ADA	\$0.50
General	\$1.00

Exhibit 7.2 Dial-A-Ride Fare Structure

Fare Category	Fare
Adults and students (one-way)	\$3.00
Seniors (65+) and Disabled	\$2.00
Children under 6 (with paid adult)	Free
Seniors (65+) and Disabled to East Ventura County cities	\$6.00

Recent fare changes

On July 1, 2021, the City implemented a fare change. It increased the general public Dial-A-Ride fare from \$2.00 to \$3.00 and the senior/ADA fare from \$1.50 to \$2.00. At the same time, the City increased the age requirement for the senior fare from 55 to 65 years. In addition, the historically free trolley route began charging fares - \$1.00 for the general public and fifty cents for seniors and persons with disabilities. The impact of the fare increase has yet to be determined as the change came during the peak of the COVID-19 pandemic. The goal was to be more consistent with neighboring jurisdictions.

Response to COVID-19 pandemic

In March 2020, Dial-A-Ride service was restricted to senior and ADA rides only following the issuance of the state stay-at-home order. Fare collection was suspended between March 25 and June 2020. Trolley service was suspended during that time as well. Fare collection was suspended again between January and April 2021, resuming in May 2021. The City is still utilizing driver shields onboard the buses and tiered pricing in its transit operations contract. COVID-19 taught transit staff that it needs to be more nimble and ready for change.

General Management and Organization

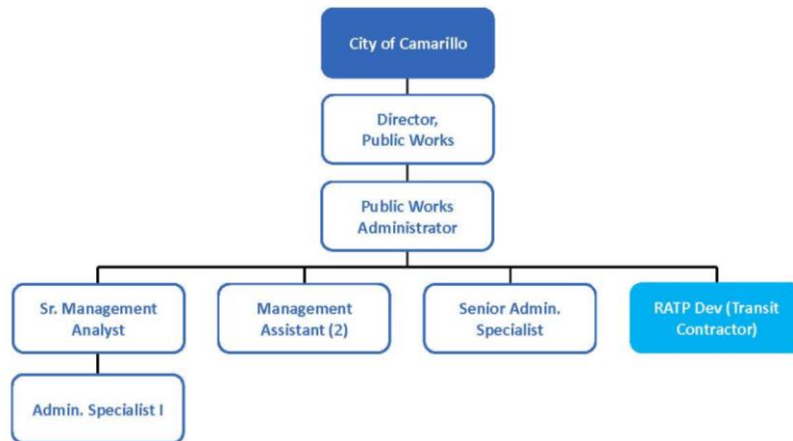
The City of Camarillo’s public transit program is administered within the City’s Public Works Department. The Camarillo city council is the governing body overseeing the transit program. City council meetings occur on the second and fourth Wednesday of each month at 5:00 p.m. in the Council Chambers located at city hall (601 Carmen Drive, Camarillo). All meetings are ADA-accessible, and transit service is available via Camarillo Dial-A-Ride. Meetings are broadcast on Local Government Channels, Spectrum Channel 10 and Frontier Channel 29, and livestreamed on the City’s YouTube Channel.

The City has historically funded its transit program through general funds, reserving LTF Article 8 funds for streets and roads. In July 2022 (the current fiscal year), the City began using TDA Article 8(c) money to fund transit.

The City contracts with RATP Dev (formerly Roadrunner Management Services) to provide vehicle operations and maintenance for fixed-route and Dial-A-Ride services. The City has maintained a good relationship with the operations contractor, and generally has good communication. The City’s management team monitors program performance via monthly invoices – including ridership and performance statistics – as well as monthly contractor meetings. The TouchPass Umo portal monitors vehicle logins and customer complaints.

The City indicated its internal staffing levels were appropriate and lines of reporting are clearly defined and effective. During the audit period, the department was restructured and there was turnover in several key positions. The City’s organizational chart is provided in Exhibit 7.3.

Exhibit 7.3 Organizational Chart



Service Planning

The City includes goals and objectives for its transit program in each biennial budget, as well as accomplishments from the previous two years. The City is still trying to determine goals and objectives in the wake of the COVID-19 pandemic. The City intends to go out to bid for price stability in the operations contract and to procure new vehicles to replace the aging fleet. The current operations contract expires March 31, 2023, and will be amended to extend through June 30, 2024.

At present, VCTC is finalizing its county-wide Transit Integration and Efficiency Study (TIES), which further examines opportunities for regional coordination and service integration. The TIES project, which was launched after it became apparent COVID would have a long-term impact on transit, has presented three separate alternatives: 1) better coordination between procurement, technology, and marketing; 2) consolidating some of the services; and 3) full consolidation of all transit operators.

The City works with the Camarillo Council on Aging as a citizens advisory board. Other public participation efforts include participation in the Camarillo Seniors Expo. Service changes are publicized via internet and brochures. The City participates in the Camarillo Council on Aging Board meetings on an as needed basis, as well as provides travel training at Leisure Village. Public participation activities are available twice per month at regular city council meetings.

The City has not conducted recent rider or community surveys. Avenues to provide feedback are customer service and dispatch lines as well as an open-door policy. The TouchPass Umo portal logs customer complaints.

Administration

Budgeting is conducted every two years, with regular review of expectations versus actual cost/revenue. The budget is developed by transit staff. The budget is adjusted for anticipated changes or known factors, including vehicle purchases. Transit staff compare budgeted and actual revenues and expenses quarterly. Budget transfers are used to move expenditures between line items, but increases to the budget require council approval. Expenses and revenue are monitored through Navaline software.

The City's Risk Management department advises transit staff regarding practices and procedures. The City is self-insured, part of the California JPIA state insurance pool. The operations contractor provides its own insurance. Operational safety practices were reviewed at the end of 2022. The City has a current disaster and response plan.

The city council has approval authority over contracts valued at over \$30,000. Transit staff monitor the Transit Operations and Maintenance Services contract. The operations/maintenance contract relationship began in 2012; the agreement was for three years plus up to seven option years. It was most recently renewed in 2020. Contracts are managed through monthly reports and monthly in-person meetings with the contractor. The contractor leases and manages the transit facility and City staff maintain bus stops. City personnel are responsible for cleaning and inspecting bus shelter and stop infrastructure.

Employees submit timesheets for payroll and the Director of Finance and Assistant City Manager sign the checks. All employees utilize direct deposit. Human Resources is responsible for all personnel changes, while the Payroll Accountant is responsible for payroll data. Accounting Specialists in the finance and accounts payable departments handle accounts receivable and accounts payable. Disbursements are authorized by management in the requesting department and finalized with the Director of Finance. Invoices are processed after services are rendered or goods are received.

Procurement follows guidelines set by the City, FTA, and VCTC, and procedures are documented in the City's procurement manual. Items of major expense are competitively procured. City pool vehicle fuel is purchased at gas stations throughout the City with a City credit card. Transit vehicles are purchased through the CalACT cooperative bid. RATP Dev is responsible for fueling transit vehicles and passing costs on to the City via its monthly invoicing.

Marketing and Public Information

The City maintains a transit website which includes service-related information, maps, schedules, fare information, and more. The City distributes CAT service brochures. In cooperation with VCTC, the City advertises promotional events and the countywide Youth and College Ride programs on the its website and social media.

Customer calls are handled by RATP Dev and complaints are logged. Complaints are addressed immediately and logged into the TouchPass Umo portal. While the City does receive complaints, it also receives positive feedback, often via outreach events such as the 50 Plus Expo and Summer Concerts.

Scheduling, Dispatch, and Operations

The City's transit program is operated under contract by RATP Dev. The workforce, which is not represented, includes 16 full-time drivers. The contractor has had difficulty filling part-time positions in the past.

The scheduling department assigns drivers to routes, but shifts are assigned based on seniority. All fixed-route operators must maintain a VTT certificate. The scheduling department takes driver certification and required passenger accommodations into account when scheduling vehicles.

Vacation time is scheduled in advance, and the scheduling department works to cover those shifts with available drivers. On-call drivers are used to cover unexpected absences/call-outs.

The contractor utilizes Roadsoft software for scheduling Dial-A-Ride trips. Reservations can be made via phone or online. Reservations can be made from two hours to two weeks in advance. Pick-up windows are ten minutes before and ten minutes after the scheduled time. The driver will wait five minutes before leaving.

Collected revenue is brought into the contractor's facility in money bags. Drivers count the total fares collected for the day and dispatch double-checks the count. Fares are kept in a safe that only the contractor's accounting department has access to, and the deposit is processed by the accounting department from that point forward. The City also sells fare media at city hall. Contactless payments are processed via the VCBuspass card (stored value only) and VCTC's Umo app.

Personnel Management and Training

Enough drivers are being recruited to meet the operator's needs. Open positions are advertised on Indeed. Some recruits have prior experience and others do not. All drivers are comprehensively trained by the contractor, whether or not they already possess a commercial driver's license.

RATP Dev has performance-based bonuses and rewards, retention activities, and anniversary celebrations to motivate its employees. In the past six months, there has been no turnover. Turnover generally occurs when employees are unsatisfied with the working environment or compensation. Evaluations are conducted annually and drivers are assessed monthly.

The contractor's comprehensive safety program includes topics ranging from entry-level driver training to specific training based on team safety performance to changes in the weather. The contractor's training team includes a local safety manager, safety technician, dispatchers, and drivers. Initial training consists of classroom training, then observation, cadetting, behind-the-wheel, and a final evaluation. Testing for commercial licenses is provided through the DMV. Drivers are monitored by road supervisors and via DriveCam videos.

RATP Dev utilizes a progressive discipline policy, which is detailed in the employee handbook. Contractor employees are eligible for benefits including medical insurance, dental insurance, vision insurance, and 401(k) savings accounts with company match. Human Resources explains benefits to new employees upon hiring and conducts annual refreshers.

Maintenance

The current preventive maintenance schedule conforms to manufacturers' recommended schedules. All vehicles are beyond the warranty mileage, so no warranty work is currently being identified. Preventive maintenance is conducted after service hours so as not to conflict with vehicle usage. Preventive maintenance is performed every 40 days or every 4,500 miles, whichever comes first. Vehicles undergo pre-trip safety inspections to ensure unsafe vehicles are not used for service. Nearly all work is done in-house, with the exception being body work.

The operations contractor's maintenance facility is dedicated to the City's fleet and is sufficient for that purpose. It includes two maintenance bays and three lifts. The part room is secure and maintenance staff have access. The parts inventory is sufficient to minimize downtime and is tracked using RTA Fleet Management software. Dispatchers notify maintenance immediately if a vehicle breaks down.

Dispatchers are also notified when a repaired vehicle is once again eligible for service. Body work is sent out for repair. City staff believe RATP Dev does a good job with maintenance.

The City fleet includes two fixed-route vehicles, and the remainder are cutaways and vans used for Dial-A-Ride service. The average age of the vehicles is approximately 6.5 years, and vehicles typically exceed their useful life benchmark. A vehicle replacement plan exists and funding has been identified. Exhibit 7.4 details the City’s public transit fleet.

Exhibit 7.4 Camarillo Area Transit’s Fleet

Mode	Year	Make	Model	PAX	WC	Fuel type	Mileage (end of FY 2022)
MB	2015	Chevy	Arboc	16	2	Gas	220,548
MB	2019	Chevy	Arboc	16	2	Gas	80,076
DAR	2015	Ford	El Dorado National	16	2	Diesel	147,384
DAR	2012	Braun	EnterVan	5	1	Gas	274,810
DAR	2014	Braun	EnterVan	5	1	Gas	225,837
DAR	2014	Braun	EnterVan	5	1	Gas	253,309
DAR	2016	Chevy	Glaval	14	2	Gas	213,734
DAR	2016	Chevy	Glaval	14	2	Gas	176,311
DAR	2016	Ford	Glaval Entourage	24	2	Gas	152,997
DAR	2016	Braun	Entervan	4	1	Gas	203,880
DAR	2016	Braun	Entervan	4	1	Gas	131,179
DAR	2016	Chevy	Glaval Titan II	12	2	Gas	164,952
DAR	2016	Chevy	Glaval Titan II	12	2	Gas	168,964
DAR	2017	Chevy	Glaval Titan II	12	2	Gas	159,138
DAR	2017	Braun	EnterVan	4	1	Gas	170,401
DAR	2017	Ford	Class V	6	3	Gas	187,276
DAR	2017	Ford	Champion	14	1	Gas	95,036
DAR	2019	Dodge	Caravan	5	1	Gas	91,169

Chapter 8 | Findings and Recommendations

Conclusions

The City of Camarillo did not receive any TDA Article 4 funds for transit during the audit period and has not traditionally been required to be in compliance with the requirements of the Transportation Development Act. One finding that would normally be considered a compliance finding during a Triennial Performance Audit has been identified, but is classified as a functional finding. Recommendations intended to improve the effectiveness and efficiency of the operator are detailed below.

Findings

Based on discussions with City staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City does not use the TDA definition of full-time equivalent (FTE) employee in preparing its State Controller Report.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the City of Camarillo’s public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no compliance findings, only functional findings and recommendations are presented below.

Functional Finding 1: The City does not use the TDA definition of full-time equivalent (FTE) employee in preparing its State Controller Report.

Criteria: The State Controller, for its Transit Operator Financial Transaction Report, utilizes the TDA definition of full-time equivalent (FTE) employee for the reporting of employees. This definition, included as part of PUC 99247, calls for a definition of “employee” as total work hours divided by 2,000. Reported work hours should include both contractor personnel (e.g., management, drivers, dispatch, etc.) as well as City personnel.

Condition: The City is not using the TDA definition of FTE employee in completing the State Controller Report. The City provided a person-count of employees, indicating RATP Dev only has full-time employees.

This is considered a functional finding at this time, since the City did not utilize TDA funds during the audit period, but will be a consideration with respect to compliance during the next audit period, as the City will be receiving Article 4 funding beginning in FY 2022/23.

Cause: A general lack of understanding of this requirement of the State Controller Report is the most frequent cause of this findings.

Effect: The operator can be out of compliance with the TDA by failing to use the TDA definition for this metric.

Recommendation: Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.

Recommended Action: Ensure both City and contractor staff document all hours worked related to transit beginning with FY 2022/23. Administrative hours may need to be allocated between fixed-route (general operations) and demand-response (specialized services) based on either actual work performed or a formula based on vehicle service hours by mode. Ensure the individual(s) completing the State Controller Reports are aware of how to calculate this data using the TDA definition. Data provided to the City by the contractor should reflect work hours, not a person-count. Hours representing paid time off (such as sick time or PTO) should be excluded from these hours. The City should add its transit-related work hours to these totals before calculating Employees by dividing by 2,000.

Timeline: FY 2022/23.

Anticipated Cost: None.

Exhibit 8.1 Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.	Medium	FY 2023

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 County of Ventura

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	3
Chapter 3 Program Compliance	7
Chapter 4 Prior Recommendations	11
Chapter 5 Data Reporting Analysis	13
Chapter 6 Performance Analysis	15
Chapter 7 Functional Review.....	23
Chapter 8 Findings and Recommendations	29

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Table of Exhibits

Exhibit 3.1 Transit Development Act Compliance Requirements	9
Exhibit 5.1 Data Reporting Comparison.....	14
Exhibit 6.1 System Performance Indicators	18
Exhibit 6.2 System Ridership.....	19
Exhibit 6.3 System Operating Cost/VSH	19
Exhibit 6.4 System Operating Cost/VSM.....	19
Exhibit 6.5 System VSM/VSH.....	19
Exhibit 6.6 System Operating Cost/Passenger	20
Exhibit 6.7 System Passengers/VSH	20
Exhibit 6.8 System Passengers/VSM.....	20
Exhibit 6.9 System VSH/FTE	20
Exhibit 6.10 System Farebox Recovery	21
Exhibit 6.11 System Fare/Passenger.....	21
Exhibit 7.1 Organizational Chart.....	24
Exhibit 7.2 Kanan Shuttle’s Transit Fleet	27

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Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged. This audit covers the County of Ventura in its role as operator of the Kanan Shuttle. Audits of other transit programs to which the County contributes are prepared separately.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the Kanan Shuttle, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of County of Ventura’s public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The Kanan Shuttle, sponsored by the County of Ventura in partnership with the City of Agoura Hills, Oak Park Unified School District, and the Oak Park County Service Area #4, began in August 2013 as a demonstration project. The service operates primarily along Kanan Road in Oak Park, from Roadside Drive to Lindero Canyon. Service is provided Monday through Friday, 6:45 a.m. to 5:40 p.m., on a fare-free basis.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with County of Ventura staff, analysis of program performance, and an audit of program compliance and function, the audit team identified no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included one recommendation:

1. The County should exclude vehicle lease costs from its operating cost when calculating the farebox recovery ratio.

Status: Implemented.

Findings and Recommendations

Based on discussions with County staff, analysis of program performance, and a review of program compliance and function, the audit team submits no findings or recommendations for the County of Ventura.

Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of County of Ventura’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of County of Ventura as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

This audit covers the County of Ventura in its role as operator of the Kanan Shuttle. Audits of other transit programs to which the County contributes (i.e., City of Ojai, ECTA, Thousand Oaks Dial-A-Ride, and Valley Express) are prepared separately.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and

4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of the County of Ventura included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of County of Ventura included thorough review of documents relevant to the scope of the audit, as well as information contained on the County's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;

- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;
- Accident/road call logs; and
- Organizational chart.

Given impacts of the COVID-19 pandemic, the methodology for this audit included a virtual site visit with County representatives on February 15, 2023. The audit team met with Susanna Arroyo (Administrative Assistant II), Glenn Derossett (Engineering Manager), Chris Kurgan (Roads and Transportation Director), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines County of Ventura’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The County considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with County staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for the County of Ventura.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: January 28, 2021 FY 2020/21: January 28, 2022 FY 2021/22: January 31, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: February 10, 2021 FY 2020/21: March 9, 2022 FY 2021/22: March 31, 2023
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	<i>MV Transportation/City of Thousand Oaks (Kanan Shuttle):</i> October 2, 2018 November 7, 2019 (unsatisfactory) March 4, 2020 April 2, 2021 April 14, 2022
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	The County does not receive Article 8 funding.
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	The County does not receive Article 8(c) funding.
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: -24.05% FY 2020/21: -12.50% FY 2021/22: +11.59% <i>Source: SCO budgets. Decrease in FY 2020 due to reduced service hours and elimination of Saturday service.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 20.83% (waived) FY 2020/21: 0.00% (waived) FY 2021/22: 0.00% (waived)

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	County employees are eligible for VCERA.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	Not applicable	The County does not receive State Transit Assistance funds.
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	Not applicable	The County does not receive State Transit Assistance funds.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance County of Ventura has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included one recommendation:

1. The County should exclude vehicle lease costs from its operating cost when calculating the farebox recovery ratio.

Discussion: The County leases three Kanan Shuttle vehicles from the City of Thousand Oaks' contracted transit operator. As of the time of the prior audit, it had not been excluding the lease expense of its vehicles from operating cost when calculating the farebox recovery ratio for the Kanan Shuttle program. In FY 2019/20, this would result in a lease expense of \$2,374.86 per month per bus, for an annual total of \$85,494.96. Using the County's estimated budget for FY 2019/20 as an example, it is apparent the exclusion of this cost would have a significant impact.

FBRR without lease exclusion = 19.99%

FBRR with lease exclusion = 24.91%

The likely cause was a lack of awareness regarding this exclusion. The prior auditor noted the exclusion of the vehicle lease costs should be reported in both the State Controller Report and the TDA fiscal audit. In the State Controller Report, vehicle lease costs should be entered as R02 of the Operating Cost page (Form #6) under Expense Exclusions. In the TDA fiscal audit, it should be included as a line item in the farebox recovery ratio calculation for Kanan Shuttle. The auditor recommended the County begin excluding these costs in its reporting for FY 2019/20.

Progress: The County has been excluding vehicle lease costs in its fiscal audits since FY 2020.

Status: Implemented.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by County of Ventura both internally as well as to outside entities during the audit period.

Data items were reported consistently except as indicated below.

- **Fare revenue:** In FY 2019/20, the County reported its local fare supplementation as passenger revenues in the State Controller Report, but not in the TDA fiscal audit or the NTD report. All fares were reported as zero dollars in subsequent years.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$340,315	\$234,997	\$334,897
<i>National Transit Database</i>	\$346,055	\$234,997	
<i>State Controller Report</i>	\$340,315	\$234,998	\$334,895
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$0	\$0	\$0
<i>National Transit Database</i>	\$0	\$0	
<i>State Controller Report</i>	\$70,904	\$0	\$0
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	2,727	2,016	2,582
<i>State Controller Report</i>	2,727	2,017	2,582
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	33,363	22,406	27,909
<i>State Controller Report</i>	33,363	22,406	27,909
Passengers			
<i>Monthly Performance Reports</i>	34,261	7,136	32,349
<i>State Controller Report</i>	34,261	7,159	32,349
Full-Time Equivalent Employees			
<i>State Controller Report</i>	3	2	3

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles (VSM)* are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for the County of Ventura, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the County's audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. The County's calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. The County's calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. The County's calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

Operating cost posted a net 15.6 percent decrease across the six-year period, and decreased 1.6 percent during the audit period. The service went fare free in FY 2020/21 and FY 2021/22. Fare revenue decreased 12.3 percent between FY 2016/17 and FY 2019/20. Given the Kanan Shuttle is a fare-free service, the County reported local fare supplementation in this field through FY 2019/20. These route guarantees were not received in FY 2020/21, which resulted in a decrease to zero dollars.

Vehicle service hours (VSH) decreased every year except FY 2021/22 with a 28.0 percent increase. A decrease in service in FY 2019/20, followed by a decrease due to COVID-19 in FY 2020/21, led to this large increase as the system recovered. Vehicle service miles (VSM) decreased each year except for FY 2017/18 and FY 2021/22, for similar reasons. This resulted in a net 5.3 percent decrease in VSH and net 16.3 percent decrease in VSM during the audit period. Ridership also fluctuated, with the most significant decrease in FY 2020/21 (79.1 percent); however, in FY 2021/22 ridership increased 351.9 percent. This resulted in ridership decreasing only 5.6 percent during the audit period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Operating cost per vehicle service hour and operating cost per vehicle service mile both saw slight net increases during the audit period (3.9 percent and 4.2 percent, respectively). Passengers per vehicle service hour experienced a significant decrease in FY 2020/21, before recovering in FY 2021/22, resulting in only a 0.3 percent net decrease during the audit period. Passenger per vehicle service mile increased 12.9 percent during the audit period.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$396,768	\$397,589	\$412,360	\$340,315	\$234,998	\$334,895
<i>Annual Change</i>	3.7%	0.2%	3.7%	-17.5%	-30.9%	42.5%
Fare Revenue (Actual \$)	\$80,877	\$81,400	\$83,760	\$70,904	\$0	\$0
<i>Annual Change</i>	2.0%	0.6%	2.9%	-15.3%	-100.0%	0.0%
Vehicle Service Hours (VSH)	5,043	4,963	4,828	2,727	2,017	2,582
<i>Annual Change</i>	2.7%	-1.6%	-2.7%	-43.5%	-26.0%	28.0%
Vehicle Service Miles (VSM)	67,503	68,025	66,789	33,363	22,406	27,909
<i>Annual Change</i>	-2.7%	0.8%	-1.8%	-50.0%	-32.8%	24.6%
Passengers	78,493	79,613	68,650	34,261	7,159	32,349
<i>Annual Change</i>	7.2%	1.4%	-13.8%	-50.1%	-79.1%	351.9%
Employees	Not reported	Not reported	3	3	2	3
<i>Annual Change</i>				0.0%	-33.3%	50.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$78.68	\$80.11	\$85.41	\$124.79	\$116.51	\$129.70
<i>Annual Change</i>		1.8%	6.6%	46.1%	-6.6%	11.3%
Operating Cost/Passenger (Actual \$)	\$5.05	\$4.99	\$6.01	\$9.93	\$32.83	\$10.35
<i>Annual Change</i>		-1.2%	20.3%	65.4%	230.5%	-68.5%
Passengers/VSH	15.56	16.04	14.22	12.56	3.55	12.53
<i>Annual Change</i>		3.1%	-11.4%	-11.6%	-71.7%	253.0%
Passengers/VSM	1.16	1.17	1.03	1.03	0.32	1.16
<i>Annual Change</i>		0.6%	-12.2%	-0.1%	-68.9%	262.8%
Farebox Recovery	20.4%	20.5%	20.3%	20.8%	0.0%	0.0%
<i>Annual Change</i>		0.4%	-0.8%	2.6%	-100.0%	0.0%
Hours/Employee			1,609.3	909.0	1,008.5	860.7
<i>Annual Change</i>				-43.5%	10.9%	-14.7%
TDA Non-Required Indicators						
Operating Cost/VSM	\$5.88	\$5.84	\$6.17	\$10.20	\$10.49	\$12.00
<i>Annual Change</i>		-0.6%	5.6%	65.2%	2.8%	14.4%
VSM/VSH	13.39	13.71	13.83	12.23	11.11	10.81
<i>Annual Change</i>		2.4%	0.9%	-11.6%	-9.2%	-2.7%
Fare/Passenger	\$1.03	\$1.02	\$1.22	\$2.07	\$0.00	\$0.00
<i>Annual Change</i>		-0.8%	19.3%	69.6%	-100.0%	0.0%

Sources: FY 2016/17 – FY 2018/19 from the prior audit. FY 2019/20 – FY 2021/22 from State Controller Reports.

Exhibit 6.2 System Ridership

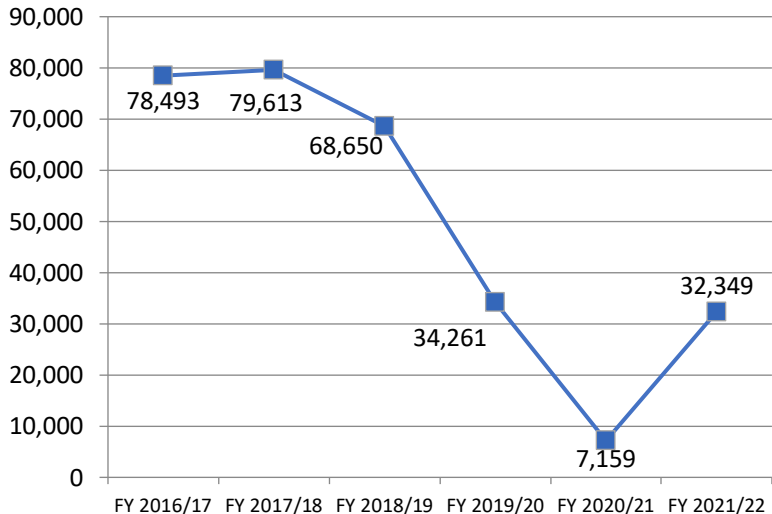


Exhibit 6.3 System Operating Cost/VSH

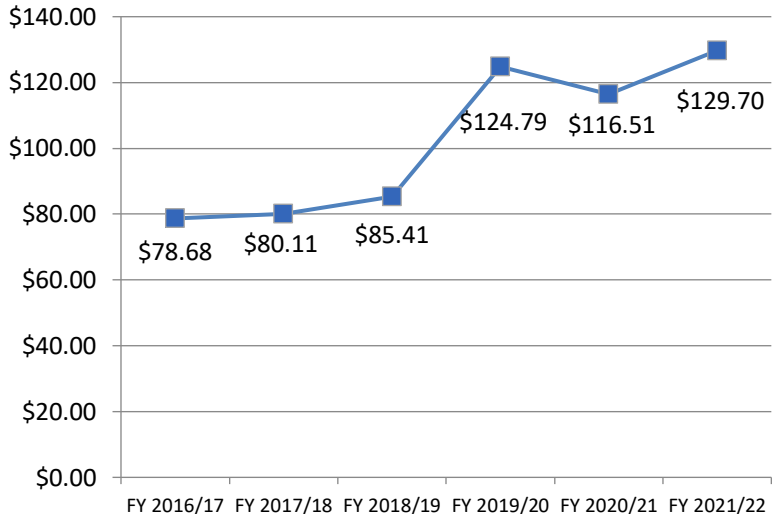


Exhibit 6.4 System Operating Cost/VSM

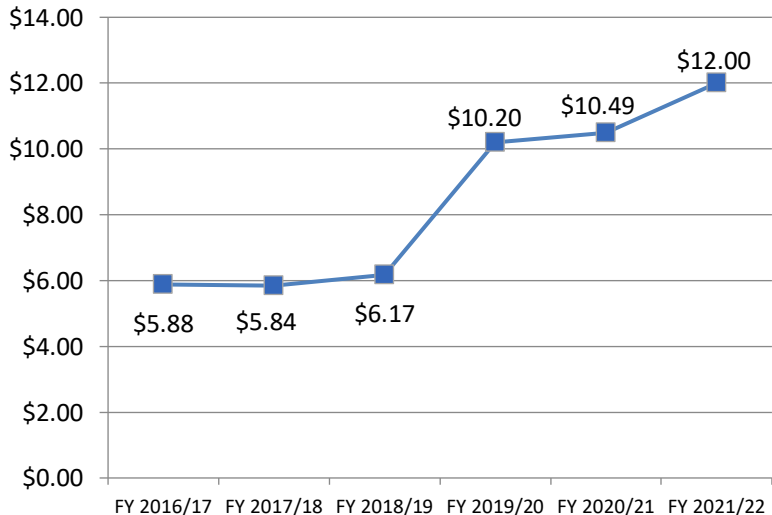


Exhibit 6.5 System VSM/VSH

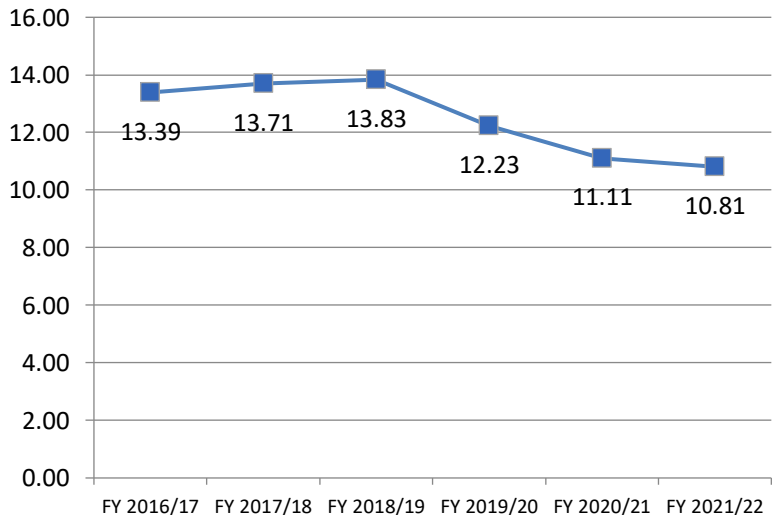


Exhibit 6.6 System Operating Cost/Passenger

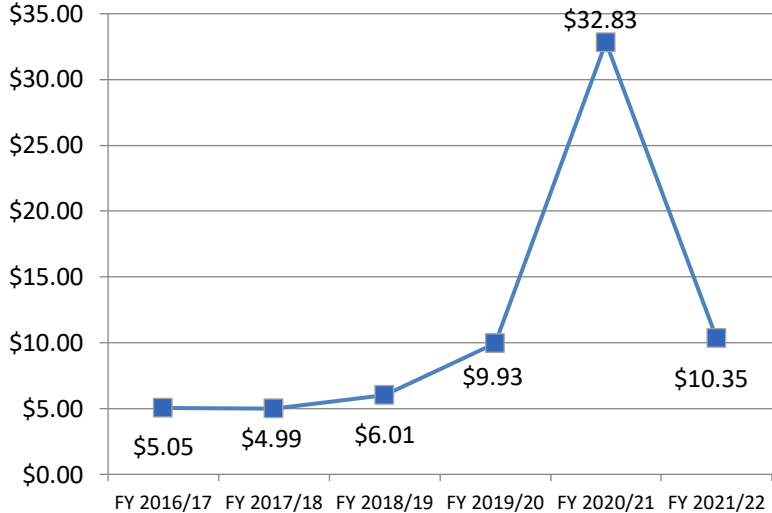


Exhibit 6.7 System Passengers/VSH

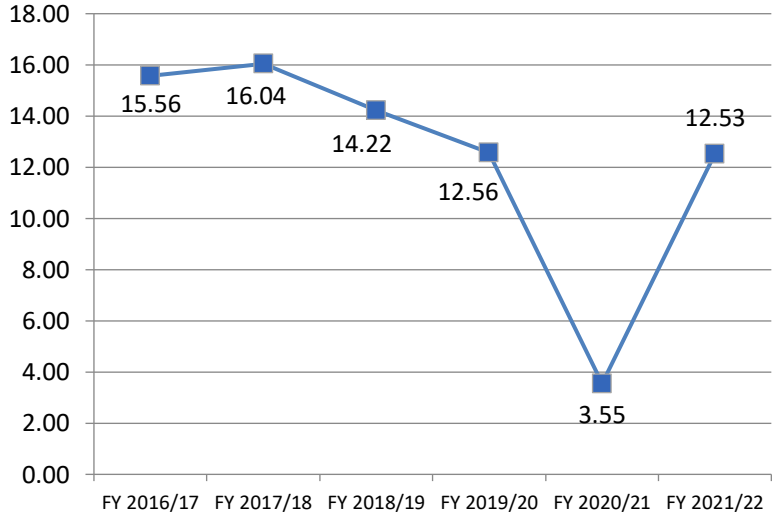


Exhibit 6.8 System Passengers/VSM

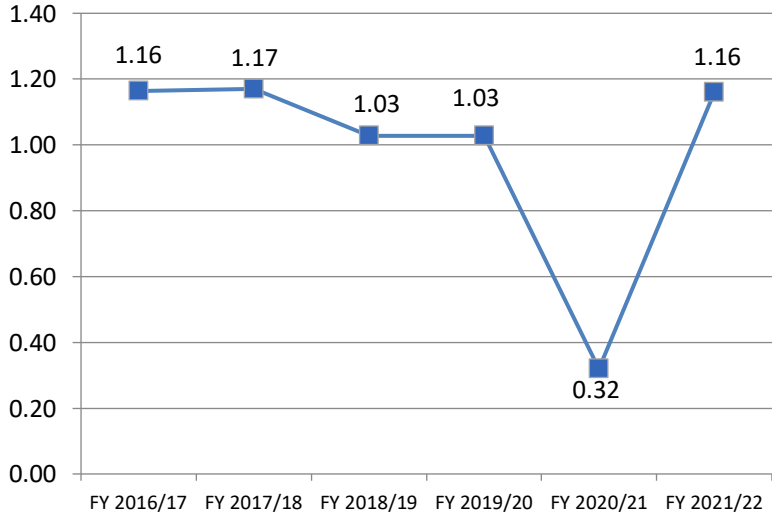


Exhibit 6.9 System VSH/FTE

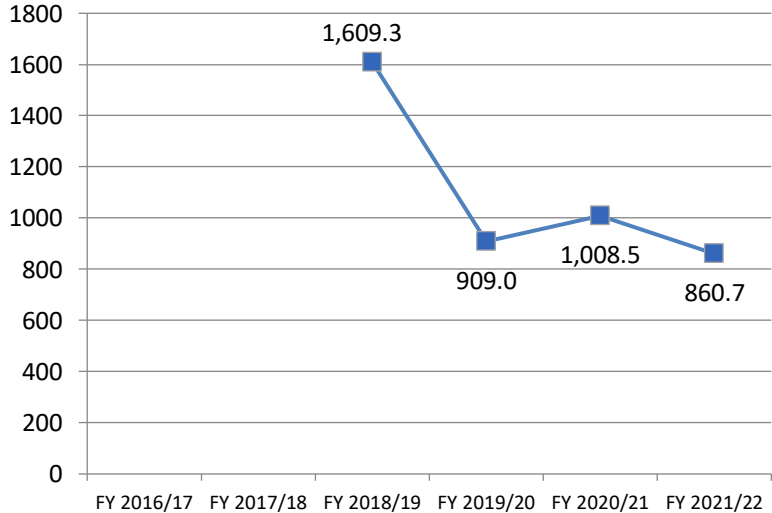


Exhibit 6.10 System Farebox Recovery

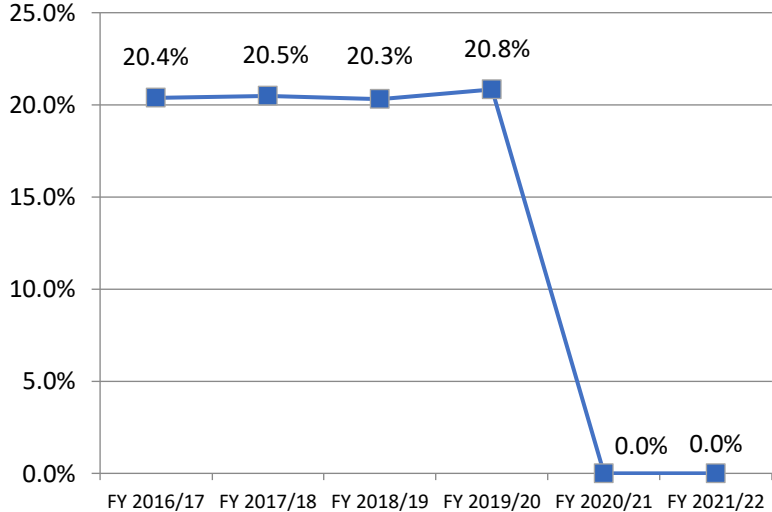
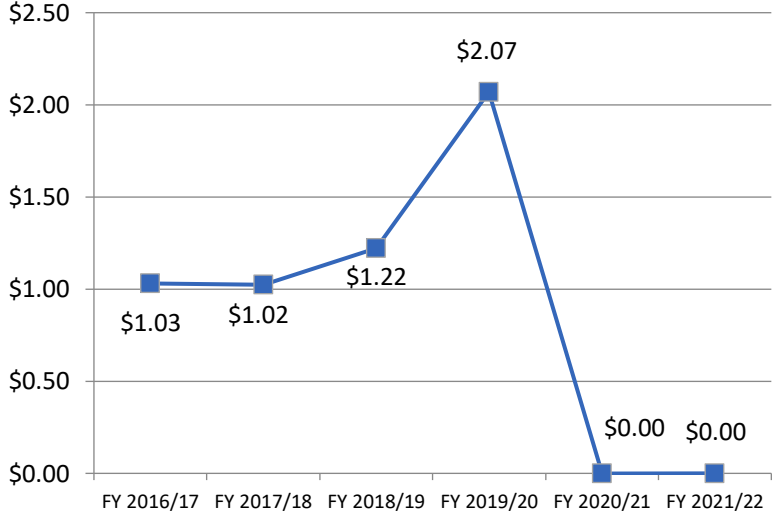


Exhibit 6.11 System Fare/Passenger



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Chapter 7 | Functional Review

A functional review of the County of Ventura’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the County through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

The Kanan Shuttle, sponsored by the County of Ventura in partnership with the City of Agoura Hills, Oak Park Unified School District, and the Oak Park County Service Area #4, began in August 2013 as a demonstration project. The service operates primarily along Kanan Road in Oak Park, from Roadside Drive to Lindero Canyon. Service is provided Monday through Friday, 6:45 a.m. to 5:40 p.m., on a fare-free basis.

The Kanan Shuttle is currently the only County-funded transit program operated solely by the County. All others programs funded by the County are operated in conjunction with other jurisdictions (e.g., City of Ojai, ECTA, Thousand Oaks Dial-A-Ride, and Valley Express) and are audited separately. The primary goal of the Kanan Shuttle is to reduce traffic congestion on Kanan Road. Forty percent of students attending the Oak Park Unified School District reside outside the district. The Shuttle provides an alternative for parents who would otherwise drive their students to school. Shuttle ridership is lower in summer yet it is still heavily utilized. Service levels are reduced during summer.

Although shuttle riders can transfer to LA Metro Route 161 and LADOT Commuter Express at the Thousand Oaks Boulevard, Canwood Road, and Roadside Drive bus stops, connectivity with other transit services is limited.

Recent service changes

In September 2019, several unproductive trips were eliminated, as well as Saturday service. In August 2022, the schedule was modified to add an additional trip and reflect updated school bell times.

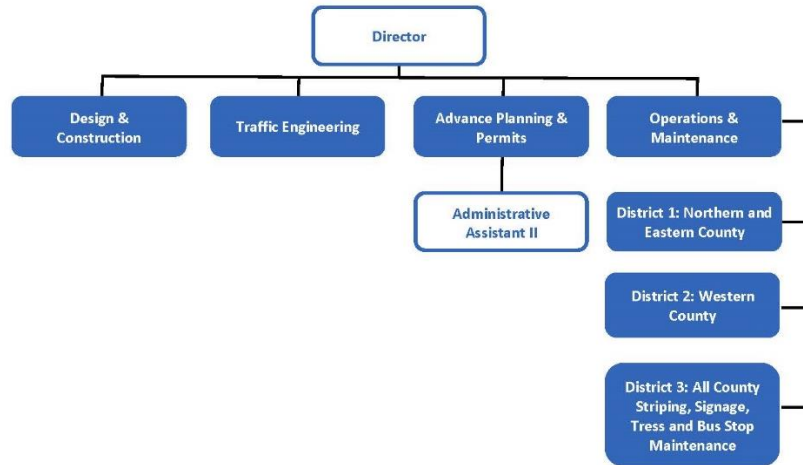
Response to COVID-19 pandemic

The Kanan Shuttle required masks, provided sanitizing products, and conducted increased cleaning of the vehicles. To protect the drivers, social distancing was implemented. Ridership has not recovered to pre-COVID numbers, but increased to 50 percent in FY 2022. At the time of the audit, ridership had rising to approximately two-thirds of pre-COVID numbers.

General Management and Organization

Program performance is monitored through monthly invoices from the City of Thousand Oaks which includes operating cost and vehicle lease cost on a spreadsheet. Management receives a shuttle summary for ridership and daily county ridership. With the recent hiring of an Administrative Assistant, the program is now fully staffed. Relationships with Thousand Oaks Transit and the Ventura County Transportation Commission remain positive.

Exhibit 7.1 Organizational Chart



The Ventura County Board of Supervisors (BOS) is the governing body for the County’s transit programs. Five supervisors each represent one district of Ventura County. The BOS typically meets Tuesday at 8:30 a.m. at the Ventura County Government Center (800 S. Victoria Avenue, Ventura) and may meet up to three times in a given month. Meetings frequently take place on the second and fourth Tuesday, although several months feature an alternate schedule. All transit items are reported to the BOS on an annual basis concurrent with the annual renewal of the agreement for transit services (with City of Thousand Oaks), the fiscal agent agreement for ECTA service (with the City of Thousand Oaks), and approval of the TDA claim to Gold Coast Transit District. The Supervisor representing the district in which the Kanan Shuttle operates remains very interested in the program.

Service Planning

The County relies on VCTC for transit planning and is currently preparing an Active Transportation Plan that includes transit and addresses first and last mile transportation needs. Additionally, the plan seeks to identify best and worst bus stops and offer strategies to increase ridership. The County is part of VCTC’s Transportation Technical Advisory Committee (TTAC) and attends the Gold Coast Transit District’s monthly Technical Advisory Committee meetings.

At present, VCTC is finalizing its county-wide Transit Integration and Efficiency Study (TIES), which further examines opportunities for regional coordination and service integration. The TIES project, which was launched after it became apparent COVID would have a long-term impact on transit, has presented three separate alternatives: 1) better coordination between procurement, technology, and marketing; 2) consolidating some of the services; and 3) full consolidation of all transit operators. After the conclusion of the TIES project, VCTC will begin updating its short-range transit plan.

Public outreach hearings are being conducted as part of the Active Transportation Plan process; however, there was no public hearing before trips were eliminated in September 2019. All in-person outreach opportunities were put on hold due to the COVID-19 pandemic. No surveys have been completed recently. The Active Transportation Plan project webpage includes an opportunity to provide feedback, which could include transit.

Administration

The County's transit budget is based on available funding. It reaches out to Thousand Oaks and VCTC to get their projected budgets and uses that information to prepare the County's transit budget. TDA Article 4 is the primary funding source for the Kanan Shuttle, along with local contributions to supplement the free fares. Historically, budgeting has been the responsibility of the transit analyst, though that position has been vacant for some time. Beginning with FY 2023/24, budgeting is the responsibility of the Administrative Assistant.

Local supplementation of fare revenues for the Kanan Shuttle is provided through contributions from the Oak Park Unified School District and Ventura County Service Area 4. Each contributor is invoiced at the end of the year to ensure the program meets the required 20 percent farebox recovery ratio.

The County does not apply for any grants for transit. The Roads and Transportation Director and Administrative Assistant jointly oversee the Kanan Shuttle operations contract with the City of Thousand Oaks. Program performance is monitored via monthly performance data, invoices, and monthly meetings. The County has its own risk management department and is part of a self-insurance pool.

The County of Ventura does have an internal audit function. However, it has not conducted any internal audits related to transportation within at least the last five years.

Marketing and Public Information

Most outreach is conducted in conjunction with the City of Thousand Oaks. Kanan Shuttle service change promotion and production of flyers is handled by the County, while updates to the Kanan Shuttle webpage are handled by the City of Thousand Oaks (as the page is hosted on the City's website). The County also utilizes a robust social media presence to communicate its transit message to the community.

Customer inquiries are handled by the City of Thousand Oaks. The County also has a website that allows for inquiries and complaints. The County keeps records of all complaints received but does not log all calls. Historically, the primary complaint has been the presence of trash at bus stops.

Scheduling, Dispatch, and Operations

The City of Thousand Oaks contracts with MV Transportation to provide vehicle operators and maintenance of leased vehicles for the Kanan Shuttle. MV's operators, dispatchers, road supervisors, and customer service representatives are represented by Teamsters Local #848. At present, MV only has full-time drivers, as it has had difficulty filling vacancies and the investment and expense of training staff does not warrant hiring part-time staff.

All drivers are required to meet the same licensing and certification requirements. MV requires a commercial license with passenger and air brake endorsements as well as a Vehicle Transit Training (VTT) certificate.

Vacations are bid out each year. They are covered by standby driver, or off-duty drivers may be called in on their scheduled days of if needed. Unscheduled absences (call-outs) require one hour of notice. In these situations a standby driver is dispatched to cover the assignment. If no standby driver is available, a road supervisor will cover the route until a suitable replacement is available.

Vehicles are assigned to routes daily by dispatchers on a rotation basis. Each program operated by MV has its own fleet, and buses branded for one fleet are not assigned to another service. Dispatch receives a list of down vehicles daily. Vehicles available for service are then assigned for the day.

As a fare-free service, the Kanan Shuttle does not collect fares.

Personnel Management and Training

Drivers bid for their work assignments on a seniority basis. Many bid schedules have multiple route or service components, but not all. Some drivers may work for multiple agencies under contract with the City of Thousand Oaks on a single shift. All drivers are trained to operate all fixed-route and demand-response vehicles.

Currently, there are not sufficient drivers being recruited to meet the contractor's needs. Across MV's entire Thousand Oaks operation (of which Kanan Shuttle is a component), they are short approximately 15 drivers and five other staff. Recruitment and training are continual and ongoing, but MV has not had full staffing for at least 18 months due to low unemployment and higher wages available elsewhere. Employee recruitment is conducted via multiple methodologies, including job fairs, workforce/job placements/outreach programs, ads on local hiring sites, veterans outreach, and County offices. MV also has in-house recruiters that are stationed locally.

Thousand Oaks and MV have been working together to increase wages to be more competitive in recruitment, especially for drivers. Two recent wage increases – in August 2022 and January 2023 – have brought starting driver wages up from \$15.50 to \$20.70. Another increase will bring the starting wage up to \$23.00 in July 2023. Other wages are being adjusted as well to bring them up to parity with other local operators.

The biggest impact of the driver shortage has been felt on the demand-response services. As a small fixed-route operation, the Kanan Shuttle has experienced much less of an impact.

While some recruits possess some relevant experience, the majority of candidates require full training and licensing. All training meets federal and state requirements. MV's current new hire training program is called Operator Excellence Training (OET). Customer service training is called Platinum Connection Customer Service (PCCS). MV's local training team consists of a safety manager, road supervisors (all of whom are trained to provide behind-the-wheel training), three drivers that are behind-the-wheel trained, the general manager, and the operations manager. DMV testing typically occurs at another MV property in the region that has a DMV-certified examiner.

Safety activities include monthly safety meetings, safety stand-downs, road evaluations, risk assessments, and ongoing wheelchair recertification. Minimum safety and training requirements are included in the transit operations operator’s contract. All vehicles are equipped with safety equipment required by the Department of Transportation, state, and contract. Some vehicles also include health safety devices such as special air filters and driver shields in response to COVID-19.

MV strives to motivate its employees by holding employee appreciation events and luncheons, conducting customer service and safety contests, and selecting an Employee of the Month. Drivers receive bonuses for safety, gift cards, and food events to help motivate them and enhance job satisfaction. All positive rider comments are passed along to drivers. Operator staff regularly receive risk assessments and road evaluations. There is also an incentive performance clause in MV’s contract with the City of Thousand Oaks.

Discipline and attendance policies are outlined in an Employee Handbook which is provided to all employees upon the start of employment. These include a safety point system, attendance point system, coaching, and counseling. A progressive discipline program is also utilized. MV’s drug and alcohol policy is monitored by the City of Thousand Oaks and the FTA.

MV Transportation provides comprehensive benefits to all full-time employees. Employees receive a package outlining available benefits on an annual basis.

Maintenance

The City of Thousand Oaks contracts with MV Transportation to maintain the leased vehicles for the Kanan Shuttle. MV has an established preventive maintenance program that includes A, B, and C level inspections. Maintenance does not typically conflict with regular vehicle use. Warranty work is typically sent out, and MV conducts other work in-house.

The current Kanan Shuttle fleet includes three vehicles, all of which are 2019 model year. As such, the average age of the fleet is less than four years. All vehicles are ADA-compliant. Exhibit 7.2 provides details on the County’s Kanan Shuttle fleet.

Exhibit 7.2 Kanan Shuttle’s Transit Fleet

Make/Model	MV #	Year	Seating capacity	WC	Fuel Type	Service
Ford E450 Cutaway	604	2019	30	2	CNG	Fixed-route
Ford E450 Cutaway	605	2019	30	2	CNG	Fixed-route
Ford E450 Cutaway	606	2019	30	2	CNG	Fixed-route

Drivers complete a Daily Vehicle Inspection Report (DVIR), which identifies any unsafe conditions. MV has standing orders to identify any issues with the vehicles as part of pre- and post-trip inspections. Maintenance will notify dispatch regarding any vehicle deemed unsafe. Vehicles undergoing maintenance are tagged so they are not used.

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Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds the County of Ventura to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with County staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance or functional findings or recommendations.

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Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 Gold Coast Transit District

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	3
Chapter 3 Program Compliance	7
Chapter 4 Prior Recommendations	13
Chapter 5 Data Reporting Analysis	15
Chapter 6 Performance Analysis	17
Chapter 7 Functional Review.....	35
Chapter 8 Findings and Recommendations	45

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	2
Exhibit 3.1 Transit Development Act Compliance Requirements	9
Exhibit 5.1 Data Reporting Comparison.....	16
Exhibit 6.1 System Performance Indicators	20
Exhibit 6.2 System Ridership	21
Exhibit 6.3 System Operating Cost/VSH	21
Exhibit 6.4 System Operating Cost/VSM.....	21
Exhibit 6.5 System VSM/VSH.....	21
Exhibit 6.6 System Operating Cost/Passenger	22
Exhibit 6.7 System Passengers/VSH	22
Exhibit 6.8 System Passengers/VSM.....	22
Exhibit 6.9 System VSH/FTE	22
Exhibit 6.10 System Farebox Recovery	23
Exhibit 6.11 System Fare/Passenger.....	23
Exhibit 6.12 Fixed-Route Performance Indicators.....	25
Exhibit 6.13 Fixed-Route Ridership.....	26
Exhibit 6.14 Fixed-Route Operating Cost/VSH	26
Exhibit 6.15 Fixed-Route Operating Cost/VSM	26
Exhibit 6.16 Fixed-Route VSM/VSH	26
Exhibit 6.17 Fixed-Route Operating Cost/Passenger.....	27
Exhibit 6.18 Fixed-Route Passengers/VSH	27
Exhibit 6.19 Fixed-Route Passengers/VSM	27
Exhibit 6.20 Fixed-Route VSH/FTE.....	27
Exhibit 6.21 Fixed-Route Farebox Recovery.....	28
Exhibit 6.22 Fixed-Route Fare/Passenger	28
Exhibit 6.23 Demand-Response Performance Indicators	30
Exhibit 6.24 Demand-Response Ridership	31
Exhibit 6.25 Demand-Response Operating Cost/VSH.....	31
Exhibit 6.26 Demand-Response Operating Cost/VSM.....	31
Exhibit 6.27 Demand-Response VSM/VSH.....	31
Exhibit 6.28 Demand-Response Operating Cost/Passenger	32
Exhibit 6.29 Demand-Response Passengers/VSH.....	32
Exhibit 6.30 Demand-Response Passengers/VSM.....	32
Exhibit 6.31 Demand-Response VSH/FTE	32
Exhibit 6.32 Demand-Response Farebox Recovery	33
Exhibit 6.33 Demand-Response Fare/Passenger.....	33
Exhibit 7.1 Fixed-Route Fare Structure	35
Exhibit 7.2 Demand-Response Fare Structure	35

Exhibit 7.3 Organizational Chart (FY 2022/23) 37
Exhibit 7.4 Gold Coast Transit District’s Transit Fleet 43
Exhibit 8.1 Audit Recommendations 46

Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Gold Coast Transit District as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of Gold Coast Transit District's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The Gold Coast Transit District (GCTD) provides bus and paratransit services within the cities of Ojai, Oxnard, Port Hueneme, and Ventura, as well as in unincorporated areas of western Ventura County. Serving a population of approximately 375,000 and providing approximately four million unlinked rides annually, GCTD is the largest public transit service provider in Ventura County. GCTD operates 23 fixed routes (including four school trippers) from approximately 4:45 a.m. to 10:30 p.m. weekdays, and weekends from approximately 4:45 a.m. to 10 p.m.

GCTD's paratransit service is known as ACCESS, a shared-ride origin-to-destination service for persons with disabilities and seniors age 65 and above. ACCESS provides transportation during the same days and hours the fixed-route service, and across the same service area.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with Gold Coast Transit District staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included no recommendations.

Findings and Recommendations

Based on discussions with Gold Coast Transit District staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for Gold Coast Transit District.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. There are reporting errors in the State Controller Transit Operator Financial Transaction Reports for each year of the audit period.

In completing this Triennial Performance Audit, we submit the following recommendations for Gold Coast Transit District’s public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Ensure VSH and VSM data are correctly reported on the State Controller Financial Transaction Reports.	Medium	FY 2022/23

Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Gold Coast Transit District’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Gold Coast Transit District as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of Gold Coast Transit District included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Gold Coast Transit District included thorough review of documents relevant to the scope of the audit, as well as information contained on the District's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;
- Accident/road call logs; and

- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with District representatives on March 2, 2023. The audit team met with Vanessa Rauschenberger (General Manager), Cynthia Torres Duque (Director of Planning and Marketing), James Beck (Director of Operations and Maintenance), Alex Zaretsky (Director of Human Resources), Tanya Hawk (Buyer), Veronica Navarro (Accounting Analyst), Chiharu Endo-Lee (Operations Manager), Margaret Schoep (Paratransit and Special Project Manager), Austin Novstrup (Planning Manager), Juan Delarosa (Fleet Manager), and Dawn Perkins (Director of Finance), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the Gold Coast Transit District’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The Gold Coast Transit District considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with District staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for Gold Coast Transit District.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance ¹	FY 2019/20: February 1, 2021 FY 2020/21: February 3, 2022 FY 2021/22: February 1, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: February 22, 2021 FY 2020/21: March 4, 2022 FY 2021/22: March 30, 2023
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	Fixed-route: November 13, 2019 October 29, 2020 November 2, 2021 November 9, 2022 Demand-Response: September 4, 2019 September 9, 2020 September 21, 2021 September 16, 2022
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: -4.77% FY 2020/21: +9.78% FY 2021/22: -14.09%

¹ While State Controller Reports for FY 2020/21 and FY 2021/22 were submitted three days and one day late, respectively, we are not considering this a compliance finding due to the minimal delay. Staff cited a delay in receiving information from auditors and changes in the finance department as the primary reasons for the delayed submittals. GCTD has engaged a new audit team, which it anticipates will eliminate the delays in the audits as well as enable on-time submittals to the State Controller.

Compliance Element	Reference	Compliance	Comments
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 15.30% (waived) FY 2020/21: 7.30% (waived) FY 2021/22: 48.77% <i>FY 2022 farebox recovery ratio included federal funds as allowed under AB 149.</i>
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	FY 2019/20: 16.50% FY 2020/21: 1.50% (waived) FY 2021/22: 64.5% <i>FY 2022 farebox recovery ratio included federal funds as allowed under AB 149.</i>
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	GCTD employees are eligible for benefits through CalPERS.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	

Compliance Element	Reference	Compliance	Comments
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

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Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance Gold Coast Transit District has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included no recommendations.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Gold Coast Transit District both internally as well as to outside entities during the audit period.

With respect to the State Controller Reports, in the original reports provided by GCTD, vehicle service hours (VSH) and vehicle service miles (VSM) included errors in reporting for all three years. It is likely the errors occurred when the report was being completed, as it appears some data was simply placed in the wrong field.

- FY 2019/20: Fixed-route VSH was reported as 1,432 (compared to 186,904 as reported to the NTD) and demand-response VSH was reported as 248 (compared to 39,935 as reported to the NTD). Fixed-route VSM was reported as 186,904 (compared to 1,990,877 as reported to the NTD) and demand-response VSM was reported as 39,935 (compared to 619,953 as reported to the NTD). It appears VSH was reported as VSM, though it is unclear what data was reported as VSH.
- FY 2020/21: Fixed-route VSH was reported correctly as 173,952 though demand-response VSH was reported as 176 (compared to 29,951 as reported to the NTD). Fixed-route VSM was reported as 173,952 (compared to 2,046,361 as reported to the NTD) and demand-response VSM was reported as 29,951 (compared to 511,051 as reported to the NTD). It appears VSH was reported as VSM, though it is unclear what data was reported as VSH for the demand-response service.
- FY 2021/22: Fixed-route VSH was reported correctly as 187,306 though demand-response VSH was reported as 223 (compared to 41,409 as reported to the NTD). Fixed-route VSM was also reported correctly as 2,100,001, and demand-response VSM was reported correctly as 562,865. It is unclear what data was reported as VSH for the demand-response service.

It should be noted that data accessed through the State Controller's website showed the correct data for VSH for both modes in FY 2019/20 and FY 2020/21, but still included incorrect VSM data. (The FY 2021/22 data was not available online to verify whether the demand-response VSH had been corrected.)

With respect to full-time equivalent employees (FTE), GCTD has demonstrated it is using the proper definition, but is reporting a slightly different figure on its State Controller Reports that is calculated. For example, for the fixed-route service, 205 employees is reported every year, while the calculated figure is 207, 202, and 201 for the three years. For the demand-response service, FTE is reported as 45, 37, and 35 for the three years, while the calculated figures are 32, 39, and 35, respectively.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$27,671,728	\$26,602,341	\$30,669,226
<i>National Transit Database</i>	\$27,867,776	\$26,706,542	\$31,857,148
<i>State Controller Report</i>	\$27,671,728	\$29,025,053	\$26,803,583
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$2,629,746	\$0	\$2,199,248
<i>National Transit Database</i>	\$2,356,308	\$324,216	\$2,079,498
<i>State Controller Report</i>	\$2,362,163	\$384,651	\$2,141,965
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	226,971	204,101	221,643
<i>National Transit Database</i>	226,839	203,901	226,140
<i>State Controller Report</i>	1,680	174,128	187,529
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	2,612,237	2,557,412	2,662,866
<i>National Transit Database</i>	2,610,830	2,557,412	2,662,866
<i>State Controller Report</i>	226,839	203,903	2,662,866
Passengers			
<i>Monthly Performance Reports</i>	3,040,662	1,955,918	2,287,241
<i>National Transit Database</i>	3,054,112	1,955,918	2,337,201
<i>State Controller Report</i>	3,054,112	1,955,918	2,337,201
Full-Time Equivalent Employees			
<i>State Controller Report</i>	250	242	240
<i>Per GCTD methodology</i>	239	241	236

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667². The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period³:

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,

² CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

³ Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.⁴ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

⁴ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for Gold Coast Transit District, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via National Transit Database (NTD) Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City's audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via NTD Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via NTD reports submitted to the FTA for each fiscal year covered by this audit. The District's calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via NTD reports submitted to the FTA for each fiscal year covered by this audit. The District's calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via NTD reports submitted to the FTA for each fiscal year covered by this audit. The District's calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from work hour data by GCTD for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 14.3 percent increase during the audit period, and a 44.1 percent net increase across the last six years. Fare revenue, however, steadily decreased through FY 2020/21 before significantly increasing in FY 2021/22 (due to the resumption of fare collection following a lengthy free fare period). This resulted in a net 11.7 percent decrease during the audit period and a net 35.1 percent decrease over six years.

Vehicle service hours (VSH) experienced modest changes between FY 2016/17 and FY 2018/19, then declined during FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 0.3 percent decrease during the audit period and a net 11.9 percent decrease during the six-year period. Vehicle service miles (VSM) saw little change during the first half of the six-year period. This resulted in an overall net increase of 2 percent during the audit period and a 10.2 percent decrease over the six-year period. Ridership declined during three years of the six-year period, though the significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 23.5 percent net decrease during the audit period and a 34.9 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite the decreased operating cost in FY 2020/21, cost-related metrics increased during the audit period. Operating cost per passenger was impacted the most, given the 23.5 percent decrease in ridership during the audit period. Passenger-

related metrics fell during the audit period, with passengers per VSH decreasing 23.2 percent and passengers per VSM decreasing 25 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$22,113,345	\$23,706,366	\$24,560,098	\$27,867,776	\$26,706,542	\$31,857,148
<i>Annual Change</i>		7.2%	3.6%	13.5%	-4.2%	19.3%
Fare Revenue (Actual \$)	\$3,204,858	\$3,112,123	\$3,216,832	\$2,356,308	\$324,216	\$2,079,498
<i>Annual Change</i>		-2.9%	3.4%	-26.8%	-86.2%	541.4%
Vehicle Service Hours (VSH)	256,733	252,796	251,657	226,839	203,901	226,140
<i>Annual Change</i>		-1.5%	-0.5%	-9.9%	-10.1%	10.9%
Vehicle Service Miles (VSM)	2,965,313	2,927,836	2,940,297	2,610,830	2,557,412	2,662,866
<i>Annual Change</i>		-1.3%	0.4%	-11.2%	-2.0%	4.1%
Passengers	3,588,390	3,718,811	3,642,129	3,054,112	1,955,918	2,337,201
<i>Annual Change</i>		3.6%	-2.1%	-16.1%	-36.0%	19.5%
Employees	238	240	237	239	241	236
<i>Annual Change</i>		0.8%	-1.3%	0.8%	0.8%	-2.1%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$86.13	\$93.78	\$97.59	\$122.85	\$130.98	\$140.87
<i>Annual Change</i>		8.9%	4.1%	25.9%	6.6%	7.6%
Operating Cost/Passenger (Actual \$)	\$6.16	\$6.37	\$6.74	\$9.12	\$13.65	\$13.63
<i>Annual Change</i>		3.4%	5.8%	35.3%	49.6%	-0.2%
Passengers/VSH	13.98	14.71	14.47	13.46	9.59	10.34
<i>Annual Change</i>		5.2%	-1.6%	-7.0%	-28.8%	7.7%
Passengers/VSM	1.21	1.27	1.24	1.17	0.76	0.88
<i>Annual Change</i>		5.0%	-2.5%	-5.6%	-34.6%	14.8%
Farebox Recovery	14.5%	13.1%	13.1%	8.5%	1.2%	6.5%
<i>Annual Change</i>		-9.4%	-0.2%	-35.4%	-85.6%	437.7%
Hours/Employee	1,078.7	1,053.3	1,061.8	949.1	846.1	958.2
<i>Annual Change</i>		-2.4%	0.8%	-10.6%	-10.9%	13.3%
TDA Non-Required Indicators						
Operating Cost/VSM	\$7.46	\$8.10	\$8.35	\$10.67	\$10.44	\$11.96
<i>Annual Change</i>		8.6%	3.2%	27.8%	-2.2%	14.6%
VSM/VSH	11.55	11.58	11.68	11.51	12.54	11.78
<i>Annual Change</i>		0.3%	0.9%	-1.5%	9.0%	-6.1%
Fare/Passenger	\$0.89	\$0.84	\$0.88	\$0.77	\$0.17	\$0.89
<i>Annual Change</i>		-6.3%	5.5%	-12.6%	-78.5%	436.8%

Source: FY 2016/17 – FY 2018/19 data from prior audit. FY 2019/20 – FY 2021/22 data from NTD reports. FY 2019/20 – FY 2021/22 FTE data as provided by GCTD.

Exhibit 6.2 System Ridership

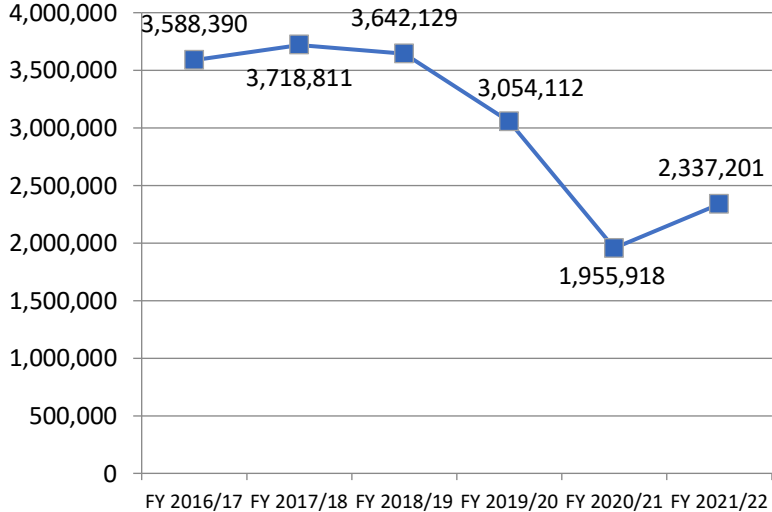


Exhibit 6.3 System Operating Cost/VSH

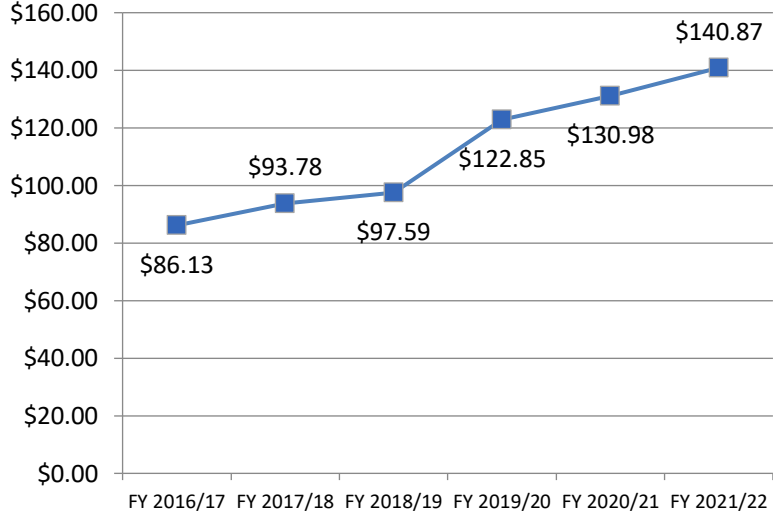


Exhibit 6.4 System Operating Cost/VSM

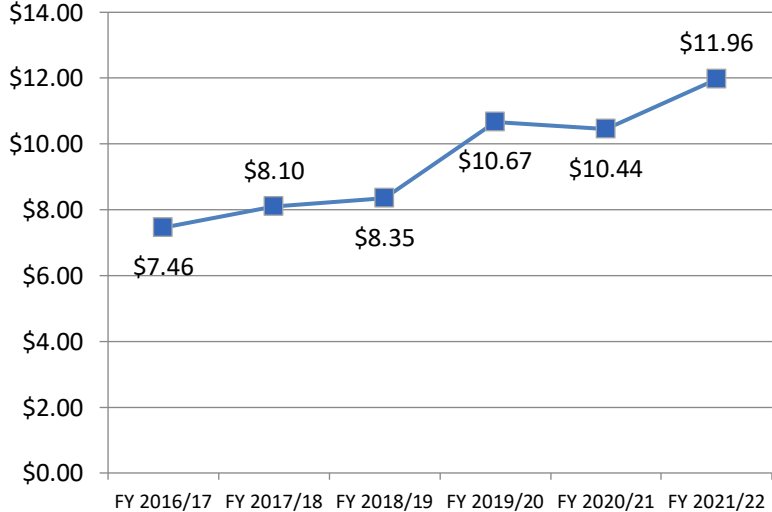


Exhibit 6.5 System VSM/VSH

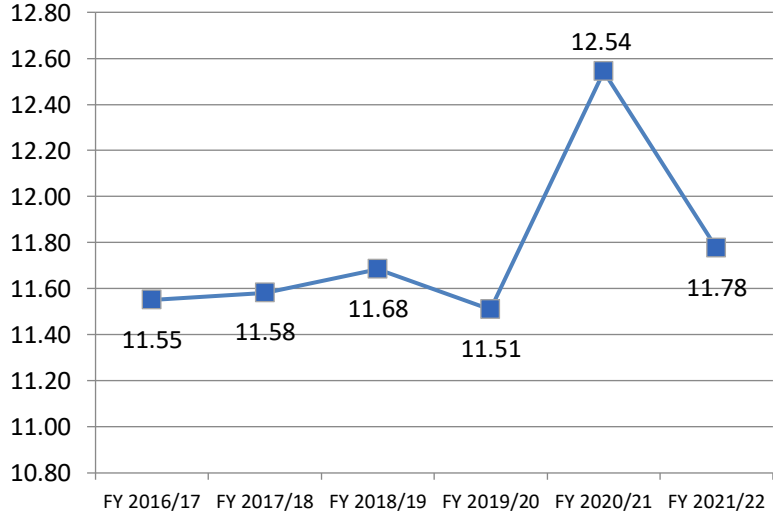


Exhibit 6.6 System Operating Cost/Passenger

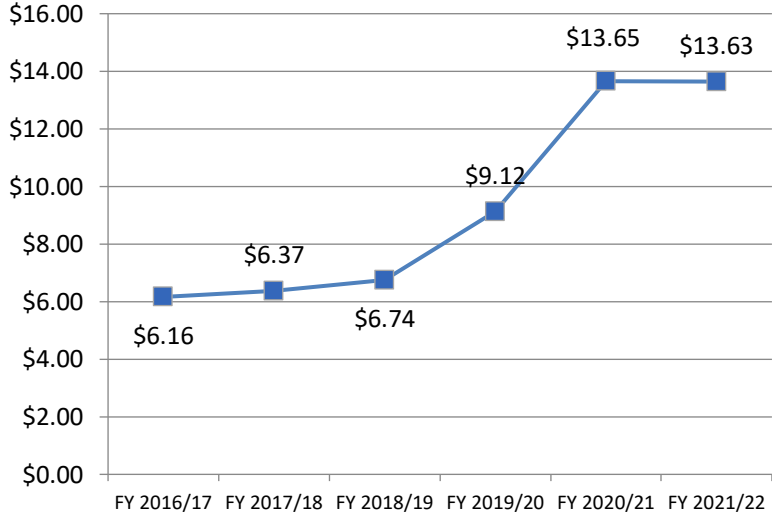


Exhibit 6.7 System Passengers/VSH

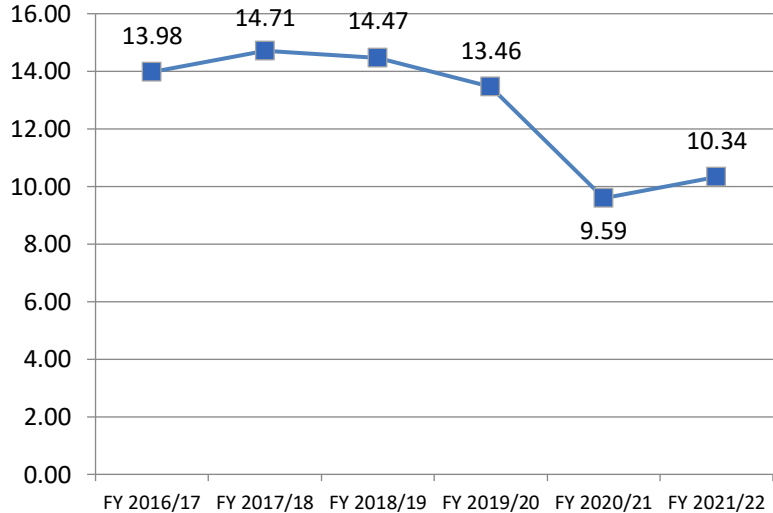


Exhibit 6.8 System Passengers/VSM

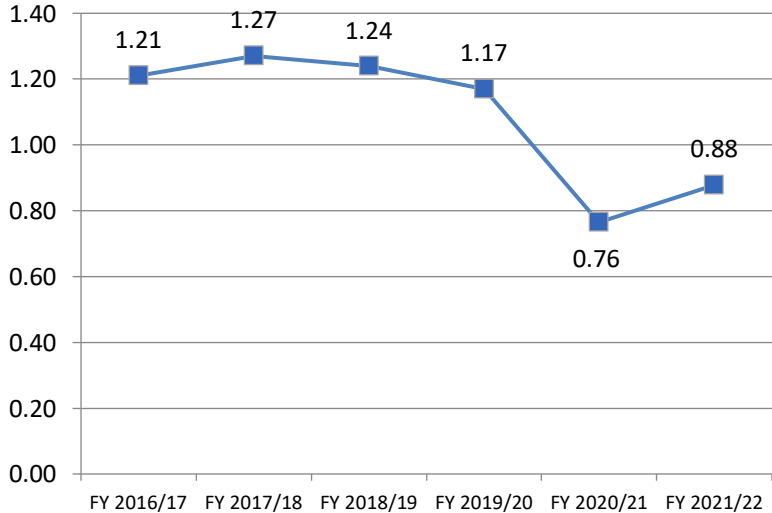


Exhibit 6.9 System VSH/FTE

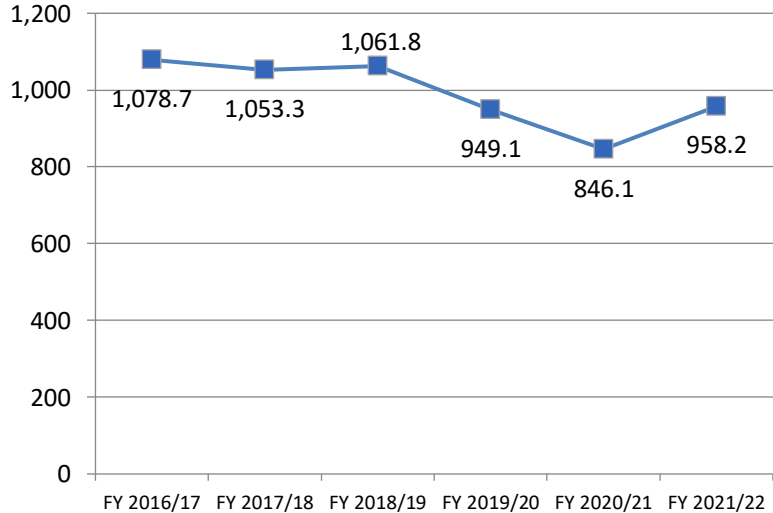


Exhibit 6.10 System Farebox Recovery

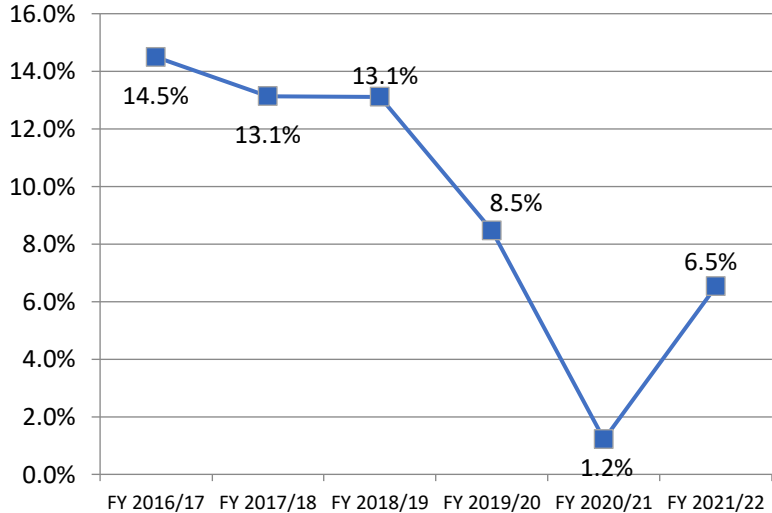
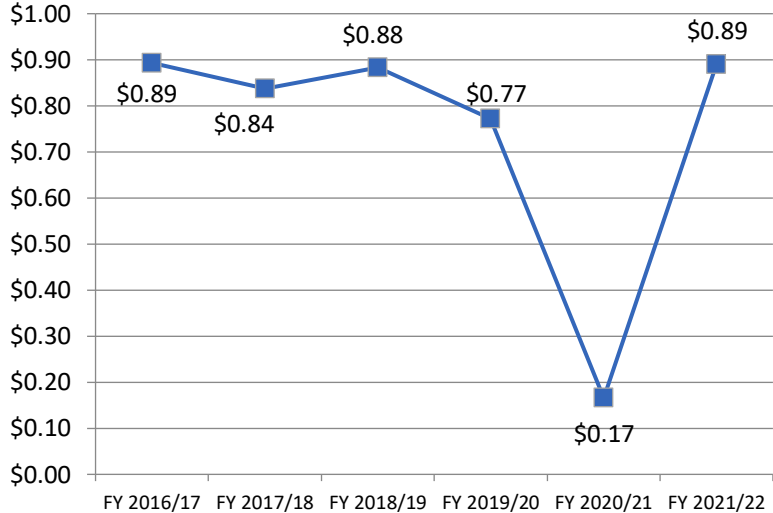


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route operating cost experienced a net 16.2 percent increase during the audit period, and a 42.6 percent net increase across the last six years. Fare revenue, however, decreased during FY 2019/20 and FY 2020/21, with the greatest decline occurring in FY 2020/21. This resulted in a net 8.5 percent decrease during the audit period and a net 33.3 percent decrease over six years.

Vehicle service hours (VSH) declined every year with the exception of FY 2021/22. This resulted in a net 1.2 percent decrease during the audit period and a net 8.7 percent decrease during the six-year period. Vehicle service miles (VSM) experienced a net 5.5 percent increase during the audit period and a net 2.9 percent decrease during the six-year period. Ridership declined during three years of the six-year period, though the significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 23.6 percent net decrease during the audit period and a 34.9 percent net decrease across the six-year period.

Operating cost per passenger rose 52.1 percent during the audit period. Passenger-related metrics decreased during the audit period, with passengers per VSH decreasing 22.7 percent and passengers per VSM decreasing 27.5 percent.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$18,949,465	\$20,327,043	\$21,052,979	\$23,257,544	\$22,092,950	\$27,030,511
<i>Annual Change</i>		7.3%	3.6%	10.5%	-5.0%	22.3%
Fare Revenue (Actual \$)	\$2,936,328	\$2,808,293	\$2,852,620	\$2,138,044	\$279,154	\$1,957,337
<i>Annual Change</i>		-4.4%	1.6%	-25.0%	-86.9%	601.2%
Vehicle Service Hours (VSH)	202,365	203,608	201,430	186,904	173,950	184,731
<i>Annual Change</i>		0.6%	-1.1%	-7.2%	-6.9%	6.2%
Vehicle Service Miles (VSM)	2,163,750	2,192,835	2,163,228	1,990,877	2,046,361	2,100,001
<i>Annual Change</i>		1.3%	-1.4%	-8.0%	2.8%	2.6%
Passengers	3,474,161	3,616,387	3,524,673	2,958,867	1,894,011	2,261,605
<i>Annual Change</i>		4.1%	-2.5%	-16.1%	-36.0%	19.4%
Employees	194	198	195	207	202	201
<i>Annual Change</i>		2.1%	-1.5%	6.2%	-2.4%	-0.5%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$93.64	\$99.83	\$104.52	\$124.44	\$127.01	\$146.32
<i>Annual Change</i>		6.6%	4.7%	19.1%	2.1%	15.2%
Operating Cost/Passenger (Actual \$)	\$5.45	\$5.62	\$5.97	\$7.86	\$11.66	\$11.95
<i>Annual Change</i>		3.1%	6.3%	31.6%	48.4%	2.5%
Passengers/VSH	17.17	17.76	17.50	15.83	10.89	12.24
<i>Annual Change</i>		3.5%	-1.5%	-9.5%	-31.2%	12.4%
Passengers/VSM	1.61	1.65	1.63	1.49	0.93	1.08
<i>Annual Change</i>		2.7%	-1.2%	-8.8%	-37.7%	16.4%
Farebox Recovery	15.5%	13.8%	13.5%	9.2%	1.3%	7.2%
<i>Annual Change</i>		-10.8%	-1.9%	-32.2%	-86.3%	473.1%
Hours/Employee	1,043.1	1,028.3	1,033.0	902.9	861.1	919.1
<i>Annual Change</i>		-1.4%	0.5%	-12.6%	-4.6%	6.7%
TDA Non-Required Indicators						
Operating Cost/VSM	\$8.76	\$9.27	\$9.73	\$11.68	\$10.80	\$12.87
<i>Annual Change</i>		5.8%	5.0%	20.0%	-7.6%	19.2%
VSM/VSH	10.69	10.77	10.74	10.65	11.76	11.37
<i>Annual Change</i>		0.7%	-0.3%	-0.8%	10.4%	-3.4%
Fare/Passenger	\$0.85	\$0.78	\$0.81	\$0.72	\$0.15	\$0.87
<i>Annual Change</i>		-8.1%	4.2%	-10.7%	-79.6%	487.2%

Exhibit 6.13 Fixed-Route Ridership

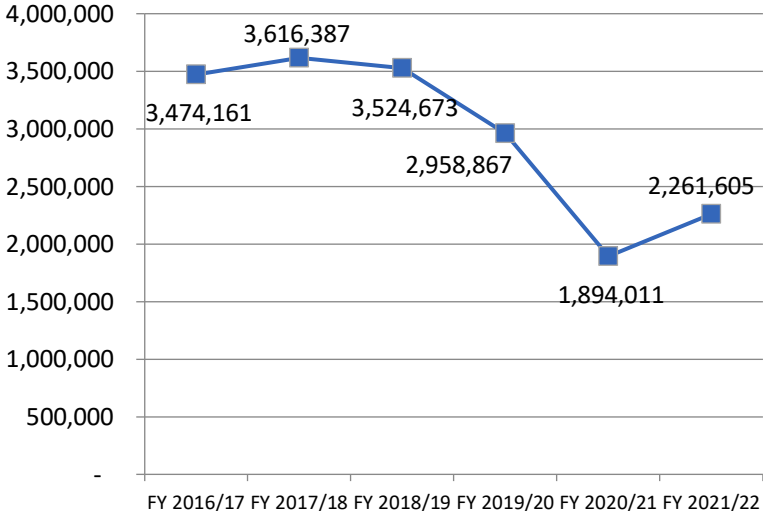


Exhibit 6.14 Fixed-Route Operating Cost/VSH

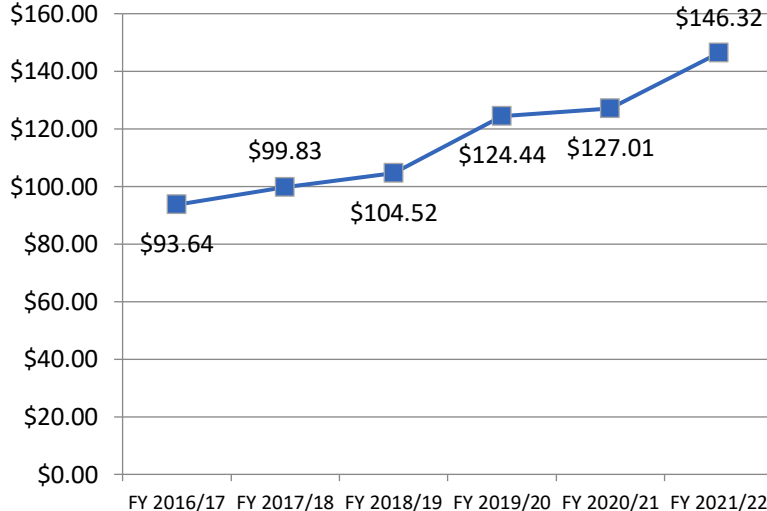


Exhibit 6.15 Fixed-Route Operating Cost/VSM

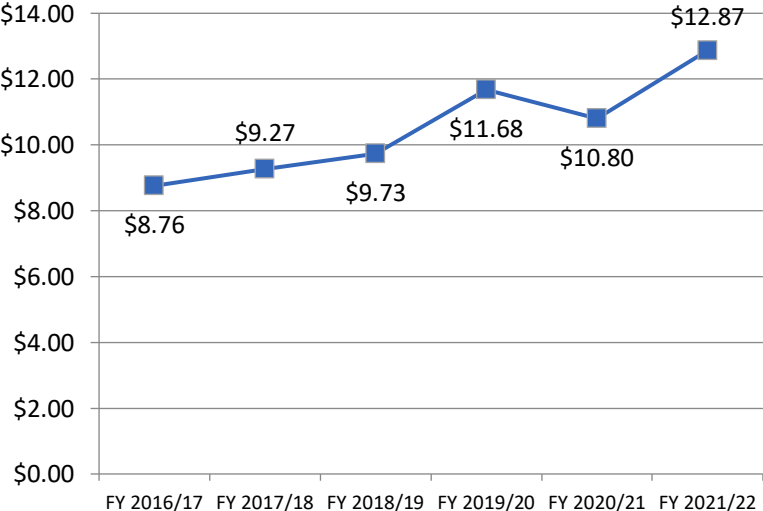


Exhibit 6.16 Fixed-Route VSM/VSH

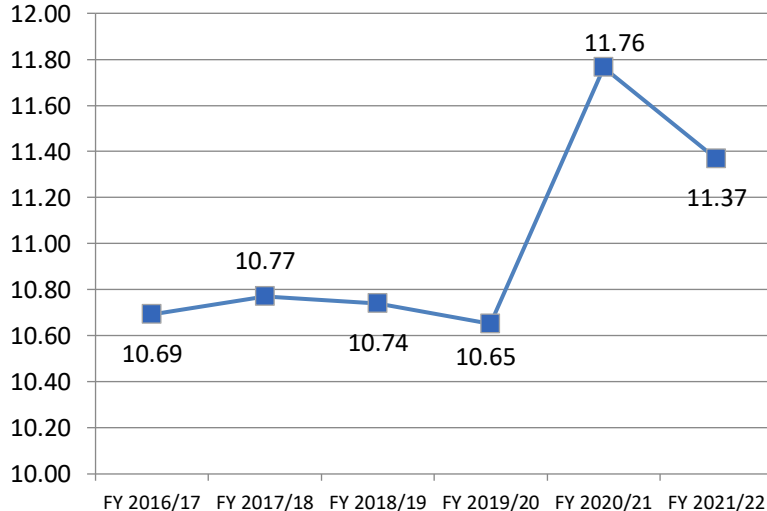


Exhibit 6.17 Fixed-Route Operating Cost/Passenger

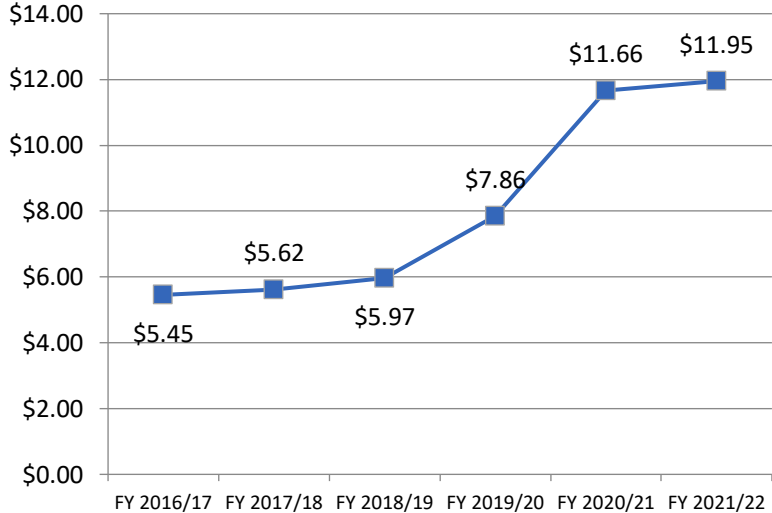


Exhibit 6.18 Fixed-Route Passengers/VSH

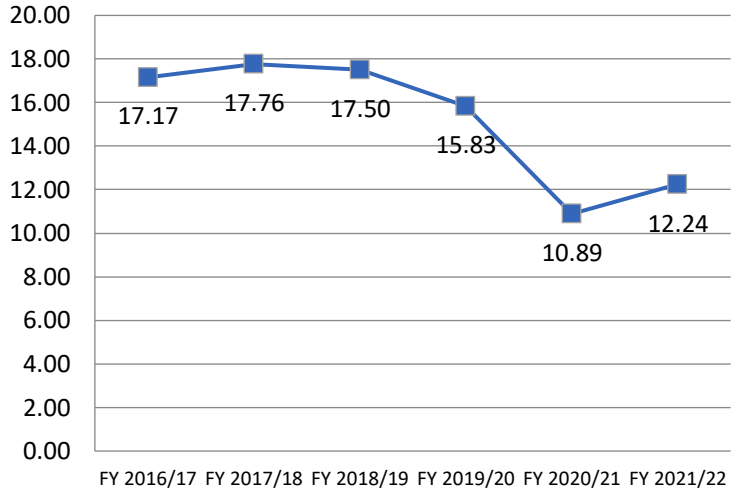


Exhibit 6.19 Fixed-Route Passengers/VSM

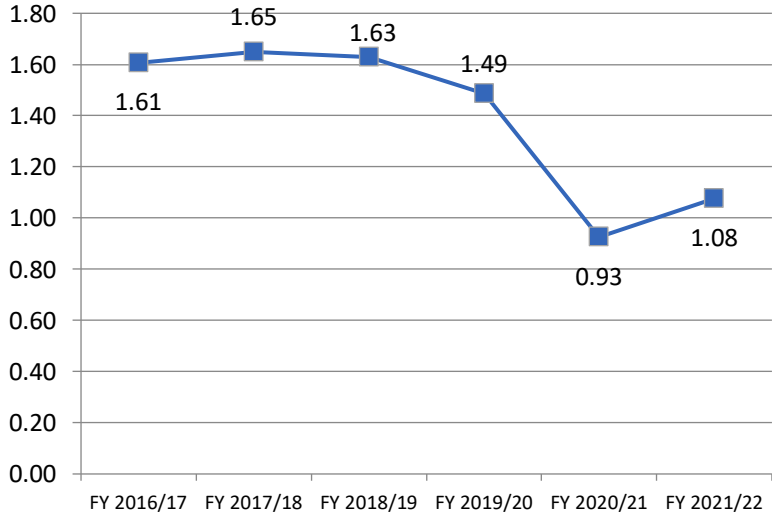


Exhibit 6.20 Fixed-Route VSH/FTE

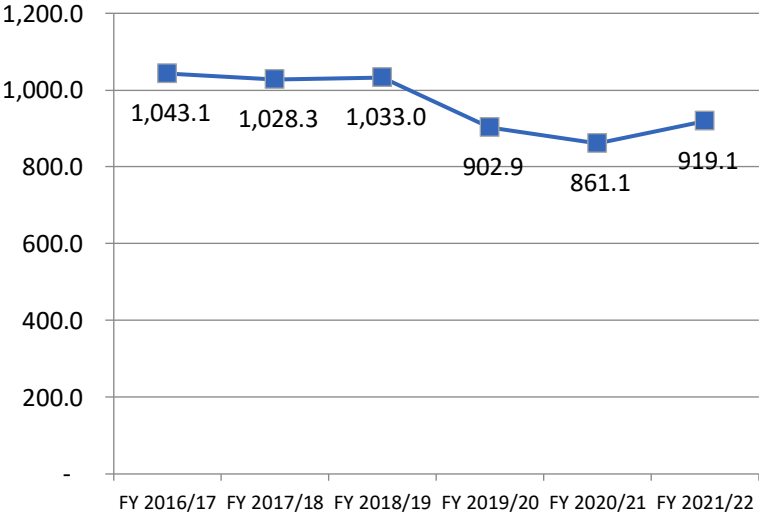


Exhibit 6.21 Fixed-Route Farebox Recovery

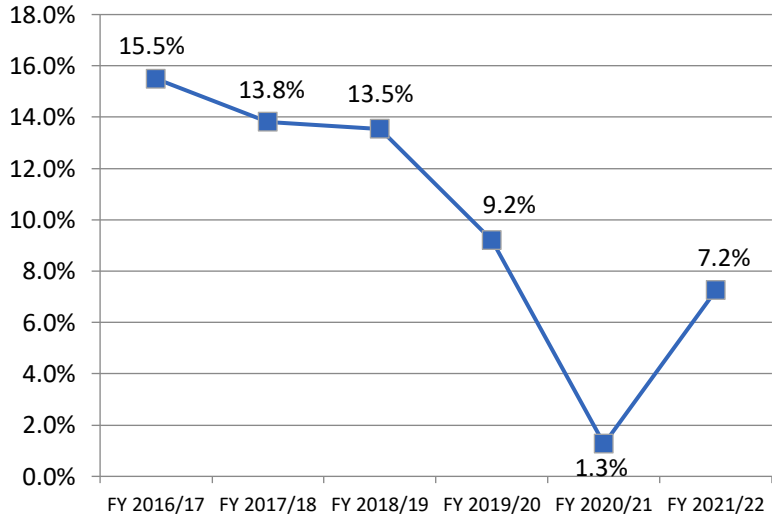
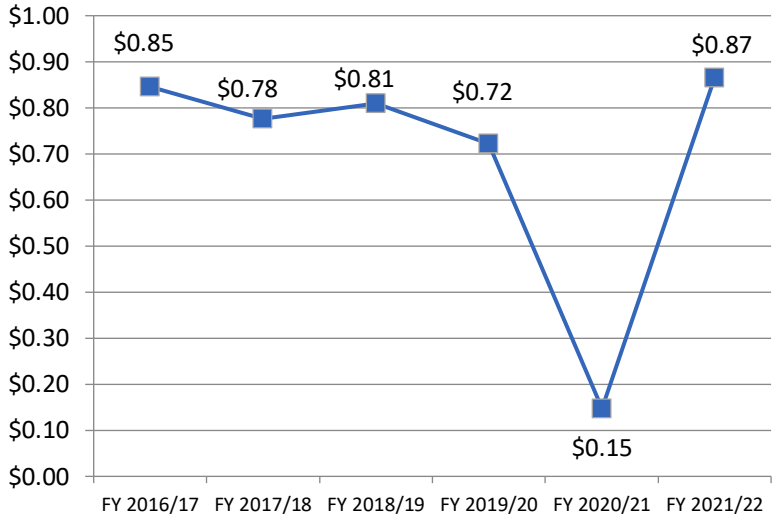


Exhibit 6.22 Fixed-Route Fare/Passenger



Demand-Response Performance Trends

Demand-response operating cost experienced a net 18.7 percent decrease during the audit period, and a net 25.6 percent decrease across the last six years. Fare revenue experienced a net 44 percent decrease during the audit period.

Vehicle service hours (VSH) decreased every year with the exception of FY 2018/19 and FY 2021/22. This resulted in a net 3.7 percent increase during the audit period, but a net 23.8 percent decrease during the six-year period. Vehicle service miles (VSM) experienced a net 9.2 percent decrease during the audit period and a net 29.8 percent decrease during the six-year period. Ridership experienced a 20.6 percent net decrease during the audit period, and a 33.8 percent net decrease across the six-year period.

Cost-related metrics fluctuated during the audit period, with operating cost per VSH decreasing 21.6 percent and operating cost per passenger increasing 2.4 percent during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing 23.5 percent and passengers per VSM decreasing 12.6 percent.

Exhibit 6.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$3,163,880	\$3,379,323	\$3,507,119	\$2,896,684	\$2,294,343	\$2,355,210
<i>Annual Change</i>		6.8%	3.8%	-17.4%	-20.8%	2.7%
Fare Revenue (Actual \$)	\$268,530	\$303,830	\$364,212	\$218,264	\$45,062	\$122,161
<i>Annual Change</i>		13.1%	19.9%	-40.1%	-79.4%	171.1%
Vehicle Service Hours (VSH)	54,368	49,188	50,227	39,935	29,951	41,409
<i>Annual Change</i>		-9.5%	2.1%	-20.5%	-25.0%	38.3%
Vehicle Service Miles (VSM)	801,563	735,001	777,069	619,953	511,051	562,865
<i>Annual Change</i>		-8.3%	5.7%	-20.2%	-17.6%	10.1%
Passengers	114,229	102,424	117,456	95,245	61,907	75,596
<i>Annual Change</i>		-10.3%	14.7%	-18.9%	-35.0%	22.1%
Employees	44	42	42	32	39	35
<i>Annual Change</i>		-4.5%	0.0%	-23.8%	21.9%	-10.3%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$58.19	\$68.70	\$69.83	\$72.53	\$76.60	\$56.88
<i>Annual Change</i>		18.1%	1.6%	3.9%	5.6%	-25.8%
Operating Cost/Passenger (Actual \$)	\$27.70	\$32.99	\$29.86	\$30.41	\$37.06	\$31.16
<i>Annual Change</i>		19.1%	-9.5%	1.9%	21.9%	-15.9%
Passengers/VSH	2.10	2.08	2.34	2.39	2.07	1.83
<i>Annual Change</i>		-0.9%	12.3%	2.0%	-13.3%	-11.7%
Passengers/VSM	0.14	0.14	0.15	0.15	0.12	0.13
<i>Annual Change</i>		-2.2%	8.5%	1.6%	-21.2%	10.9%
Farebox Recovery	8.5%	9.0%	10.4%	7.5%	2.0%	5.2%
<i>Annual Change</i>		5.9%	15.5%	-27.4%	-73.9%	164.1%
Hours/Employee	1,235.6	1,171.1	1,195.9	1,248.0	768.0	1,183.1
<i>Annual Change</i>		-5.2%	2.1%	4.4%	-38.5%	54.1%
TDA Non-Required Indicators						
Operating Cost/VSM	\$3.95	\$4.60	\$4.51	\$4.67	\$4.49	\$4.18
<i>Annual Change</i>		16.5%	-1.8%	3.5%	-3.9%	-6.8%
VSM/VSH	14.74	14.94	15.47	15.52	17.06	13.59
<i>Annual Change</i>		1.4%	3.5%	0.3%	9.9%	-20.3%
Fare/Passenger	\$2.35	\$2.97	\$3.10	\$2.29	\$0.73	\$1.62
<i>Annual Change</i>		26.2%	4.5%	-26.1%	-68.2%	122.0%

Exhibit 6.24 Demand-Response Ridership

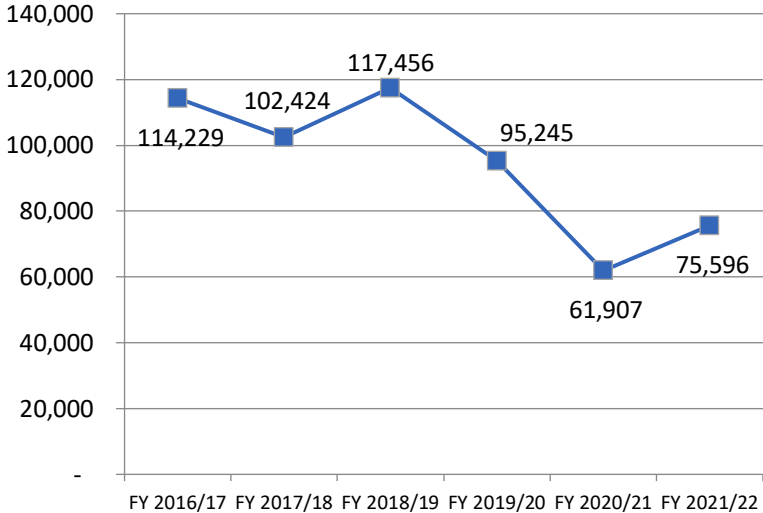


Exhibit 6.25 Demand-Response Operating Cost/VSH

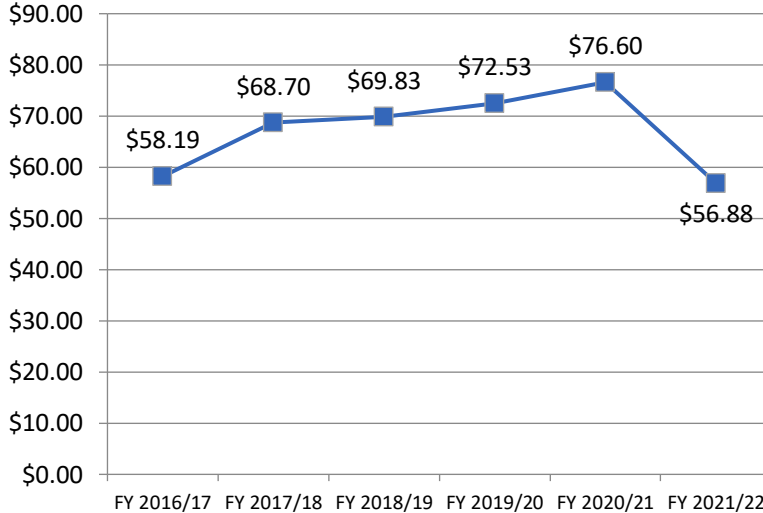


Exhibit 6.26 Demand-Response Operating Cost/VSM

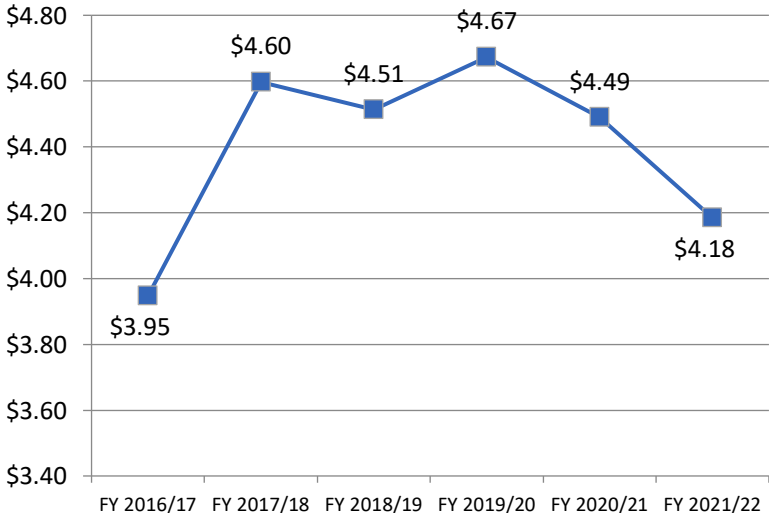


Exhibit 6.27 Demand-Response VSM/VSH

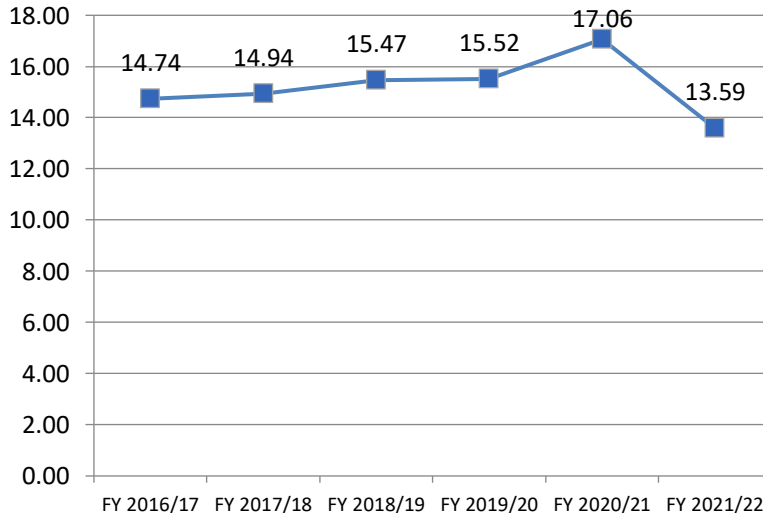


Exhibit 6.28 Demand-Response Operating Cost/Passenger

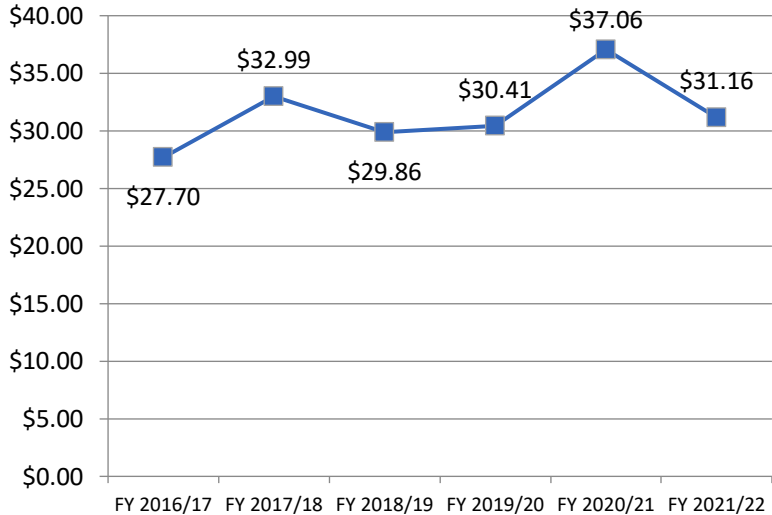


Exhibit 6.29 Demand-Response Passengers/VSH

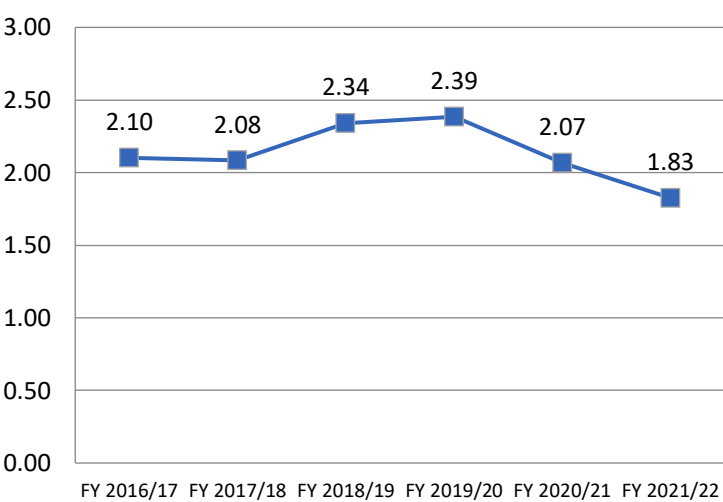


Exhibit 6.30 Demand-Response Passengers/VSM

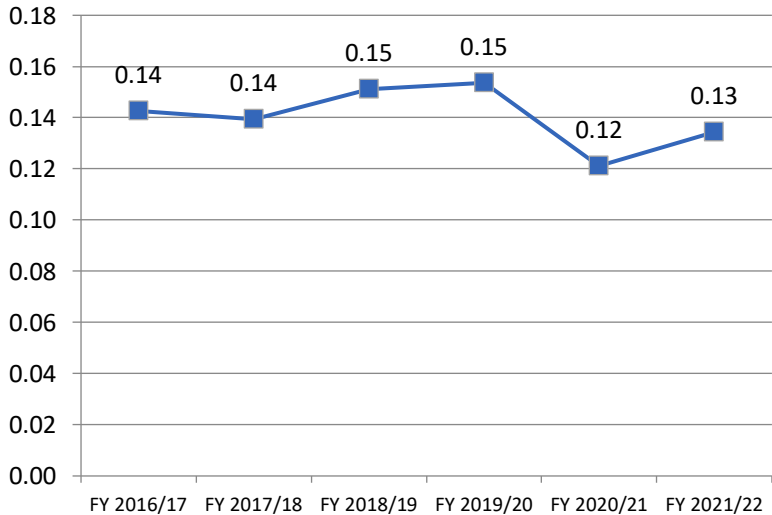


Exhibit 6.31 Demand-Response VSH/FTE

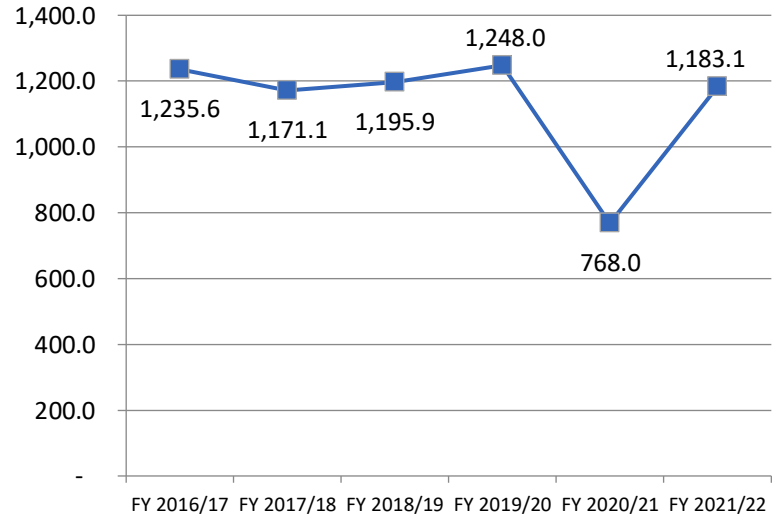


Exhibit 6.32 Demand-Response Farebox Recovery

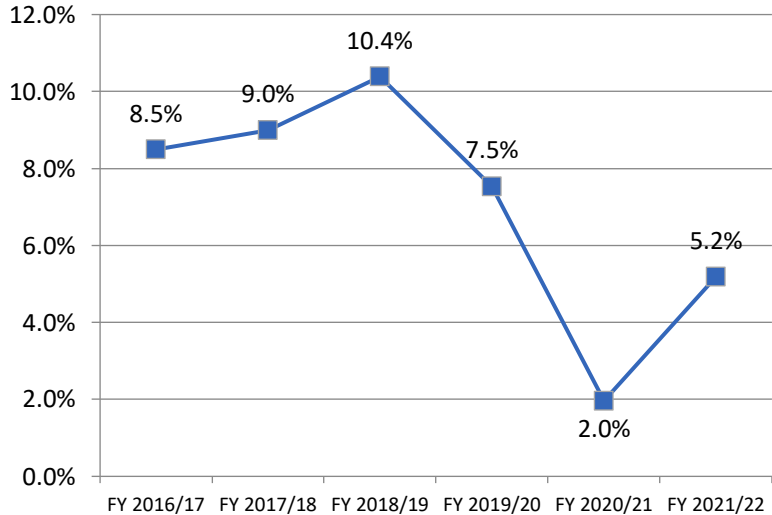
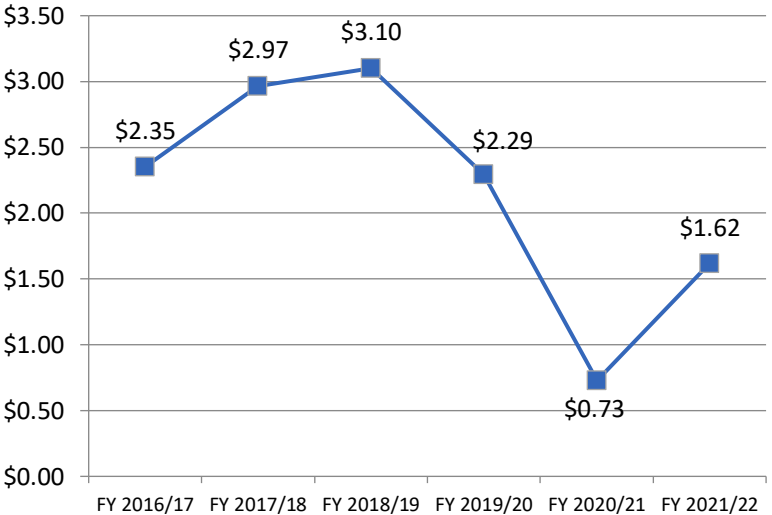


Exhibit 6.33 Demand-Response Fare/Passenger



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Chapter 7 | Functional Review

A functional review of the Gold Coast Transit District’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the District:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

The Gold Coast Transit District (GCTD) provides bus and paratransit services within the cities of Ojai, Oxnard, Port Hueneme, and Ventura, as well as in unincorporated areas of western Ventura County. Serving a population of approximately 375,000 and providing approximately four million unlinked trips annually, GCTD is the largest public transit service provider in Ventura County. GCTD operates 19 fixed routes (including four school trippers) from approximately 4:45 a.m. to 10:30 p.m. weekdays, and weekends from approximately 4:45 a.m. to 10 p.m.

GCTD’s paratransit service is known as ACCESS, a shared-ride origin-to-destination public transit for persons with disabilities and seniors age 65 and above. ACCESS provides transportation during the same days and hours as fixed-route service, and across the same service area.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Single ride	Day Pass	15-Ride Pass	31-Day Pass
Adult	\$1.50	\$4.00	\$20.00	\$50.00
Youth	Free	Free	Free	Free
Reduced (Seniors 65+, Disabled, and Veterans)	\$0.75	\$2.00	\$10.00	\$25.00
Seniors 75+	Free			
Children under 45" (with a paid fare)	Free			
Intra-Agency Transfers	Free			

Exhibit 7.2 Demand-Response Fare Structure

Fare Category	Fare
Cash fare, one-way (ADA-certified or senior)	\$3.00
Senior Nutrition	Free (donation suggested)
Book of 10 tickets (ADA-certified or senior)	\$30.00
Personal Care Assistant (PCA)	Free
Companion/Guest	\$3.00

Response to COVID-19 pandemic

The COVID-19 pandemic impacted GCTD in a number of ways. Service was scaled down at times due to a lack of bus operators, and at one point the administrative offices were closed for a week due to exposure. Service was also impacted by the reduction in riders as a result of the stay-at-home order. COVID-19 also affected employee recruitment.

The District has focused on safety throughout the pandemic. It developed a COVID exposure policy and an infectious disease policy that are still in place today. The Human Resources department monitors employee exposures and quarantines as well as advises regarding disease precautions and training. Lessons learned include being prepared with a stock of supplies on hand, working with other governmental entities, and keeping employees and the public well informed.

Service levels have returned to approximately 90 percent of pre-COVID levels, though Route 20 has remained suspended and other routes have had trips cut that have yet to be restored. Fixed-route ridership has returned to approximately 80 percent of pre-COVID numbers, while ACCESS is at approximately 70 to 75 percent of its pre-COVID ridership. Staff expect to fully achieve pre-pandemic service and ridership levels by early 2024.

General Management and Organization

GCTD's five member jurisdictions are the Cities of Ventura, Oxnard, Port Hueneme, Ojai, and the County of Ventura.

Gold Coast Transit was created in 1973 via a Joint Powers Agreement between the cities of Ojai, Oxnard, Port Hueneme and San Buenaventura. The agreement enabled local and intercity public transportation in western Ventura County, which was initially named South Coast Area Transit (SCAT). In the 1990s SCAT began operation of ACCESS, the regional paratransit service providing curb-to-curb transportation for people with disabilities and senior citizens. In June 2007, SCAT's Joint Powers Agreement, which by then included the County of Ventura, was amended to rename the agency as Gold Coast Transit.

In October 2013, in response to Senate Bill SB 716, which required that all TDA funds in Ventura County be used solely for public transit purposes, the Gold Coast Transit District was created by statute. GCTD is governed by a Board of Directors. Formation of a transit district provided GCTD's Board of Directors and staff greater flexibility in implementing service improvements. Each of GCTD's five member agencies appoints one elected official from its governing body to serve on the Board of Directors (a second member from each agency serves as an alternate member). The GCTD Board of Directors meets on the first Wednesday of each month at 10:00 a.m. Board of Directors' meetings are open to the public and accessible by public transit.

GCTD's Management Team is comprised of a General Manager, Director of Finance, Director of Human Resources, Director of Planning and Marketing, and Director of Operations and Maintenance. GCTD's General Manager is appointed by, and reports to, the Board of Directors. The General Manager's role is to carry out Board policies and directives; the General Manager has full charge of the operation of GCTD's services, facilities, and administration of business affairs.

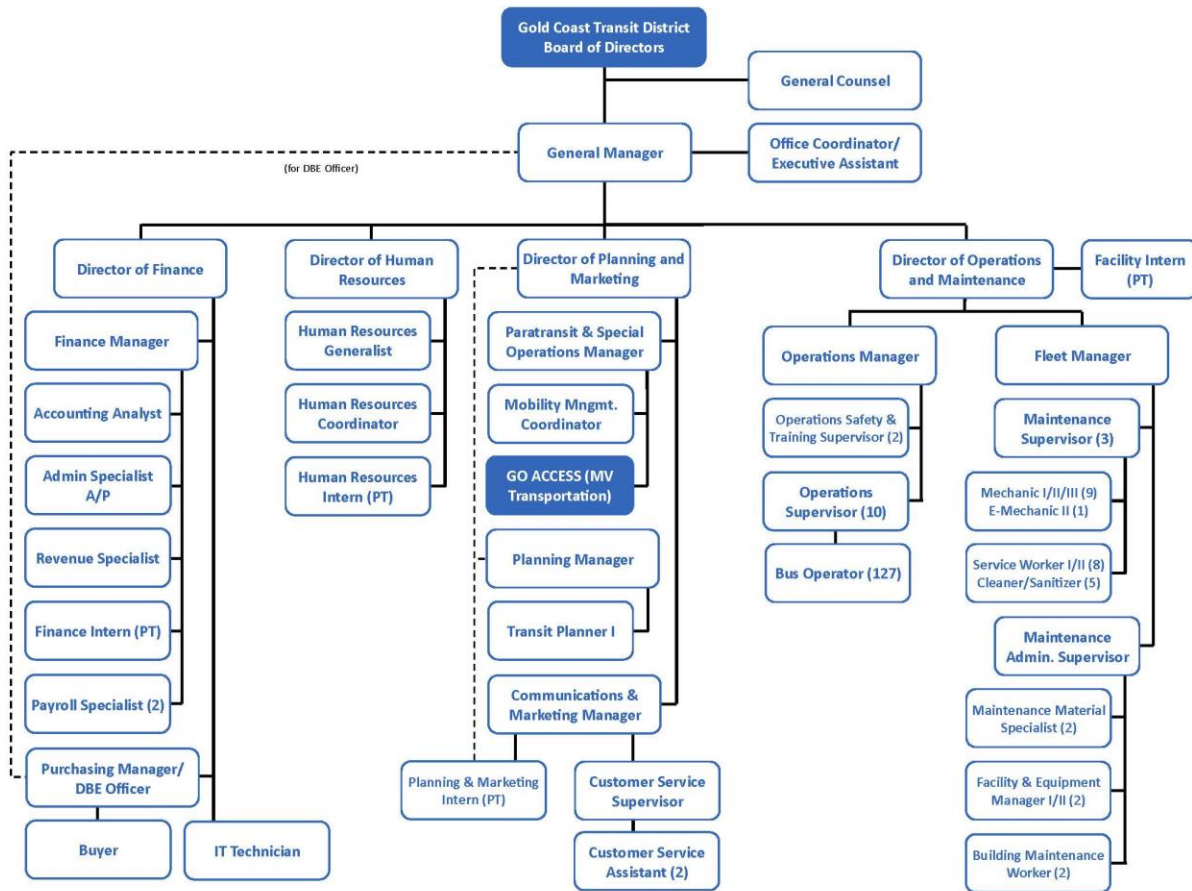
A weekly directors meeting is held to review current and upcoming issues as well as information from the Board. An expanded team meeting with all managers is held monthly, while all non-contract management staff meet quarterly for an update regarding major projects.

The GCTD considers itself well structured, but is slightly understaffed, especially in the finance department. In the past, the District has utilized a consultant to assist with finance, but filled its Director of Finance position during the audit period. GCTD is still recruiting for an accounting manager. The organizational structure is assessed annually and adjusted as necessary. GCTD makes use of interns and temporary staff for cost-effective assistance as needed. Full-time employees are cross-trained for redundancy. Managerial authority is well-defined and lines of communication are clear.

The majority of GCTD’s nearly 200 employees operate or maintain buses. All bus operators, most maintenance employees, and several administrative employees are represented by SEIU Local 721 and Teamsters 186. GCTD contracts with MV Transportation for the operation of ACCESS Paratransit. MV Transportation operations are located at 940 Maulhardt Avenue in Oxnard.

GCTD’s organizational chart is illustrated in Exhibit 7.3.

Exhibit 7.3 Organizational Chart (FY 2022/23)



Several notable service changes have taken place since the beginning of the audit period. These include:

- July 2019: Reduced service span for routes 7, 8, 9, 15, 17, and 19. Reduced route 22 service frequency. Discontinued route 18C AM tripper and route 20 weekend service.
- January 2020: Demonstration route 22 discontinued and route 15 restructured to serve new area. Route 18 tripper rerouted to bypass the Oxnard Transit Center.
- January 2020: Introduced ADA and Senior direct connection to any address in the City of Camarillo.
- March 2020: All routes reduced to weekend frequency and service spans due to COVID-19.
- July 2020: Implemented route 23 demonstration route. Frequency restored for routes 1, 6, 17, and 21.
- November 2020: All routes reduced to weekend frequency and service spans due to COVID-19 and staff shortage.
- January 2021: Routes 1 and 6 frequency restored.
- May 2021: Introduced a general public dial-a-ride service for \$2.00.
- July 2021: Frequency improvements for routes 4B, 11, 16, 17, 21, and 23.
- January 2022: Route 6 frequency improvements.

GCTD collects data as part of its evaluation of new programs or services. This data includes passenger surveys, monitoring ridership and on-time performance, and conducting community outreach before and after. For example, GCTD introduced the public dial-a-ride to identify potential fixed-route service expansion. However, no consistent pattern emerged to create a new fixed-route operation. The actual impact of service changes implemented due to the pandemic have been more difficult to anticipate. Several non-service changes also occurred during the audit period, including the appointment of a new General Manager (May 2022); a renegotiation of the memorandum of understanding (MOU) with SEIU Operator, Maintenance, and Administrative units; and the implementation of a new payroll system (Paycom).

The Board is very engaged and has expressed particular interest in zero-emission vehicle (ZEV) transition planning, the customer experience, and efforts to recruit operators and grow ridership. GCTD has a good relationship with the Ventura County Transportation Commission and stays connected with other transit operators in the region, including participation in Transcom meetings and discussions regarding regional fare planning. Transcom provides each operator with the opportunity to discuss new services and how they are doing (i.e., productivity). The Planning Manager is the primary intergovernmental liaison, with the Director of Planning and Marketing as the designated alternate. The Paratransit and Special Operations Manager is the representative to East County Transit Alliance and also currently serves on the CalACT Board.

Service Planning

District goals, objectives, and standards were originally adopted in March 2000 and were updated in 2009 and 2014. GCTD is currently engaged in a strategic planning effort that will update or replace that document. Planning documents that contribute to achieving the District's goals and objectives include the Short Range Transit Plan (SRTP), COVID-19 Recovery Plan, Service Planning Guidelines and Evaluation Policy, Bus Stop Guidelines, Building Transit Supportive Communities Plan, and Bus Stop Improvement Plan. GCTD monitors performance measures monthly, quarterly, and annually.

GCTD adopted its most recent Short Range Transit Plan in Fall 2015. The District delayed development of a new SRTP (scheduled for 2020) due to the pandemic and chose to adopt the 2021 COVID-19 Recovery Plan until conditions improve sufficiently to undertake the SRTP update. GCTD also participates in Development Advisory Committee meetings in the cities of Oxnard and Ventura to ensure new development areas are considered in short-range planning efforts.

GCTD, through its ACCESS program, ensures all complementary ADA paratransit requirements are met by providing demand-response service during the same times and in the same area as the fixed-route service, ensuring comparable trip lengths and no greater than twice the fixed-route fare. It also goes beyond what is required by the ADA to ensure community needs are met, including the Zones service which provides transportation for persons with temporary disabilities. GCTD also provides late-night transportation through its Late Night Safe Rides program, which operates between 7:00 p.m. and 12:00 a.m.

Public hearings are held annually during regularly scheduled Board meetings, and public participation is also conducted on an as-needed basis prior to service or fare changes. Community outreach is conducted throughout GCTD's multiple jurisdictions. It can be very difficult for families to come to meetings that are held at the GCTD offices or at other central locations.

The most recent rider survey was conducted in 2021. The last community-wide outreach effort was conducted during the last update of the Short Range Transit Plan in 2015.

Administration

The budgeting process starts in the spring with a comparison of the current year's budget-to-actual. Assumptions are established, information is received from VCTC, expected revenues are compared, and the budget is built by department. The management team meets to discuss the department budgets and priorities. Staff meet with the GCTD Technical Advisory Committee (TAC) in March for its recommendations regarding service changes and service levels. The draft assumptions go to the Board in April, with the draft budget in May and the final in June. The budget is reviewed throughout the year by the Finance department. Financial data is stored and managed through Fleet-Net, and reported to the Board on a monthly basis.

Grants management is shared between the Department of Planning and Marketing and the Department of Finance. The Director of Planning and Marketing is registered in the federal ECHO system. The Planning Manager is responsible for submitting grant applications, preparing quarterly Milestone Progress Reports, and closing out grants. The Director of Finance oversees funds and processes fund requests in ECHO. Time and resource constraints may limit the number of grants GCTD applies for, but it has not lost any grants due to reporting.

Risks are identified, analyzed, and mitigated in part through quarterly meetings with staff, including management and union members; a monthly property evaluation for hazards; and use of the Track-It program to log incidents and accidents in real time. GCTD participates in the California Transit Indemnity Pool (CalTIP), a member-driven public sector organization dedicated to providing stable, cost-effective insurance, risk management, and safety services to public transit agencies. GCTD has an on-staff Risk Manager who is responsible for proactive safety/loss prevention initiatives. Safety practices are reviewed annually as part of the update of the Public Transit Agency Safety Plan (PTASP). GCTD also has a current disaster preparedness and response plan.

The GO ACCESS contract with MV Transportation is one of the largest contracts managed by GCTD and is overseen by the Paratransit and Special Operations Manager. The District provides vehicles and fuel, while MV provides administration, operation, and maintenance. GCTD works with MV to ensure staff are meeting ADA requirements. GCTD staff meet with MV weekly, and GCTD directors meet with the contractor monthly. GCTD also conducts on-site spot-checks by management and maintenance personnel, and a weekly report details maintenance and safety items. Smaller contracts include software providers and other vendors. Designated project managers provide oversight on a weekly or monthly basis. Any contract over \$150,000 must be approved by the GCTD Board.

Facility maintenance is provided in-house. All GCTD passenger facilities are owned and maintained by individual GCTD member agencies.

Payroll processes are designed to provide oversight. Hours are tracked on PERDIS and transferred to Paycom. Employees submit timesheets as the basis for payroll. Both the employee and the department director approve timecards on a biweekly basis. Currently, 191 employees utilize direct deposit.

GCTD's Revenue Specialist handles accounts receivable, while the Accounts Payable Specialist handles accounts payable. All disbursements are approved by two directors, and all invoices are verified against processed and approved purchase orders. A two-person review process is required for maintenance inventory and parts purchases; a Maintenance Materials Specialist enters the items into Fleet-Net and reviewed by the Maintenance Supervisor before going for reconciliation by the Accounts Payable Specialist.

The District's Purchasing department lies within the Finance department and is overseen by the Purchasing Manager, who also serves as the DBE Officer. Procurement activities are detailed in GCTD's Purchasing Procedure Manual. All procurement activities are in accordance with state laws and regulations, and any procurements funded with federal funds are also in accordance with the FTA Master Agreement.

Marketing and Public Information

The Director of Planning and Marketing is responsible for marketing activities. The base marketing plan revolves around biannual service changes. It features five primary components: community outreach, printed communications, social networking, media outreach, and miscellaneous (as-needed) materials. Service performance and survey data are used to inform GCTD's marketing strategies. The 2021 rider survey revealed a largely positive perception of GCTD, with 76 percent of respondents feeling safe onboard GCTD buses.

Primary sources of service information are the bus book and Gold Coast Transit website. A new bus book is produced twice annually and distributed to locations throughout the service area. Promotional campaigns are utilized to launch services and new programs. During the audit period the District ran a promotional campaign for its launch of the new Late Night Safe Rides service, as well as a COVID-19 safety campaign called "Keeping You Safe on the GO." Social media is utilized as well, including the recent creation of a TikTok page to expand engagement.

GCTD staff maintains regular communication with schools, especially regarding the Youth Ride Free program that launched in 2022. Prior to that program, school districts purchased bulk fare media. GCTD

works with the schools to coordinate service to bell times. GCTD is also a member of all local chambers of commerce and frequently exchanges information with the business community.

A bilingual customer service center is open Monday through Friday from 8:00 a.m. to 6:00 p.m. Calls received outside those hours go to voicemail, which receive a call back within 24 hours. Complaints are documented on an intake form and forwarded to the appropriate department for further review. Complaints are collected and organized by date and category.

GCTD participates in transfer agreements with neighboring transit operators and also participates in advisory committees and boards, such as VCTC's Transcom and the Coastal Express Advisory Committee.

Scheduling, Dispatch, and Operations

GCTD staff is unionized. GO ACCESS employees (through MV Transportation) are represented by Teamsters Local #186, as are GCTD supervisors. Fixed-route drivers, administration, and maintenance (GCTD employees) are represented by the Service Employees International Union (SEIU) Local #721, under three separate Memoranda of Understanding (MOUs).

All fixed-route drivers are full-time. GCTD is open to the idea of part-time drivers, and has had them in the past. Recruiting efforts indicated that there are some retirees that are interested in working part-time. However, this would require approval by the union, which is currently only interested in full-time drivers. MV Transportation does utilize some part-time drivers for the demand-response service.

Drivers bid on assignments twice annually (January and July), with awards based on seniority. Fixed-route drivers are certified to drive all vehicles in the fleet. Demand-response drivers are certified according to the vehicles they operate. Extra board drivers are used to cover drivers who call out sick. Vehicles are rotated through routes and assignments by dispatch.

GCTD has used GFI validating fareboxes since 2014. Service workers probe buses and drop the vaults. The vault room is located directly across from the dispatch office, is equipped with multiple cameras, and card/key access is limited. There are a limited number of keys to the outside door, and it takes two persons to get inside. The vaults are emptied three times per week, with two employees always present. They bag the cash from the vaults and place the bags in a secure anteroom for pickup by Brinks armored car service. Brinks employees can access the anteroom but not the vault room. All cash bags are numbered and labeled. Receipts and tags are provided to the accounting manager, who compares them to the Brinks count. Revenue is reported monthly. Vaults are always emptied on the last day of the month to ensure clean reporting.

Non-cash fare media and bulk fare media are sold at the Customer Service Center. Revenues are transported from the Customer Service Center to GCTD's Revenue Specialist by the Customer Service Supervisor (or designee) via a key-locked bag. The deposit is prepared once per week. Revenues from the four authorized ticket outlets are collected monthly. Mobile fares are received from Token Transit weekly; GCTD receives a transaction report and funds are directly deposited in its bank account.

Personnel Management and Training

GCTD currently is short-staffed for operators. The Human Resources department handles all recruitment in-house and is actively recruiting new drivers. Drivers are recruited via NEOGOV, the GCTD website, local newspaper advertising, roadside marketing banners, and word of mouth. Since the pandemic, staff have resumed attending recruitment job fairs.

The District motivates its employees through a combination of events and incentive programs. Events include holiday celebrations and lunch and learn opportunities. Incentives include hiring bonuses and recruitment incentives. Turnover is average, with most departures the result of retirements or new recruits that are not meeting expectations. All operations staff receive annual performance evaluations.

While some drivers may come in with some experience, all drivers are trained as if they are new. Training is conducted using dedicated in-house trainers (Operations Supervisors). Total initial training lasts approximately six to eight weeks, including five to seven days of classroom training, two weeks of bus familiarization, DMV testing, and two weeks of revenue training. Ongoing training includes monthly safety meetings, monthly VTT driver training, evaluations four times per year (two ride-alongs and two trail-alongs). Supervisors in the field investigate all issues, regardless of who reported them. All supervisors are Transportation Safety Institute (TSI)-trained.

GO ACCESS demand-response service is provided under contract to MV Transportation. A new contract with MV was put in place this year (the second 10-year contract). MV operates out of a local facility but fuels its vehicles at the GCTD yard. Dial-A-Ride dispatching and maintenance are both provided at MV's facility. GCTD provides oversight of Dial-A-Ride maintenance.

Personnel rules are spelled out in the GCTD Bus Operator Policy book as well as the labor agreements. GCTD enforces a no-tolerance alcohol policy. Represented employees are subject to a progressive, points-driven discipline policy. Benefits for employees include health, vision, dental, retirement (CalPERS, 457 plan), and FSA plans. Benefits are communicated during new hire orientation and during open enrollment periods, as well as whenever updates to the MOUs or personnel rules are made.

Maintenance

The Fleet Manager develops GCTD's preventive maintenance (PM) schedules and inspection guidelines. GCTD utilizes Fleet-Net software to track and forecast service intervals and produce work orders for preventive maintenance. Fleet-Net is also linked into parts and pricing. The standard interval between preventive maintenance/safety inspections is 60 days or 5,000 miles, whichever comes first. Accumulated vehicle mileage determines what level of preventive maintenance is required (A through F).

Most maintenance work is performed in-house. Body work repairs and Amerex vehicle semiannual inspections are typically sent out. (While the facility can accommodate the Amerex inspections, GCTD does not have certified staff to perform them.) The current facility is equipped with eight bays, with the opportunity to add four more as part of an expansion. Other equipment includes four in-ground Rotary lifts, two mobile Sefac lifts, one automotive lift, and a drive-through pit. There is ample space for administrative offices and records storage.

The Maintenance department is notified immediately of breakdowns. Unsafe vehicles are flagged in multiple ways to ensure they are not used in service. A "hold list" is provided to dispatchers via email and

hard copy, and a “hold notice” placed on the vehicle’s steering wheel informs drivers that the bus should not be driven. Once a vehicle is repaired, a Maintenance Supervisor or lead mechanic informs dispatch and the vehicle is removed from the hold list. There is excellent communication between maintenance and dispatch. Daily vehicle inspection reports (DVIRs) are recorded on paper in triplicate and tracked every night.

The parts room is very secure. Only senior mechanics, supervisors, and parts room staff have access. All parts are tagged and numbered. The backlog for repairs and preventive maintenance is generally moderate, but is affected by having sufficient maintenance personnel and parts availability. Parts inventories and orders are adjusted to take into account the long lead times for some parts.

Some repairs covered under the manufacturers’ warranty are done in-house, while others (such as transmissions) are sent out. Engine work is done in-house. All in-house warranty work is submitted through the manufacturer.

The GCTD fleet includes a combination of buses, cutaway buses, and vans. Exhibit 7.4 details the GCTD fleet.

Exhibit 7.4 Gold Coast Transit District’s Transit Fleet

Quantity	Year	Vehicle Type	PAX + WC	Service
17	2006	40' New Flyer Low Floor	39 + 2	Fixed-route
9	2008	35' NABI Low Floor	30 + 2	Fixed-route
8	2009	35' NABI Low Floor	30 + 2	Fixed-route
8	2015	40' Gillig Low Floor	38 + 2	Fixed-route
5	2016	40' Gillig Low Floor	38 + 2	Fixed-route
5	2019	40' Gillig Low Floor	38 + 2	Fixed-route
1	2020	40' Gillig Low Floor	38 + 2	Fixed-route
2	2021	40' Gillig Low Floor	38 + 2	Fixed-route
6	2022	40' Gillig Low Floor	38 + 2	Fixed-route
13	2014	Mobility Venture/MV1	3/3 + 1	Demand-response
8	2017	Ford/Starcraft	12/3 + 3	Demand-response
5	2019	Ford/Transit	5/1 + 2	Demand-response
1	2021	Ford/Transit/E-Lightning	3/1 + 1	Demand-response

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Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates finds Gold Coast Transit District to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with District staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. There are reporting errors in the State Controller Transit Operator Financial Transaction Reports for each year of the audit period.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the Gold Coast Transit District's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there were no compliance findings, only functional findings and recommendations are provided.

Functional Finding 1: There are reporting errors in the State Controller Transit Operator Financial Transaction Reports for each year of the audit period.

Criteria: It is the responsibility of the transit operator to ensure data is accurately recorded and reported to external agencies. PUC 99247 offers definitions of key performance measures.

Condition: As detailed in Chapter 5, vehicle service hours (VSH) and vehicle service miles (VSM) were incorrectly reported to the State Controller each year of the audit period. While it appears VSH was corrected at some point, VSM continued to report service hours rather than service miles.

Cause: Transposing data when entering it into the report interface can result in the wrong data being entered into certain fields.

Effect: This results in erroneous data being reported to the State Controller, even though the data is collected and recorded appropriately.

Recommendation: Ensure VSH and VSM data are correctly reported on the State Controller Financial Transaction Reports.

Recommended Action: Two primary steps can be taken to ensure data is reported accurately:

1. GCTD staff should review the State Controller Report prior to submittal to ensure the data is accurate.
2. Data that seems unusually low or high (such as 60 VSH for the entire year) should be verified against monthly or annual reports.

Timeline: FY 2022/23.

Anticipated Cost: None.

Exhibit 8.1 Audit Recommendations

	Functional Recommendations	Importance	Timeline
1	Ensure VSH and VSM data are correctly reported on the State Controller Financial Transaction Reports.	Medium	FY 2022/23

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 East County Transit Alliance

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	3
Chapter 3 Program Compliance	7
Chapter 4 Prior Recommendations	11
Chapter 5 Data Reporting Analysis	13
Chapter 6 Performance Analysis	15
Chapter 7 Functional Review.....	23
Chapter 8 Findings and Recommendations	29

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	2
Exhibit 3.1 Transit Development Act Compliance Requirements	9
Exhibit 5.1 Data Reporting Comparison.....	13
Exhibit 6.1 System Performance Indicators	18
Exhibit 6.2 System Ridership	19
Exhibit 6.3 System Operating Cost/VSH	19
Exhibit 6.4 System Operating Cost/VSM.....	19
Exhibit 6.5 System VSM/VSH.....	19
Exhibit 6.6 System Operating Cost/Passenger	20
Exhibit 6.7 System Passengers/VSH	20
Exhibit 6.8 System Passengers/VSM.....	20
Exhibit 6.9 System Farebox Recovery	20
Exhibit 6.10 System Fare/Passenger	21
Exhibit 7.1 CONNECT Fare Structure	23
Exhibit 7.2 Organizational Chart.....	25
Exhibit 7.3 ECTA’s Transit Fleet.....	28
Exhibit 8.1 Audit Recommendations	30

Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

Prior to this audit cycle, the East County Transit Alliance (ECTA) has not been included in the TDA audit process separate from the City of Thousand Oaks. However, in 2022, the Ventura County Transportation Commission, as the RTPA, requested the ECTA be audited separately to provide a comprehensive and objective review to offer beneficial insights into program performance and to establish a baseline for future audits. This is the first Triennial Performance Audit of East County Transit Alliance.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the East County Transit Alliance (ECTA) as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the ECTA's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

CONNECT InterCity Dial-A-Ride service is provided by the East County Transit Alliance, a cooperative agreement between the cities of Moorpark, Simi Valley, Thousand Oaks, and the County of Ventura. Seniors age 65 or older and ADA certified-individuals are eligible for the service. The program provides service to most locations in eastern Ventura County and connections with other transit providers such as Gold Coast Transit's GO ACCESS and Los Angeles County's Access Services. CONNECT operates Monday through Friday 6:00 a.m. to 6:00 p.m. and on Saturday from 8:00 a.m. to 6:00 p.m.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with East County Transit Alliance staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

There are no prior recommendations as this is the first Triennial Performance Audit of East County Transit Alliance.

Findings and Recommendations

Based on discussions with ECTA staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for the ECTA.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The contractor’s staffing shortage is impacting the ECTA’s ability to operate its transit programs.

In completing this Triennial Performance Audit, we submit the following recommendations for the ECTA’s public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.	High	Until filled

Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of East County Transit Alliance’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the ECTA as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of East County Transit Alliance included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of East County Transit Alliance included thorough review of documents relevant to the scope of the audit, as well as information contained on the City of Thousand Oaks' ECTA webpage. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;

- National Transit Database reports;
- Accident/road call logs; and
- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with ECTA representatives. The primary site visit consisted of a meeting with Mike Houser (City of Thousand Oaks' Transit Program Manager) on February 21, 2023. The audit team also met with the other MOU partners during site visits on February 15 (County of Ventura), February 16 (City of Simi Valley), and February 22 (City of Moorpark), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the East County Transit Alliance’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The ECTA considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

The ECTA uses a combination of TDA Article 4 and TDA Article 8 funding claimed by the MOU members. In prior years, the ECTA was not audited separately, but as part of the services provided by the City of Thousand Oaks. However, the Ventura County Transportation Commission, as the RTPA, requested the ECTA be audited separately beginning with this audit cycle to support a comprehensive and objective review to provide beneficial insights into program performance.

Status of compliance items was determined through discussions with ECTA staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for East County Transit Alliance.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting

definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: January 20, 2021 FY 2020/21: January 31, 2022 FY 2021/22: January 27, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: December 8, 2020 FY 2020/21: January 25, 2022 FY 2021/22: December 22, 2022
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	October 2, 2018 November 7, 2019 (unsatisfactory) March 4, 2020 April 2, 2021 April 14, 2022
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable for a contracted service	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: +67.34% FY 2020/21: +7.60% FY 2021/22: -48.05% <i>Increase in FY 2019/20 was due to the introduction of Saturday service.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	Not applicable	

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	FY 2019/20: 7.61% (waived) FY 2020/21: 0.00% (waived) FY 2021/22: 8.60% (waived)
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City of Thousand Oaks' employees are eligible for retirement benefits through CalPERS. Operations personnel are employed by a third party.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	Not applicable	ECTA does not utilize STA funds.
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	Not applicable	ECTA does not utilize STA funds.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance East County Transit Alliance has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

There are no prior recommendations as this is the ECTA's first Triennial Performance Audit.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. Normally, this chapter would examine the consistency of performance data reported by the East County Transit Alliance internally as well as to outside entities during the audit period. However, given the way the ECTA is reported by the City of Thousand Oaks, all reporting to external entities is comingled with other City demand-response programs. As such, only data included in the internal performance summaries can be reviewed in this section.

MV Transportation compiles data for the ECTA and submits this data to the City of Thousand Oaks monthly in its invoices. The ECTA is invoiced separately from the other programs the City operates. During the last few months of FY 2019/20 and all of FY 2020/21, vehicle service miles and vehicle service hours were not recorded separately for the ECTA, as trips were provided using Thousand Oaks Transit vehicles due to the driver shortage. Since demand-response services are reported together to the State Controller and NTD, all service miles and hours were accounted for, even though they could not be segregated out for the ECTA.

Subsequent to this audit period, the City of Thousand Oaks demonstrated use of the TDA definition of full-time equivalent (FTE) employee. ECTA FTE is not reported separately to the State Controller, but the City of Thousand Oaks can provide a detailed calculation using the TDA definition.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$1,013,919	\$368,698	\$682,719
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$77,178	\$0	\$18,984
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	8,967	Not reported	5,071
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	217,069	Not reported	117,404
Passengers			
<i>Monthly Performance Reports</i>	15,511	3,893	7,031
Full-Time Equivalent Employees			
<i>Per City methodology</i>		Not provided	5

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Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for East County Transit Alliance, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via the ECTA's audited financial reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against annual budgets and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via the ECTA's audited financial reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via monthly performance reports for each fiscal year covered by this audit. The ECTA's calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via monthly performance reports for each fiscal year covered by this audit. The ECTA's calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via monthly performance reports for each fiscal year covered by this audit. The ECTA's calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were provided by the City of Thousand Oaks. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 32.7 percent decrease during the audit period. Fare revenue fluctuated before significantly increasing in FY 2021/22 (due to the resumption of fare collection following a lengthy free-fare period). This resulted in a net 75.4 percent decrease during the audit period.

Vehicle service hours (VSH) experienced a 43.4 percent decrease between FY 2019/20 and FY 2021/22. Vehicle service miles (VSM) decreased by 45.9 percent during the audit period. As noted in Chapter 5, neither VSH or VSM were recorded separately for the ECTA during FY 2020/21 due to trips being provided on Thousand Oaks Transit Dial-A-Ride vehicles. Ridership declined between FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic, before increasing by 80.6 percent in FY 2021/22. This led to a 54.7 percent net decrease during the audit period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite the decreased operating cost during the audit period, cost-related metrics increased. Operating cost per passenger was impacted the most, increasing by 48.5 percent. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing 19.8 percent and passengers per VSM decreasing 16.2 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$1,013,919	\$368,698	\$682,719
<i>Annual Change</i>		-63.6%	85.2%
Fare Revenue (Actual \$)	\$77,178	\$0	\$18,984
<i>Annual Change</i>		-100.0%	1898400.0%
Vehicle Service Hours (VSH)	8,967	Not reported	5,071
<i>Annual Change</i>			
Vehicle Service Miles (VSM)	217,069	Not reported	117,404
<i>Annual Change</i>			
Passengers	15,511	3,893	7,031
<i>Annual Change</i>		-74.9%	80.6%
Employees	Not provided	Not provided	5
<i>Annual Change</i>			
Performance Indicators			
Operating Cost/VSH (Actual \$)	\$113.07		\$134.63
<i>Annual Change</i>			
Operating Cost/Passenger (Actual	\$65.37	\$94.71	\$97.10
<i>Annual Change</i>		44.9%	2.5%
Passengers/VSH	1.73		1.39
<i>Annual Change</i>			
Passengers/VSM	0.07		0.06
<i>Annual Change</i>			
Farebox Recovery	7.6%	0.0%	2.8%
<i>Annual Change</i>		-99.9%	27706.5%
Hours/Employee			1,014.2
<i>Annual Change</i>			
TDA Non-Required Indicators			
Operating Cost/VSM	\$4.67		\$5.82
<i>Annual Change</i>			
VSM/VSH	24.21		23.15
<i>Annual Change</i>			
Fare/Passenger	\$4.98	\$0.00	\$2.70
<i>Annual Change</i>		-100.0%	27000.0%

*Source: Financial information from TDA fiscal audits.
Performance data from monthly performance reports and contractor invoices.*

Exhibit 6.2 System Ridership

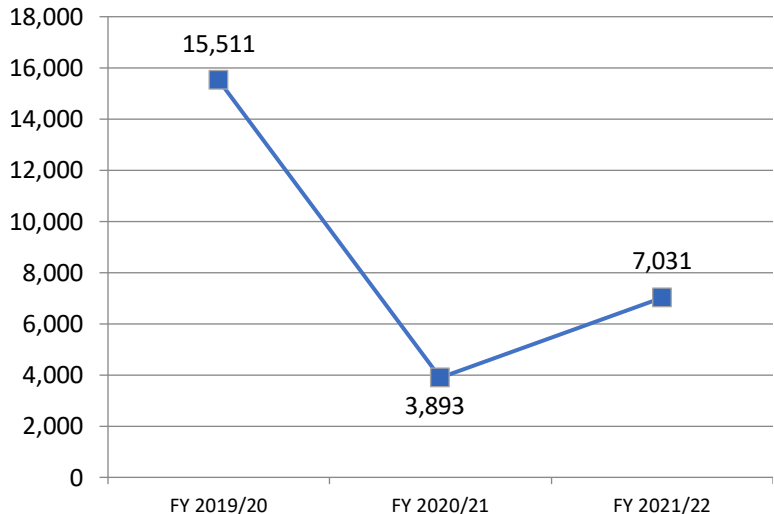


Exhibit 6.3 System Operating Cost/VSH

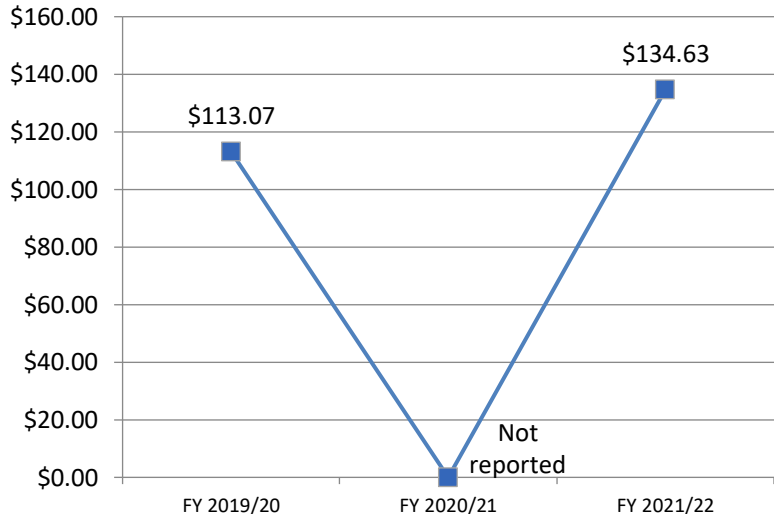


Exhibit 6.4 System Operating Cost/VSM

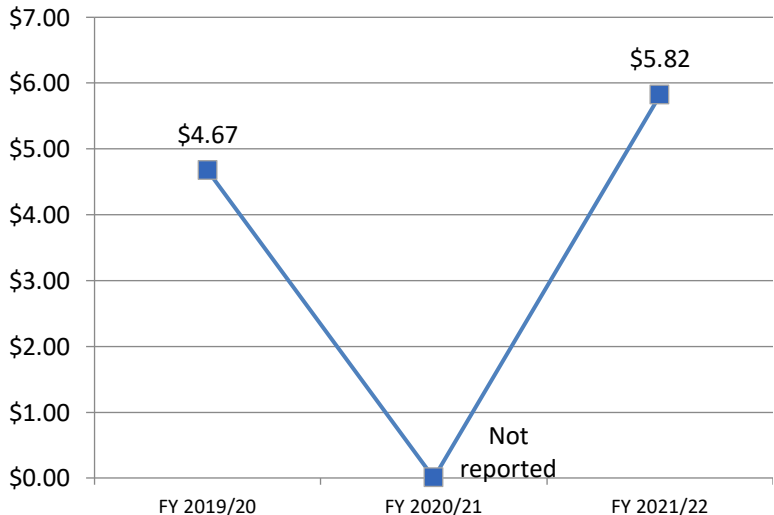


Exhibit 6.5 System VSM/VSH

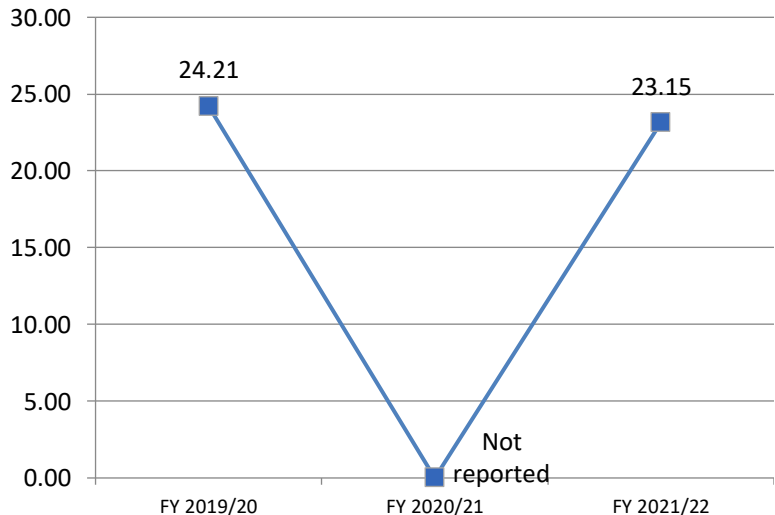


Exhibit 6.6 System Operating Cost/Passenger

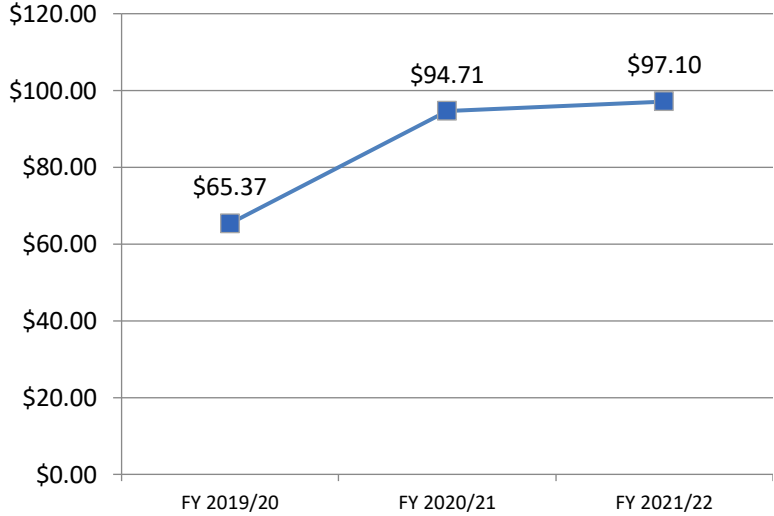


Exhibit 6.7 System Passengers/VSH

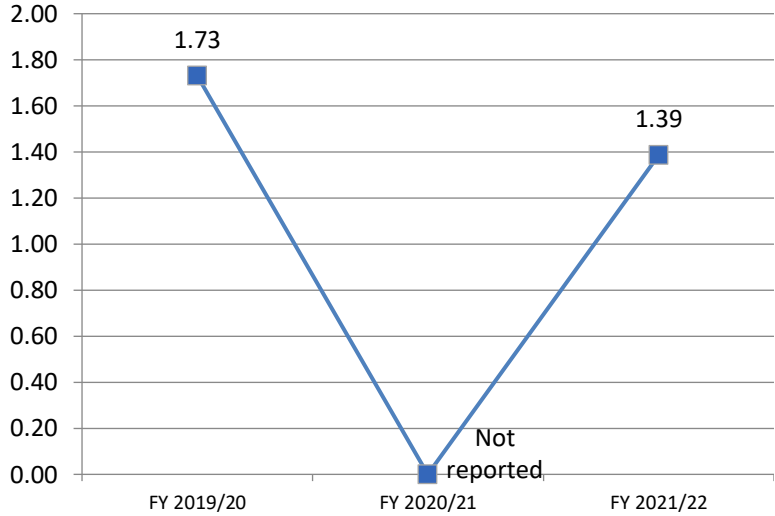


Exhibit 6.8 System Passengers/VSM

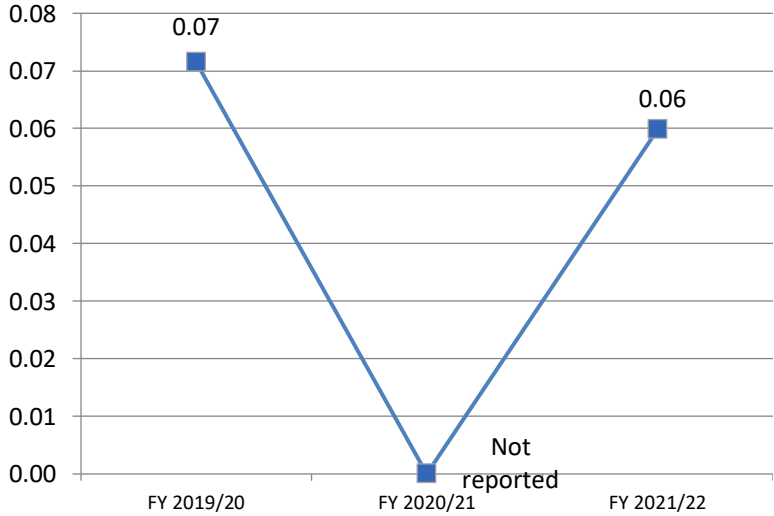


Exhibit 6.9 System Farebox Recovery

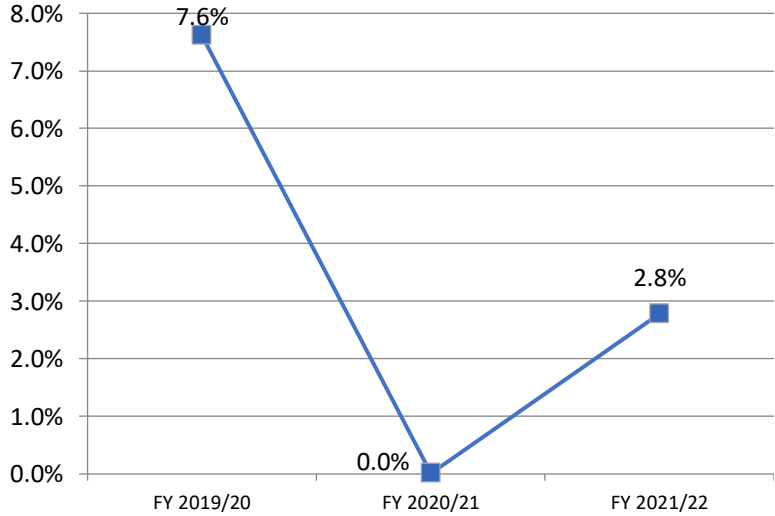
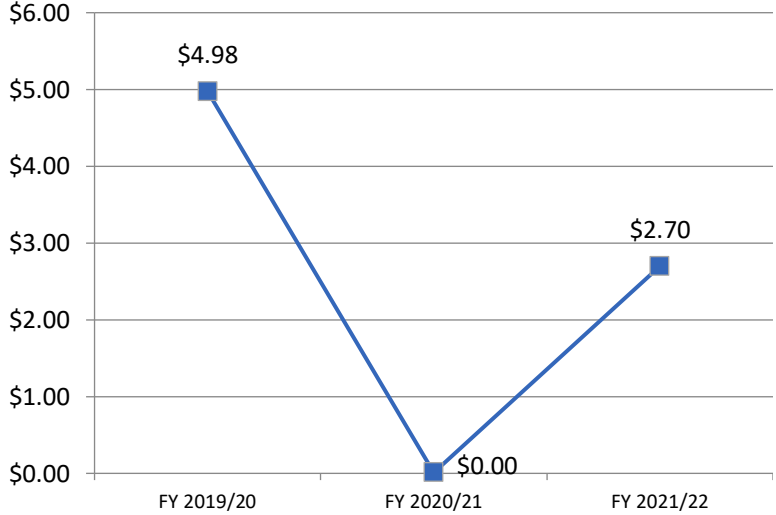


Exhibit 6.10 System Fare/Passenger



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Chapter 7 | Functional Review

A functional review of East County Transit Alliance’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the transit program, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the ECTA through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

CONNECT InterCity Dial-A-Ride service is provided by the East County Transit Alliance, a cooperative agreement between the cities of Moorpark, Simi Valley, Thousand Oaks, and the County of Ventura. The program provides service to most locations in eastern Ventura County and connections to other transit providers such as Gold Coast Transit’s GO ACCESS and Los Angeles County’s Access Services. CONNECT operates Monday through Friday from 6:00 a.m. to 6:00 p.m. and Saturday from 8:00 a.m. to 6:00 p.m.

Seniors age 65 or older and ADA certified-individuals are eligible for the service. Reservations are required at least one day in advance and may be made up to two weeks in advance. Subscriptions for reoccurring trips may be requested. There is no limit on the number of times per day, week, or month a rider utilizes the service. However, reservations must be at least one hour apart.

Exhibit 7.1 CONNECT Fare Structure

Fare Category	Fare
One-way	\$6.00
Companion (one per passenger)	\$6.00
PCA (one per ADA-cardholder with PCA endorsement)	Free

Recent service and fare changes

Fares increased from \$5.00 to \$6.00 effective January 1, 2020. The ECTA introduced Saturday service just prior to the start of the pandemic.

Response to COVID-19 pandemic

The impact of COVID-19 was felt throughout the transit programs operated by the City of Thousand Oaks. The City experienced staffing shortages, operational challenges with supplies, parts, and equipment. There was also a loss of institutional knowledge and experience due to layoff or staff leaving the workforce for other positions.

Thousand Oaks was the first Ventura County agency to temporarily pause services and first to implement COVID cleaning routines and service restrictions designed to protect riders and operators, as well as the first to implement free fares for all services.

Demand-response service adjustments are still in place including limits on the number of same-day reservations that can be booked, shorter terms for subscriptions, moratorium on new subscriptions, limitations on guests, and need for riders to book further in advance for peak time periods. Times are also negotiated on all services except ADA Dial-A-Ride and Agoura Hills Dial-A-Ride.

General Management and Organization

The ECTA is administered through the City of Thousand Oaks. City staffing is appropriate and supported by other City divisions and departments as required. City staff commitment is approximately 0.75 FTE in total, including time acting as the Fiscal Agent for the program. There is a clear chain of command within the program and those staff who substantially support the program (Administration, Finance, IT, Facilities, Fleet, Streets). The City of Thousand Oaks contracts with MV Transportation to provide vehicle operators as well as maintenance on leased service vehicles. MV has insufficient staff available to place all available the ECTA vehicles on the road at once. It is the City's opinion that staffing for drivers, dispatchers, and customer service representatives needs to increase 25 to 35 percent to meet existing demand.

The contract with MV spells out specific performance measures on a variety of measures, and the contractor reports on these measures on a monthly basis. The contract is performance-based, rather than penalty-based, with the contractor earning bonus payments for superior performance. The City also maintains separate lists of performance targets for all City services and reports transit program performance there as well.

Program information is received from the operations contractor on a daily, weekly, and monthly basis. The City also monitors performance through installed technologies. The City also utilizes qualified consultants to review and monitor data.

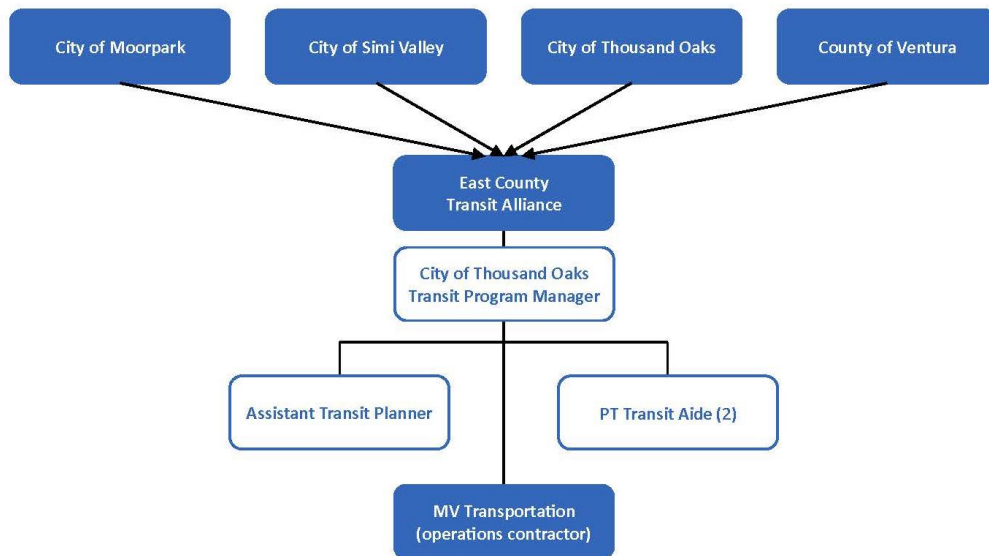
Team meetings with assigned program staff, support staff, and contractor management staff are scheduled on a biweekly basis. Additional meetings are scheduled on an as-needed basis and occur frequently.

The City currently has an Analyst vacancy and three hourly vacancies in the program and is actively recruiting for. The openings were due to scheduled retirements, internal promotions, and resignations to accept full-time employment elsewhere. The contractor states the need to hire a dispatch supervisor and fill 20 openings for operators, dispatchers, and customer service representatives. Staffing shortages have impacted service, specifically Dial-A-Ride. Recruiting is on-going.

A Management Committee serves as the governing body for the ECTA. The Committee meets every other month. The Committee is currently satisfied by the program and focuses on budgetary issues and implementation of new programs or policies.

Exhibit 7.3 illustrates the organizational structure of the ECTA.

Exhibit 7.2 Organizational Chart



Prior to the pandemic the ECTA introduced Saturday service. Funding for Sunday services is secured but not yet implemented. The service went fare free for approximately 18 months due to COVID. Saturday service is monitored for budget impacts. The ECTA implementation plan is updated annually.

As a provider of services, the City has developed strong, cooperative relations with other local municipal entities in order to provide transit services under contract. The City serves as the lead agency and fiscal agent for the ECTA MOU. The Assistant Transit Planner is the designated intergovernmental liaison and the Transit Program Manager is the current Management Committee Chair. The City does not have a direct relationship with the FTA, as it is a sub-recipient through VCTC.

Service Planning

The City regularly reviews and evaluates its progress toward established goals and objectives. The ECTA’s Management Committee maintains an MOU-required Implementation Plan that is updated annually.

The City ensures all vehicles are accessible to persons with disabilities. The fleet is 100 percent accessible, as are all facilities. Wherever possible, the transit program exceeds federal minimums.

The ECTA does not conduct stand-alone public outreach and relies on its participating agencies to conduct public participation activities in conjunction with their local services. ECTA uses the City of Thousand Oaks’ Title VI Plan. The City has not conducted any surveys since program inception in 2015.

Administration

As the Fiscal Agent for the ECTA, the City of Thousand Oaks is responsible for developing the budget. The draft budget is developed annually in March and approved by the Management Committee in May. Individual agencies are responsible for pursuing budget appropriation for their portions of the services through their customary methods. Budgeted and actual revenues are compared to expenses at least five

times a year at scheduled Committee meetings. Financial data is tracked through MV reports, Excel, and NaviLine by Thousand Oaks' Finance staff.

The City of Thousand Oaks is also the Fiscal Agent for any grants awarded to the ECTA. Grants are managed by a combination of transit staff, primarily the Transit Program Manager and Finance staff assigned to support the transit program. The City has not lost any grants due to inattention or failure to comply with requirements.

The City has both a Risk Manager and Safety Analyst on staff, and has a procedure for processing claims. The City's self-insurance covers the first one million dollars for liability and auto insurance, and additional claims are covered by PRISM. MV Transportation maintains its own insurance that meets the requirements of the contract. The safety of operating practices is reviewed by the City on an ongoing basis by its Health and Safety Officer, while MV reviews its practices on a daily, monthly, and quarterly basis. The operations contractor is required to maintain a disaster preparedness plan, which is updated annually. The City and MV have Injury Prevention Plans in place and participate in monthly meetings with the PTASP committee.

All types of contracts pertaining to the ECTA must be approved by the Management Committee in advance, with exceptions given for urgent needs and small expenditures under \$1,000. At present, the operations contract with the City of Thousand Oaks is the only ECTA contract. The City then contracts with MV Transportation to provide operations and maintenance for the ECTA.

Marketing and Public Information

The ECTA publishes an informational brochure specific to the service and relies on advertising in conjunction with Thousand Oaks Transit operations for service changes and holiday hours updates. The brochure is also available online via the City's transit website.

Customer inquiries, concerns, and compliments are encouraged and can be received by phone, email, and other methods. All customer contacts are entered into a Customer Response Management (CRM) system by the contractor. The contractor has 72 hours to respond to inquiries, while City staff try to respond within one business day. There are some exceptions for complex complaints or issues. Transit maintains a general email account and messages are retained for three years. Voicemail and email messages are saved in dedicated files on the City's network, and written correspondence is retained as well.

Scheduling, Dispatch, and Operations

The City of Thousand Oaks contracts with MV Transportation to provide vehicle operators and maintenance of leased vehicles for the ECTA service. MV's operators, dispatchers, road supervisors, and customer service representatives are represented by Teamsters Local #848. At present, MV only has full-time drivers, as it has had difficulty filling vacancies and the investment and expense of training staff does not warrant hiring part-time staff.

All drivers are required to meet the same licensing and certification requirements. MV requires a commercial license with passenger and air brake endorsements as well as a Vehicle Transit Training (VTT) certificate.

Vacations are bid out each year. They are covered by standby drivers, or off-duty drivers may be called in on their scheduled days of if needed. Unscheduled absences (call-outs) require one hour of notice. In these situations a standby driver is dispatched to cover the assignment. If no standby driver is available, a road supervisor will cover the route until a suitable replacement is available.

Vehicles are assigned to routes daily by dispatchers on a rotation basis. Each program operated by MV has its own fleet, and buses branded for one fleet are not assigned to another service. Dispatch receives a list of down vehicles daily. Vehicles available for service are then assigned for the day.

Cash fares and pre-paid trip tickets are collected by drivers and turned into dispatch at the end of each shift. Dispatchers deposits the funds into the safe nightly. MV management deposits cash receipts into MV's bank account. City staff reconciles MV farebox reporting against other data sets to ensure accuracy.

Personnel Management and Training

Drivers bid for their work assignments on a seniority basis. Many bid schedules have multiple route or service components, but not all. Some drivers may work for multiple agencies under contract with the City of Thousand Oaks on a single shift. All drivers are trained to operate all fixed-route and demand-response vehicles.

Currently, there are not enough drivers being recruited to meet the contractor's needs. Across MV's entire Thousand Oaks operation, they are short approximately 15 drivers and five other staff. Recruitment and training are continual and ongoing, but MV has not had full staffing for at least 18 months due to low unemployment and higher wages available elsewhere. Employee recruitment is conducted via multiple methodologies, including job fairs, workforce/job placements/outreach programs, ads on local hiring sites, veterans outreach, and County offices. MV also has in-house recruiters that are stationed locally.

Thousand Oaks and MV have been working together to increase wages to be more competitive in recruitment, especially for drivers. Two recent wage increases – in August 2022 and January 2023 – have brought starting driver wages up from \$15.50 to \$20.70. Another increase will bring the starting wage up to \$23.00 in July 2023. Other wages are being adjusted as well to bring them up to parity with other local operators.

Safety activities include monthly safety meetings, safety stand-downs, road evaluations, risk assessments, and ongoing wheelchair recertification. Minimum safety and training requirements are included in the transit operations operator's contract. All vehicles are equipped with safety equipment required by the Department of Transportation, state, and contract. Some vehicles also include health safety devices such as special air filters and driver shields in response to COVID-19.

MV strives to motivate its employees by holding employee appreciation events and luncheons, conducting customer service and safety contests, and selecting an Employee of the Month. Drivers receive bonuses for safety, gift cards, and food events to help motivate them and enhance job satisfaction. All positive rider comments are passed along to drivers. Operator staff regularly receive risk assessments and road evaluations. There is also an incentive performance clause in MV's contract with the City of Thousand Oaks.

Discipline and attendance policies are outlined in an Employee Handbook which is provided to all employees upon the start of employment. These include a safety point system, attendance point system, coaching, and counseling. A progressive discipline program is also utilized. MV’s drug and alcohol policy is monitored by the City of Thousand Oaks and the FTA.

MV Transportation provides comprehensive benefits to all full-time employees. Employees receive a package outlining available benefits on an annual basis.

Maintenance

The City of Thousand Oaks contracts with MV Transportation to maintain all contractor-owned and leased vehicles. MV has an established preventive maintenance program that includes A, B, and C level inspections. Maintenance does not typically conflict with regular vehicle use. Warranty work is typically sent out, and MV conducts other work in-house.

The average age of the ECTA fleet is 3.5 years, with an average or 117,371 miles. All vehicles are leased from MV and budgeted for annually.

Exhibit 7.3 illustrates the ECTA’s fleet inventory.

Exhibit 7.3 ECTA’s Transit Fleet

Make/Model	Year	Seating capacity	Fuel Type	Quantity
Starcraft Cutaway	2018	8/3 WC	Gasoline	4
Starcraft Cutaway	2019	8/3 WC	Gasoline	1

Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds the ECTA to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with City of Thousand Oaks staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The contractor's staffing shortage is impacting the City's ability to operate its transit programs.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the ECTA's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

As there are no compliance findings, only functional findings and recommendations are presented below.

Functional Finding 1: The contractor's staffing shortage is impacting the City's ability to operate its transit programs.

Criteria: The City's operations contract with MV Transportation required MV to provide sufficient staffing to meet all contract requirements for service provision.

Condition: While the contractor has improved its general management staffing during the audit period, it has been unable to provide sufficient staff to meet the demand for service, primarily with respect to Dial-A-Ride services. Prior to the COVID-19 pandemic, the contractor was deploying 18 to 19 vehicles per day to serve its combined Dial-A-Ride programs. At the time of the site visit, only seven vehicles were being deployed each day. This has severely impacted Dial-A-Ride reservations. Only about a half of those who call are able to get their requested ride time. One quarter of callers are able to accept a different ride time, while another quarter do not get a ride.

Both the City and MV have been working to recruit additional staff. City staff estimates MV needs to fill approximately 20 operational positions (drivers, dispatchers, and customer service). MV has a recruiter

located in Thousand Oaks, while the City and MV have worked together to increase the contract cost and raise wages in order to attract qualified candidates.

Cause: There are two primary causes of the current staffing shortage: Recovery from the reduced demand due to the COVID-19 pandemic, and lower wages that left the City’s transit operation less competitive within the county, including the ECTA.

Effect: As a result, it has been more difficult to recruit operations personnel.

Recommendation: Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.

Recommended Action: This finding and recommendation was also included in the City of Thousand Oaks’ Triennial Performance Audit. It is repeated here given the impact the finding has on Dial-A-Ride services provided by the City.

The City has played an active role in getting the contractor’s open positions filled by increasing the contract cost to allow for several wage increases. One more wage increase is planned for 2023. The City should monitor MV to ensure it is continuing to place a high priority on getting these positions filled and deploy additional Dial-A-Ride service as it becomes feasible to do so.

Timeline: Ongoing until positions are fully staffed.

Anticipated Cost: Wage increases are already budgeted under the current contract.

Exhibit 8.1 Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.	High	Until filled

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 City of Ojai

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	5
Chapter 3 Program Compliance	9
Chapter 4 Prior Recommendations	13
Chapter 5 Data Reporting Analysis	17
Chapter 6 Performance Analysis	19
Chapter 7 Functional Review.....	27
Chapter 8 Findings and Recommendations	33

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	3
Exhibit 3.1 Transit Development Act Compliance Requirements	11
Exhibit 5.1 Data Reporting Comparison.....	18
Exhibit 6.1 System Performance Indicators	22
Exhibit 6.2 System Ridership	23
Exhibit 6.3 System Operating Cost/VSH	23
Exhibit 6.4 System Operating Cost/VSM.....	23
Exhibit 6.5 System VSM/VSH.....	23
Exhibit 6.6 System Operating Cost/Passenger	24
Exhibit 6.7 System Passengers/VSH	24
Exhibit 6.8 System Passengers/VSM.....	24
Exhibit 6.9 System VSH/FTE	24
Exhibit 6.10 System Farebox Recovery	25
Exhibit 6.11 System Fare/Passenger.....	25
Exhibit 7.1 Fixed-Route Fare Structure	28
Exhibit 7.2 Organizational Chart.....	29
Exhibit 7.3 City of Ojai’s Transit Fleet	32
Exhibit 8.1 Audit Recommendations	34

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Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Ojai as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the City of Ojai's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The City of Ojai operates the Ojai Trolley, a fixed-route service linking key trip generators along Maricopa Highway and Ojai Avenue within Ojai as well as the unincorporated areas of Meiners Oaks and Mira Monte. The County of Ventura provides TDA funding to the City to serve areas outside city limits. The City is a member of the Gold Coast Transit District. ADA Paratransit service in Ojai is provided by Gold Coast ACCESS.

Service is operated every day except for designated holidays. The two routes, Route A and Route B, primarily operate along the same alignment, although Route A serves Whispering Oaks and East End, while Route B serves the Ojai Valley Inn. Route B is currently suspended due to a driver shortage arising from the COVID-19 pandemic.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with City staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included four recommendations:

1. [Expand marketing efforts to attract new riders and reverse the significant ridership loss.](#)
Status: No longer relevant.
2. [Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while implementing service changes in an effort to reduce operating cost and increase ridership/fare revenue for the City’s fixed-route service.](#)
Status: No longer relevant.
3. [Develop and utilize a process to ensure data is compiled and reported consistently.](#)
Status: Implementation in progress.
4. [Transit staff should thoroughly review any reports prepared by Finance prior to submittal.](#)
Status: Not implemented.

Findings and Recommendations

Based on discussions with City staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for the City of Ojai.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City’s performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.

In completing this Triennial Performance Audit, we submit the following recommendations for the City of Ojai’s public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the

TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.	Medium	FY 2023

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of the City of Ojai’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Ojai as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of the City of Ojai included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of the City of Ojai included thorough review of documents relevant to the scope of the audit, as well as information contained on City's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with City representatives on March 3, 2023. The audit team met with Phil Pulley (Transit Operations Specialist), Pam Greer (Finance Director), and Daniel Cruz (Accounting Supervisor), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the City of Ojai’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The City considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with City staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for the City of Ojai.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: February 2, 2021 FY 2020/21: January 14, 2022 FY 2021/22: January 31, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: February 10, 2021 FY 2020/21: March 4, 2022 FY 2021/22: March 31, 2023
Operator’s terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	January 10, 2019 February 3, 2020 February 4, 2021 February 4, 2022
Operator’s claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator’s operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: +18.78% FY 2020/21: +14.85% FY 2021/22: +15.21% The City tends to overbudget for its transit program. This was especially the case in the years following COVID-19, as the City hoped to restore Route B service. <i>Source: SCO reports.</i>
The operator’s definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 16.13% (waived) FY 2020/21: 7.24% (waived) FY 2021/22: 42.87% (inclusive of federal funds) <i>Source: SCO report data.</i>

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	Complementary ADA Paratransit provided by Gold Coast Transit District's ACCESS Paratransit Service
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City employees are eligible for retirement benefits through CalPERS.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance the City of Ojai has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included four recommendations:

1. [Expand marketing efforts to attract new riders and reverse the significant ridership loss.](#)

Discussion: FY 2016/17, the City’s fixed-route farebox recovery ratio stood at 11.82 percent. In FY 2017/18, the Gold Coast Transit District “swapped” some of the TDA funds that would be allocated to the City of Ojai for Air District funds that could be counted as local supplementation, which enabled the City to meet its 20 percent goal. In FY 2018/19, however, these funds were not available. In addition, the City’s fiscal auditor did not include any local funds to supplement fare revenue (e.g., Ojai Valley Inn route guarantee and advertising program). As a result, the farebox recovery ratio was 15.61 percent. It is possible some of these local funds were included in the fare revenue cited in the audit, as the fare revenue reported in the audit was considerably higher than that reported to outside entities or accounted for in the monthly performance reports.

While inclusion of these additional funds would not have resulted in compliance with the TDA requirement, they should still have been included. Regardless, they should be included in the fiscal audit’s compliance review as individual line items to promote transparency. Failing to include valid revenues can also impact how much of a penalty the City must bear.

The prior auditor recommended the City expand its marketing budget to accommodate more marketing campaigns, community outreach, and public engagement. A good rule of thumb for transit operators marketing is to spend three percent of the operating budget on marketing. In order to increase ridership, the City must position its transit program as a viable option for choice riders; a reliable mobility option; and a good community partner. The more people can interact with and learn about transit, the more likely they are to consider riding. The auditor recommended the City start with a transit marketing plan, so as to optimize the value of every marketing dollar. Marketing could be handled internally or through a third-party contract.

Progress: The COVID-19 pandemic has made it difficult to implement this recommendation. Ridership is only now back to 64 percent of its pre-pandemic level, and while it increases each month, those increases are modest. The biggest increase in ridership can be attributed to the county-wide College and Youth Ride Free programs. While it remains important for the City to strive to increase ridership, doing so through marketing is not likely to have the desired effect. Therefore this recommendation is considered no longer relevant, though the underlying finding that the City needs to increase ridership and revenues remains relevant.

Status: No longer relevant.

2. Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while implementing service changes in an effort to reduce operating cost and increase ridership/fare revenue for the City's fixed-route service.

Discussion: As noted above, the City experienced challenges in meeting the required 20 percent farebox recovery ratio. The prior auditor recommended the City continue to identify local funding to supplement its farebox recovery ratio, including the Ojai Valley Inn route guarantee and transit advertising. It must work with the TDA fiscal auditor to ensure these revenues are reflected in the farebox recovery ratio calculation in the TDA fiscal audit. However, given these revenue streams were not sufficient to enable the City to meet its farebox recovery ratio threshold in FY 2018/19, the City should be prepared to contribute revenues from the City's General Fund in order to meet the 20 percent minimum.

Progress: Under AB 149, the City may count federal funds in its farebox recovery ratio calculation. Doing so for FY 2021/22 (the first year this legislation was in effect), results in a farebox recovery ratio of 42.87 percent, well above the 20 percent threshold. It should be noted that while this maintains compliance with the farebox recovery ratio, it does not result in any additional operating funds that would be realized if additional (new) local revenue sources were identified.

Status: No longer relevant.

3. Develop and utilize a process to ensure data is compiled and reported consistently.

Discussion: When data reported to the State Controller, National Transit Database, within monthly performance reports, and on the TDA fiscal audits was compared side to side as part of the prior audit, there were some clear discrepancies. Some data appeared to be reported in the wrong place, while other data seemed to repeat data from the prior year. During the preparation of the audit, the Transit Operations Supervisor determined some of the FY 2018/19 reporting included errors, as it drew on data recorded in spreadsheets and workbooks with mistakes and bad formulas. The final version of this report reflected revised data from the monthly performance reports as well as a revised NTD submittal. The spreadsheets and workbooks were updated so that the errors would not carry forward to the FY 2019/20 data.

The prior audit recommended Transit and Finance staff work together to develop a single point of record for the various types of information used in the different reports. This may involve fiscal information (operating cost and revenues) being documented in a system used by Finance and performance data being logged in a spreadsheet used by Transit. Regardless of what system is used, the prior audit noted it should be used consistently for all reports, and any significant discrepancies or variances should be examined as to their cause.

Progress: The Syncromatics system used by the transit program (under the VCTC contract) has continued to be problematic. When he first assumed the role, the Transit Operations Supervisor initially used that data without knowing it was problematic. Since then the issues with the data have been identified and transit staff utilize spreadsheets to track data to ensure it is more reliable. Complete resolution of this issue is still in progress.

Status: Implementation in progress.

4. Transit staff should thoroughly review any reports prepared by Finance prior to submittal.

Discussion: As noted above, the City has experienced some challenges in documenting and reporting data. The prior auditor recommended any City staff who work on preparing the State Controller and NTD reports have a clear understanding of what data should be entered where. Even if Finance is responsible for preparing the reports, it is vital that Transit staff also understand how the reports are put together so that they can provide a “second set of eyes” prior to each report’s submittal. All staff involved with the State Controller’s Report should review the instruction guide for the Transit Operators Financial Transaction Report (available on the State Controller’s website) prior to and as needed during the completion of the report. This should address questions of what revenues or expenses should be entered on which lines. The auditor recommended Transit staff review the reports against the single point of record (cited above) prior to each report being submitted. In addition, if any changes were made to the data between the submittal of the NTD report and submittal of the State Controller Report, a notation should be provided wherever the data is being recorded. Transit staff should also have the opportunity to review the annual TDA fiscal audit prior to its finalization.

Progress: At present, State Controller Reports are completed by an external contractor, and the Transit Operations Supervisor does not recall reviewing them prior to submittal. Likewise, the Finance Director does not review National Transit Database reports prior to submittal by the Transit Operations Supervisor.

Status: Not implemented.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by the City of Ojai both internally as well as to outside entities during the audit period.

- **Operating cost:** The most significant issue with operating cost was in the FY 2020/21 and FY 2021/22 fiscal audits, which reported the amount of LTF received as the operating cost. This figure was also used to calculate the farebox recovery ratio that year, which resulted in an artificially high farebox recovery ratio. However, this was incorrect, as the actual farebox recovery ratio must be based off of the full operating cost of the transit program, less allowable exclusions.

The operating cost reported to the NTD is, in some years, closer to the operating cost inclusive of depreciation, which is excluded from the operating cost from the State Controller report. However, the depreciation amount does not fully align with the variance, so the cause is unknown.

- **Fare Revenue:** Differences in fare revenue are often due to some sources (such as the fiscal audit) including route guarantees as fare revenue, while they may not be labeled fare revenues in other reports. Fare revenues in FY 2019/20 were reported differently in each report, but consistency improved in subsequent years.
- **Vehicle Service Hours (VSH):** In FY 2019/20, different vehicle service hours were reported in the three different reports. In FY 2020/21 and FY 2021/22, data reported to the NTD and State Controller Reports were largely consistent, though higher than in the monthly performance reports.
- **Vehicle Service Miles (VSM):** In FY 2019/20, different vehicle service miles were reported in the three different reports. VSM reported to the State Controller is obviously in error, as it is less than 10 percent of that reported elsewhere. In FY 2020/21 and FY 2021/22, data reported to the NTD and State Controller Reports were largely consistent, though higher than in the monthly performance reports.
- **Passengers:** Ridership was the most consistently reported metric, despite the FY 2019/20 NTD report being higher than data reported elsewhere.
- **Full-Time Equivalent (FTE) Employees:** The City demonstrated correct calculation of FTE in documentation submitted as part of this audit, but this did not match the data reported to the State Controller. It appears a person-count was reported on the State Controller Reports.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$727,641	\$124,666	\$111,550
<i>National Transit Database</i>	\$732,334	\$806,495	\$733,466
<i>State Controller Report</i>	\$695,896	\$695,959	\$631,137
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$111,664	\$30,627	\$79,785
<i>National Transit Database</i>	\$74,464	\$30,851	\$39,335
<i>State Controller Report</i>	\$62,464	\$30,627	\$39,325
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	6,597	4,320	4,233
<i>National Transit Database</i>	6,350	4,654	4,649
<i>State Controller Report</i>	6,737	4,667	4,654
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	86,864	53,150	52,283
<i>National Transit Database</i>	81,200	64,799	62,878
<i>State Controller Report</i>	7,494	61,725	62,875
Passengers			
<i>Monthly Performance Reports</i>	57,701	30,758	37,069
<i>National Transit Database</i>	61,650	30,758	37,070
<i>State Controller Report</i>	57,701	30,758	37,070
Full-Time Equivalent Employees			
<i>State Controller Report</i>	15	12	12
<i>Per City methodology</i>	6	5	4

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for the City of Ojai, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City's audited financial reports and National Transit Database report and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses. However, the variances between reports called into question which one accurately reflects the costs for the City's transit services.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology appears consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for for each fiscal year covered by this audit. The City's calculation methodology appears consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology appears consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from data submitted by the City for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 9.3 percent decrease during the audit period, and a 10.3 percent net decrease across the last six years. Fare revenue, however, steadily decreased through FY 2020/21 before significantly increasing in FY 2021/22. This resulted in a net 37 percent decrease during the audit period and a net 48.2 percent decrease over six years.

Vehicle service hours (VSH) experienced modest changes between FY 2016/17 and FY 2018/19, then declined significantly during FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 30.9 percent decrease during the audit period and a net 44.4 percent decrease during the six-year period. This is due primarily to the suspension of Route B due to staffing shortages. Vehicle service miles (VSM) fluctuated during the six-year period, with declines in FY 2019/20 and FY 2020/21 for the same reason. This resulted in an overall net increase of 22.6 percent during the audit period and an 41.6 percent decrease over the six-year period. Ridership declined every year with the exception of FY 2021/22. The significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. Ridership began recovering in FY 2021/22. This resulted in a 35.8 percent net decrease during the audit period and a 65.7 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite the decreased operating cost in FY

2020/21, cost-related metrics increased during the audit period. Operating cost per passenger increased by 41.2 percent during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing by 7.0 percent and passengers per VSM decreasing by 17 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$703,946	\$766,969	\$709,780	\$695,896	\$695,959	\$631,137
<i>Annual Change</i>		9.0%	-7.5%	-2.0%	0.0%	-9.3%
Fare Revenue (Actual \$)	\$75,860	\$73,576	\$74,835	\$62,464	\$30,627	\$39,325
<i>Annual Change</i>		-3.0%	1.7%	-16.5%	-51.0%	28.4%
Vehicle Service Hours (VSH)	8,373	7,274	8,041	6,737	4,667	4,654
<i>Annual Change</i>		-13.1%	10.5%	-16.2%	-30.7%	-0.3%
Vehicle Service Miles (VSM)	107,697	107,874	101,929	81,200	61,725	62,875
<i>Annual Change</i>		0.2%	-5.5%	-20.3%	-24.0%	1.9%
Passengers	108,078	88,236	74,056	57,701	30,758	37,070
<i>Annual Change</i>		-18.4%	-16.1%	-22.1%	-46.7%	20.5%
Employees	7	6	6	6	5	4
<i>Annual Change</i>		-14.3%	0.0%	0.0%	-16.7%	-20.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$84.07	\$105.44	\$88.27	\$103.29	\$149.12	\$135.61
<i>Annual Change</i>		25.4%	-16.3%	17.0%	44.4%	-9.1%
Operating Cost/Passenger (Actual \$)	\$6.51	\$8.69	\$9.58	\$12.06	\$22.63	\$17.03
<i>Annual Change</i>		33.5%	10.3%	25.8%	87.6%	-24.8%
Passengers/VSH	12.91	12.13	9.21	8.56	6.59	7.97
<i>Annual Change</i>		-6.0%	-24.1%	-7.0%	-23.1%	20.9%
Passengers/VSM	1.00	0.82	0.73	0.71	0.50	0.59
<i>Annual Change</i>		-18.5%	-11.2%	-2.2%	-29.9%	18.3%
Farebox Recovery	10.8%	9.6%	10.5%	9.0%	4.4%	6.2%
<i>Annual Change</i>		-11.0%	9.9%	-14.9%	-51.0%	41.6%
Hours/Employee	1,196.1	1,212.3	1,340.2	1,122.8	933.4	1,163.5
<i>Annual Change</i>		1.4%	10.5%	-16.2%	-16.9%	24.7%
TDA Non-Required Indicators						
Operating Cost/VSM	\$6.54	\$7.11	\$6.96	\$8.57	\$11.28	\$10.04
<i>Annual Change</i>		8.8%	-2.1%	23.1%	31.6%	-11.0%
VSM/VSH	12.86	14.83	12.68	12.05	13.23	13.51
<i>Annual Change</i>		15.3%	-14.5%	-4.9%	9.7%	2.1%
Fare/Passenger	\$0.70	\$0.83	\$1.01	\$1.08	\$1.00	\$1.06
<i>Annual Change</i>		18.8%	21.2%	7.1%	-8.0%	6.5%

Sources: FY 2016/17 – FY 2018/19 data from prior audit. Most FY 2019/20 – FY 2021/22 data from State Controller Reports. Vehicle service miles from FY 2019/20 from the NTD report. FTE data as provided by the City of Ojai.

Exhibit 6.2 System Ridership

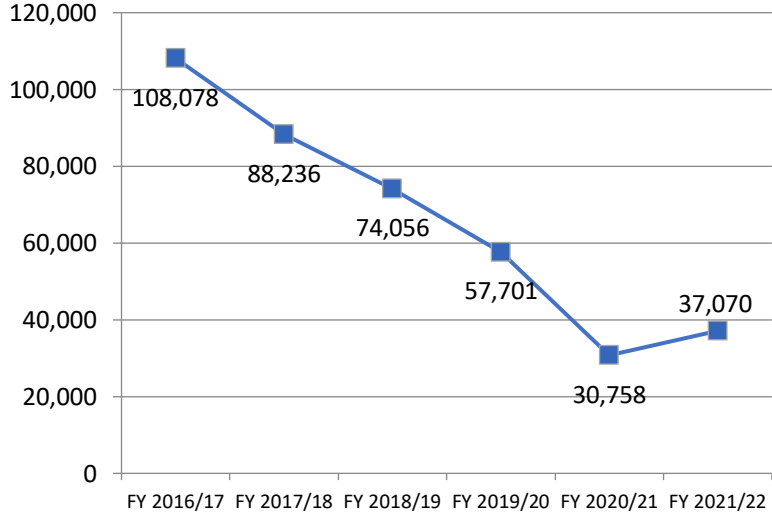


Exhibit 6.3 System Operating Cost/VSH

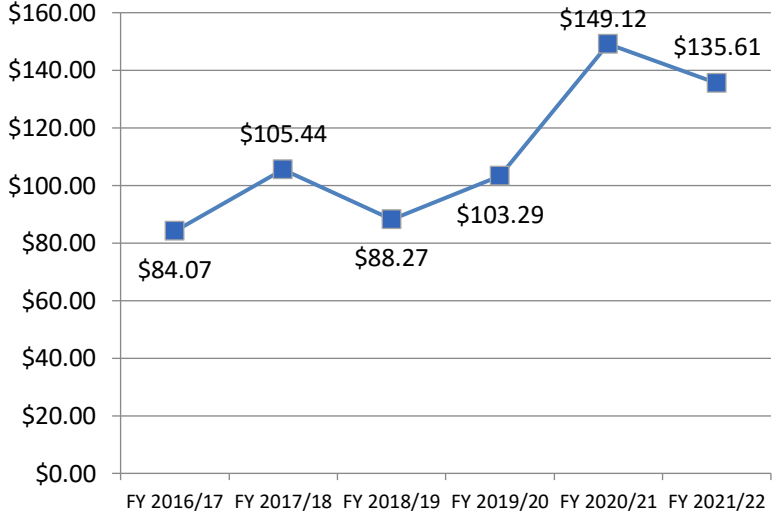


Exhibit 6.4 System Operating Cost/VSM

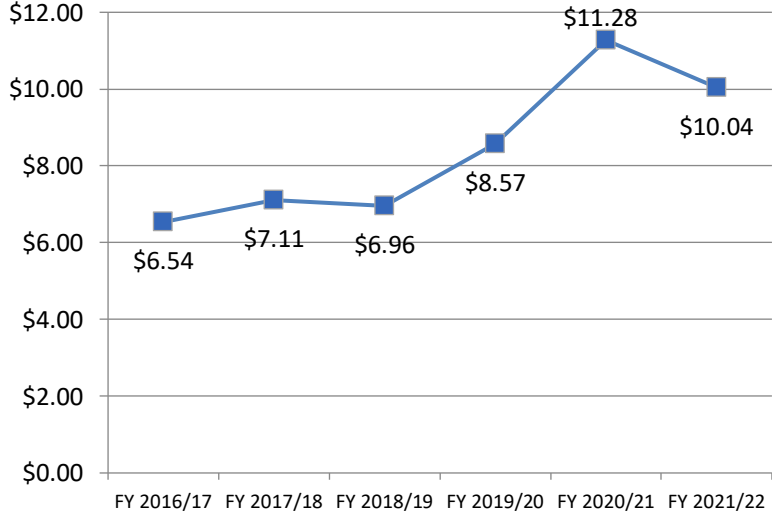


Exhibit 6.5 System VSM/VSH

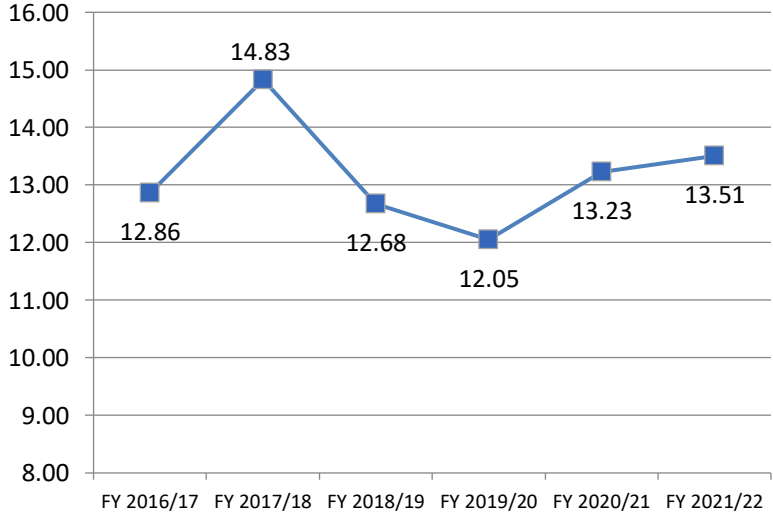


Exhibit 6.6 System Operating Cost/Passenger

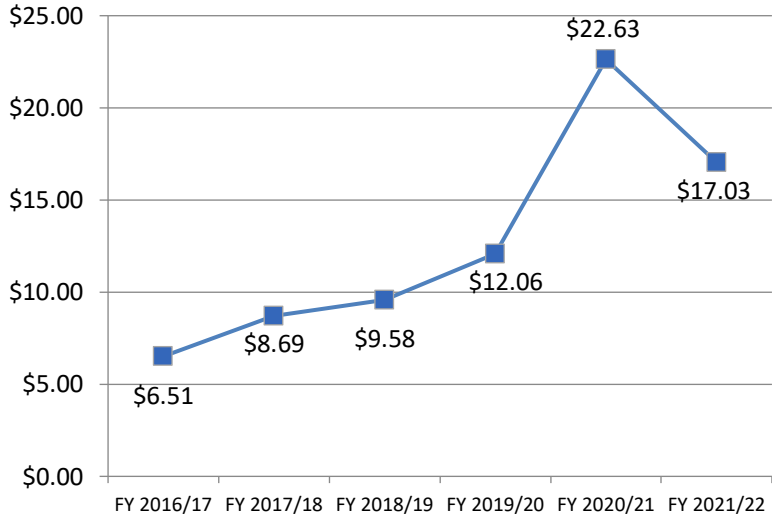


Exhibit 6.7 System Passengers/VSH

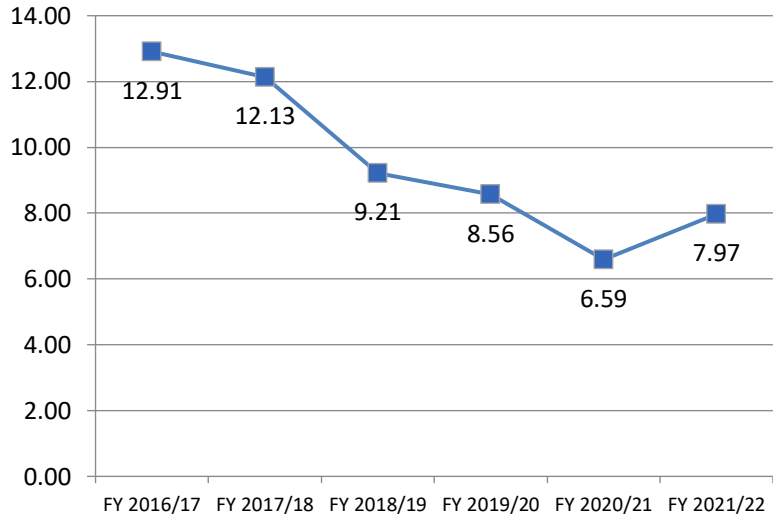


Exhibit 6.8 System Passengers/VSM

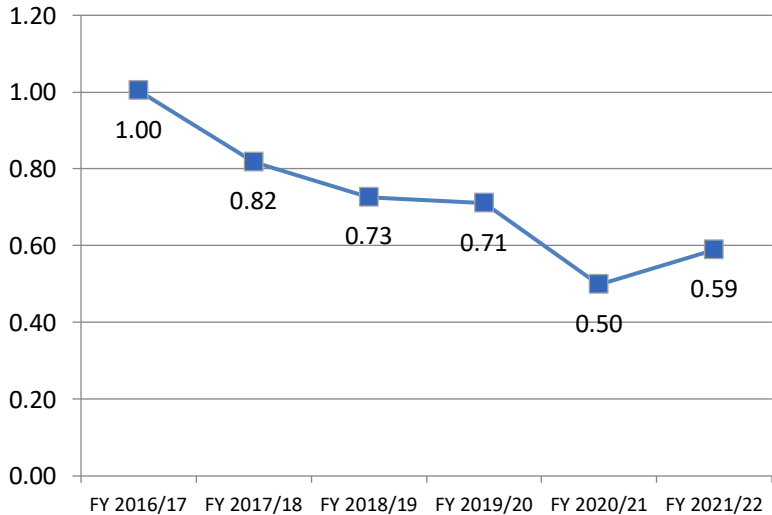


Exhibit 6.9 System VSH/FTE

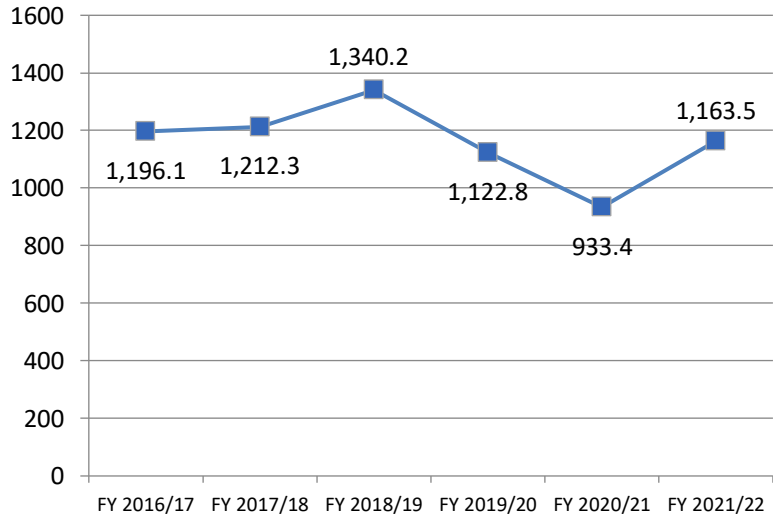


Exhibit 6.10 System Farebox Recovery

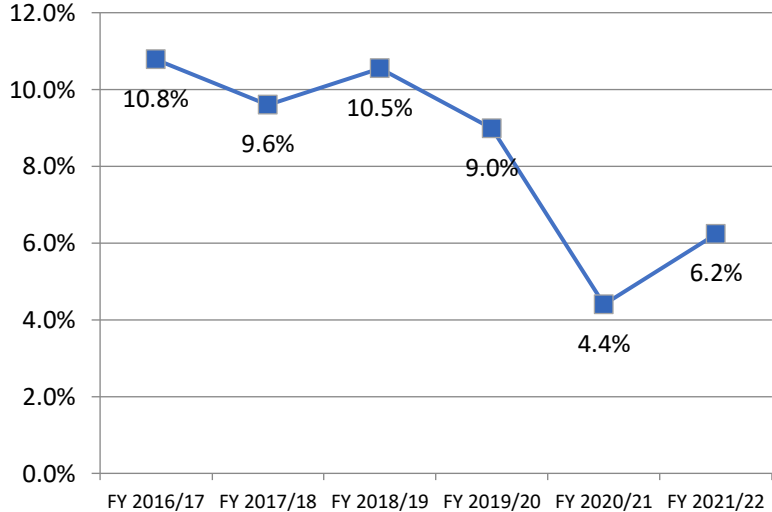
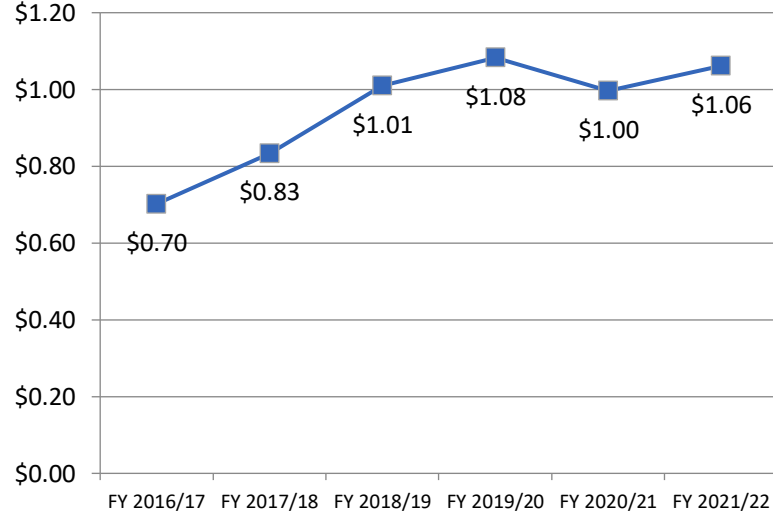


Exhibit 6.11 System Fare/Passenger



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Chapter 7 | Functional Review

A functional review of the City of Ojai’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the City through its transit program:

- General management and organization;
- Service planning;
- Scheduling, dispatch, and operations;
- Personnel management and training;
- Administration;
- Marketing and public information; and
- Fleet maintenance.

Service Overview

The City of Ojai operates the Ojai Trolley, a fixed-route service linking key trip generators along Maricopa Highway and Ojai Avenue within Ojai as well as the unincorporated areas of Meiners Oaks and Mira Monte. The County of Ventura provides TDA funding to the City to serve areas outside city limits. The City is a member of the Gold Coast Transit District. ADA Paratransit service in Ojai is provided by Gold Coast ACCESS.

Service is operated every day except for designated holidays. The two routes, Route A and Route B, primarily operate along the same alignment, although Route A serves Whispering Oaks and East End, while Route B serves the Ojai Valley Inn.

On weekdays, service is offered from approximately 6:30 a.m. to 8:00 p.m., with both routes operating most of the day on one-hour headways, although from approximately 5:30 p.m. to 8:00 p.m. just one trolley (Route B) is in service. On weekends, both routes operate yet offer hourly service to most stops from approximately 7:00 a.m. to 8:00 p.m. All trolleys feature wheelchair lifts and are frequently used by seniors. As of March 25, 2020, Route B (which operates only on weekdays) is suspended due to the impact of the COVID-19 pandemic. Weekend service has not been affected.

The Ojai Trolley fare structure is provided in Exhibit 7.1.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Fare
Single ride, general fare	\$1.50
Single ride, reduced fare (seniors age 65+, disabled, Medicare cardholder)	\$0.75
Day pass, general fare	\$4.00
Day pass, reduced fare (seniors age 65+, disabled, Medicare cardholder)	\$2.00
Seniors age 75+	Free
Children under 45" tall	Free
Youth age 18 and under	Free
College students	Free
Transfers from Gold Coast Transit	Free
Tokens (25)	\$30.00
31 day pass full fare Zone 1 (VCbuspass)	\$50.00
31 day pass reduced fare Zone 1 (VCbuspass)	\$25.00

Recent service and fare changes

There have been no service changes within or just prior to the audit period beyond those related to COVID-19. Fares have also remained stable, with the exception of the VCTC-led College and Youth Ride Free programs and the new VCbuspass and related Umo app.

Response to COVID-19 pandemic

Service was reduced by 38 percent due to a loss of nearly 50 percent of drivers. The service reduction, elimination of Route B weekday service, is still in effect. The service also lost approximately 50 percent of its riders. Enhanced cleaning, mask mandates, and social distancing were implemented for the protection of the riders and the operators.

General Management and Organization

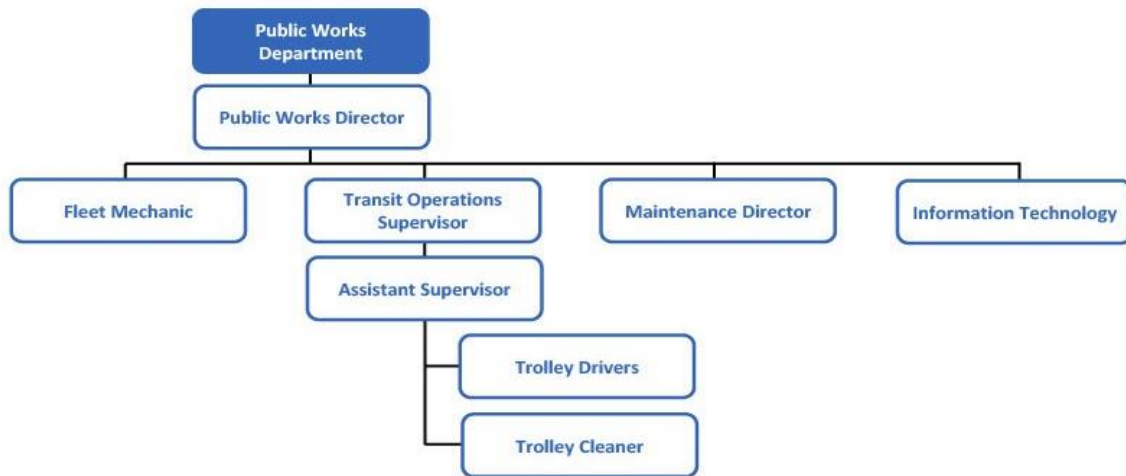
The City of Ojai’s public transit program is administered within the Transportation Division of the City’s Public Works department. The Ojai city council is the governing body of the Transportation Division. The Transit Operations Supervisor oversees the service. In addition to one full-time Transit Operations Supervisor, the program utilizes 12 part-time drivers, one full-time driver supervisor, and one full-time mechanic. The City is currently short staffed, with vacancies for drivers, a backup transit supervisor, a full-time mechanic, and a full time Public Works Director. Transit is supported by other City departments (such as Finance) as needed.

Transit personnel monitor program performance (ridership, budget, fare revenue, etc.) via monthly ridership reports and on-time performance via Syncromatics. However, spreadsheets are also used as the software is not 100 percent dependable. Effective data monitoring is an issue the City has been struggling with for several years. Both tools are used in concert as part of the monthly monitoring.

The City Council has shown interest in the program’s recovery from the pandemic, as well as the transition to a zero-emission fleet. Both the Council and citizens are supportive of the transit program as a whole.

The City is a sub-recipient of, and coordinates closely with, the Gold Coast Transit District. City staff also reports a good working relationship with VCTC and the County of Ventura. City staff has monthly Transcom meetings with VCTC and participates in monthly Transportation Advisory Committee (TAC) meetings with other service providers in the area.

Exhibit 7.2 Organizational Chart



Service Planning

Given the limited nature of the program, not much service planning is conducted. Service planning during the audit period has been focused on recovery from the pandemic. Service standards are presented in the City's Title VI Plan. On-time performance is monitored closely, however. Service changes are largely reactive.

A service change in March 2020 reduced services by 38 percent by eliminating operation of Route B on weekdays. The change was brought on due to the loss of over 50 percent of passengers and nearly 50 percent of drivers. Weekday Route B service has yet to resume. Ridership and staff retention have been major issues during the audit period, though the City has continued small improvements at its bus stops.

The City considers special needs passengers for all decisions. All vehicles in the City's fleet have wheelchair lifts. Demand-response service is offered via Gold Coast Transit District's ACCESS program. Local transportation services for seniors and persons with disabilities are also provided through HELP of Ojai, a local non-profit.

Public participation efforts are modest. The City participates in regional/county-wide free ride days and promotions as well as some local events (such as Ojai Day). Comment cards and locked drop boxes are available for public comment and an ongoing survey of riders. The last community survey was conducted in 2018 prior to the purchase of new trolleys.

Administration

Budgeting is based on anticipated revenues (FTA, TDA) and expected expenses and looks for gaps in funding. The City compares year-to-date revenue and expenses to budgeted levels. The Transit budget goes to the Public Works Director, then to Finance, and finally the City Manager. An informal budget review is conducted quarterly. Occasionally, the City will conduct a more formal mid-year budget adjustment, but typically annual assumptions are fairly close. In recent years, the Transit program has been overbudgeted due to the expectation that service will eventually return to pre-pandemic levels.

Grant applications are prepared by the Transit Operations Supervisor in conjunction with VCTC staff, then reviewed and signed by the Public Works Director. Standard Agreements are prepared by the Transit Operations Supervisor, reviewed by the Public Works Director, then reviewed and signed by the City Manager. Certifications and Assurances are prepared by the Transit Operations Supervisor, reviewed by the Public Works Director, then reviewed and signed by the City Manager and City Attorney. Requests for reimbursement are prepared through a joint effort by the Transit Operations Supervisor and Finance Department, then reviewed and signed by the Public Works Director.

The City monitors driver records and conducts ridealongs as necessary as part of its risk management activities. The City is self-insured via the California Joint Powers Insurance Authority (CJPIA). The City also utilizes CJPIA forms for incident reports. The City investigates all accident and injury claims. It also periodically reviews the safety of operating practices and has a current disaster preparedness and response plan.

The City's transit program utilizes a limited number of contracts for small infrastructure improvement projects. The contracts are managed through the Transit Operations Supervisor with assistance from the Public Works Director and City Inspector. Procurement procedures are outlined by the City. Large projects or purchases are put out to bid, and the City has used the CalACT joint procurement platform for vehicle purchases. Bus stops are maintained by the City of Ojai and County of Ventura.

Payroll is based on employee timesheets, which are reviewed and signed by the Transit Operations Supervisor and then the Public Works Director. The Finance department is responsible for changes to personnel and payroll data. All employees utilize direct deposit.

Accounts receivable is handled primarily by the Finance department. Invoices are reviewed, coded, and signed by the Transit Operations Supervisor, then reviewed, approved and signed by the Public Works Director. Invoices greater than \$5,000 are then also reviewed, approved, and signed by the City Manager. The transit advertising program is managed by the Transit Operations Supervisor.

Marketing and Public Information

The City's transit marketing efforts include a service brochure, website, and advertisements in local publications (such as *Ojai Valley News* and *Ojai Quarterly*), as well as on the websites of other area transit providers and on Facebook. Prior to the pandemic, the City participated in as many events as it could, and has resumed passing out promotional items such as pens and business card magnets. The City provides brochures available on transit vehicles, at City facilities, and at some local businesses.

The City incorporates performance data into marketing decisions. Most planning for marketing consists of an advertising plan.

In general, the public's perception of the service is very positive. The City accepts feedback via phone, mail, and a website form, and Transit maintains a log of significant complaints. However, this is a potential area for improvement, as the City does not currently document all complaints.

Scheduling, Dispatch, and Operations

All City transit services are operated in-house. The workforce is not represented. Currently there is one full-time Transit Operations Supervisor and 10 part-time drivers. Driver schedules are created every six weeks. Each of the part-time drivers lists availability and desired shifts. The Transit Operations Supervisor is fully licensed and can drive if needed.

Vacations are scheduled in advance and worked into the driving schedule. When a driver calls out sick, off-duty drivers are contacted to cover the shift.

The mechanic reviews maintenance sheets in the afternoon and determines which vehicles will be in service the next day based on maintenance needs. Newer vehicles get used more. All vehicles require the same licensing and certifications.

All vehicles have manual drop-style vault fareboxes. Drivers pull the vaults (which are self-locking) and deposit them in lockers. The City employs a two-person count (Transit Operations Supervisor and either someone from Finance or a senior driver) and both sign the final count document. The money is then taken to Finance, where it is stored in the safe until a recount is conducted and it is deposited in the bank. Tokens sold at City Hall are processed directly by the Finance department. The City also receives reimbursement checks from VCTC for the youth and college free-fare programs.

Personnel Management and Training

The City is not currently recruiting enough drivers to meet its needs. This has been a huge issue since the beginning of the COVID-19 pandemic. Driver recruitment is a continuous process via the City's website and Applicant Pro, with resumes kept on file. Experience varies among recruits and the City has been requiring a commercial driver's license (CDL) as a minimum. While the majority of applicants do not have a CDL, taking a driver through the licensing process is time-consuming and expensive, and the City runs the risk that a driver will get certified and then leave the City to go elsewhere. At present, the part-time schedule is more of an incentive than a deterrent for the type of recruits the City gets. Many are older drivers who do not want to work full-time and enjoy having a flexible schedule.

To bring back Route B service, staff believes an additional five part-time drivers would be needed. The Transit Operations Supervisor is DOT-certified and handles most training. All initial and ongoing training meets state requirements. All new drivers are required to have a VTT card. Safety meetings are conducted quarterly, with memos and other information distributed in between. The City also utilizes resources from TSI and RTAP.

As part-time employees, drivers receive paid sick time, unpaid vacation time, and no health insurance. The Transit Operations Supervisor and Mechanic are full-time positions and are both eligible for full City benefits. The City is considering making some drivers full-time due to the difficulty in recruiting drivers.

The City is in the process of creating a driver retention bonus program to incentivize employees. Some drivers have other jobs, while others do it to earn extra money. A more informal atmosphere works for them. Turnover is generally low and attributable to personal reasons or retirement. Money is the biggest motivator. Performance evaluations are completed annually.

The code of conduct and disciplinary procedures are spelled out in the employee handbook and are subject to City policies. The City also utilizes third-party testing and reporting for drugs/alcohol.

Maintenance

Inspections are done in accordance with DOT and CHP regulations. Preventive maintenance is done in accordance with manufacturers' recommendations, with other maintenance and repairs completed on an as needed basis. The City has enough vehicles that maintenance rarely affects operation, especially with the current reduced service. Warranty repairs are used as much as possible.

The full-time mechanic position is currently vacant. This position is approximately 80 percent dedicated to transit, with the remaining 20 percent of the mechanic's time spent on other City fleets. The position has been open about 18 months, due in part to DOT delays in completing background checks. Typically, larger repairs, such as wheelchair lifts and valves, are sent to outside mechanics. Outside repairs are handled by local mechanics or mechanics in nearby cities. The City is currently using a local contractor while it fills the its mechanic position.

The City's maintenance facility includes one available bay and an outside permanent lift. Parts inventory includes basics utilized for routine repairs. Valuable parts are secured with limited access.

The City's fleet consists of five vehicles, three of which are model year 2011 and two are 2018. All vehicles utilize propane fuel. The fleet's average age is 8.6 years with an average mileage of 171,620 miles. The older vehicles are considered to be in poor to fair condition and have exceeded their useful life benchmark (ULB). A vehicle replacement program is in effect with identified funding sources. A sixth trolley was retired in 2018 and was not in use during the audit period, although it had yet to be disposed of.

The City's fleet is detailed in Exhibit 7.3.

Exhibit 7.3 City of Ojai's Transit Fleet

Vehicle #	Make/Model	Year	Passengers
9	Hometown Villager/Ford	2011	30/2 WC
10	Hometown Villager/Ford	2011	30/2 WC
11	Hometown Villager/Ford	2011	30/2 WC
12	Hometown Villager/Ford	2018	30/2 WC
13	Hometown Villager/Ford	2018	30/2 WC

Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds the City of Ojai to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with City staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the City of Ojai's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no compliance findings, only functional findings and recommendations are provided below.

Functional Finding 1: The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.

Criteria: PUC 99247 sets forth specific definitions of various performance indicators used in TDA reporting. In most cases, these are standard industry definitions, and performance data such as ridership, vehicle service hours, and vehicle service miles should be the same, whether reported to the State Controller or National Transit Database.

Condition: As noted in the prior audit, when data reported to the State Controller, National Transit Database, within monthly performance reports, and on the TDA fiscal audits is compared side to side, there are some clear discrepancies. While spreadsheets used for documenting performance data were updated and corrected during the prior audit period, the City still lacks a review process to ensure accurate data is reported.

Cause: Failure to document data in a single location, and to use that data to complete all reports likely contributed to inconsistencies and inaccuracies in reporting in prior years. Changes in staffing in the Transit and Finance departments may also have contributed to this matter.

Effect: Inaccurate and inconsistent reporting can make it challenging to effectively assess program performance.

Recommendation: Transit and Finance staff should thoroughly review any reports prepared by other departments or outside auditors prior to their submittal.

Recommended Action: Any City staff who work on preparing the State Controller and NTD reports should have a clear understanding of what data should be entered where. Even if Finance is responsible for preparing the reports, it is vital that Transit staff also understand how the reports are put together so that they can provide a “second set of eyes” prior to each report’s submittal. All staff involved with the State Controller’s Report should review the instruction guide for the Transit Operators Financial Transaction Report (available on the State Controller’s website) prior to and as needed during the completion of the report. This should address questions of what revenues or expenses should be entered on which lines. Transit and Finance staff should also have the opportunity to review the annual TDA fiscal audit prior to its finalization.

Timeline: FY 2022/23.

Anticipated Cost: Negligible.

Exhibit 8.1 Audit Recommendations

Functional Recommendations		Importance	Timeline
1	The City’s performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.	Medium	FY 2023

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 City of Moorpark



**DRAFT REPORT
MARCH 2023**

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	5
Chapter 3 Program Compliance	9
Chapter 4 Prior Recommendations	13
Chapter 5 Data Reporting Analysis	15
Chapter 6 Performance Analysis	17
Chapter 7 Functional Review.....	31
Chapter 8 Findings and Recommendations	39

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	3
Exhibit 3.1 Transit Development Act Compliance Requirements	11
Exhibit 5.1 Data Reporting Comparison.....	16
Exhibit 6.1 System Performance Indicators	20
Exhibit 6.2 System Ridership.....	21
Exhibit 6.3 System Operating Cost/VSH	21
Exhibit 6.4 System Operating Cost/VSM.....	21
Exhibit 6.5 System VSM/VSH.....	21
Exhibit 6.6 System Operating Cost/Passenger	22
Exhibit 6.7 System Passengers/VSH	22
Exhibit 6.8 System Passengers/VSM.....	22
Exhibit 6.9 System VSH/FTE	22
Exhibit 6.10 System Farebox Recovery	23
Exhibit 6.11 System Fare/Passenger.....	23
Exhibit 6.12 Fixed-Route Performance Indicators.....	24
Exhibit 6.13 Fixed-Route Ridership.....	25
Exhibit 6.14 Fixed-Route VSM/VSH	25
Exhibit 6.15 Fixed-Route Passengers/VSH	25
Exhibit 6.16 Fixed-Route Passengers/VSM	25
Exhibit 6.17 Fixed-Route VSH/FTE.....	26
Exhibit 6.18 Demand-Response Performance Indicators	27
Exhibit 6.19 Demand-Response Ridership.....	28
Exhibit 6.20 Demand-Response VSM/VSH.....	28
Exhibit 6.21 Demand-Response Passengers/VSH.....	28
Exhibit 6.22 Demand-Response Passengers/VSM.....	28
Exhibit 6.23 Demand-Response VSH/FTE	29
Exhibit 7.1 Fixed-Route Fare Structure	31
Exhibit 7.2 Demand-Response Fare Structure	32
Exhibit 7.3 Organizational Chart.....	33
Exhibit 7.4 Moorpark City Transit’s Fleet.....	38
Exhibit 8.1 Audit Recommendations	40

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Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

As it receives no funding under Article 4, the City of Moorpark is not statutorily required to undergo a Triennial Performance Audit, nor has it traditionally been held to the requirements of the TDA. However, the Ventura County Transportation Commission (VCTC), as the RTPA, requested the City be audited to provide a comprehensive and objective review to offer beneficial insights into program performance and to establish a baseline for future audits. This is the third Triennial Performance Audit of the City of Moorpark.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Moorpark as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the City of Moorpark's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The City of Moorpark's transit program is marketed as Moorpark City Transit (MCT), which provides general public transit service on two fixed routes within Moorpark. The service operates Monday through Friday from 6:00 a.m. to 6:00 p.m.

The City's Senior DAR and ADA paratransit services service are open to individuals with a valid ADA card and to Moorpark residents aged 65 or above and exceeds the requirements for intra-city ADA paratransit services within $\frac{3}{4}$ mile of MCT fixed-route bus service. Paratransit services operate on the same hours as fixed-route service.

The City launched a micro-transit pilot program in April 2022. MCT On-Demand has 100+ virtual stops within walking distance from anywhere in Moorpark. Riders can schedule a trip up to seven days in advance. Service operates Monday through Friday, 6:00 a.m. to 6:00 p.m.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with City of Moorpark staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included two recommendations:

1. [Continue to ensure State Controller Reports are submitted in a timely manner.](#)
Status: Implemented.
2. [The City should explore opportunities to reduce its operating costs \(through service reductions, resource reallocations, and/or new service offerings\) prior to exhausting its TSM funds.](#)
Status: Implementation in progress.

Findings and Recommendations

Based on discussions with City staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for the City of Moorpark.

The audit team has identified one functional finding. While this finding is not a compliance finding, we feel it is significant enough to be addressed within this audit:

1. The contractor's staffing shortage is impacting the City's ability to operate its transit programs.

In completing this Triennial Performance Audit, we submit the following recommendations for the City's public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are

intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

	Functional Recommendations	Importance	Timeline
1	The City of Thousand Oaks should continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage for the City of Moorpark.	High	Until filled

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of the City of Moorpark’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Moorpark as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of the City of Moorpark included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of the City of Moorpark included thorough review of documents relevant to the scope of the audit, as well as information contained on the City's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with City representatives on February 22, 2023. The audit team met with Michelle Woomer (Management Analyst) and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the City of Moorpark’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The City considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

The City of Moorpark does not use any TDA Article 4 funding for transit and is not statutorily required to be audited, nor has it traditionally been held to the requirements of the TDA. However, the Ventura County Transportation Commission (VCTC), as the RTPA, requested the City be audited to support a comprehensive and objective review to provide beneficial insights into program performance.

Status of compliance items was determined through discussions with City staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for the City of Moorpark.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and

performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and micro-transit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: January 25, 2021 FY 2020/21: January 31, 2022 FY 2021/22: January 26, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: December 18, 2020 FY 2020/21: December 15, 2021 FY 2021/22: December 16, 2022
Operator’s terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	October 2, 2018 November 7, 2019 (unsatisfactory) March 4, 2020 April 2, 2021 April 14, 2022
Operator’s claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator’s operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: 30% FY 2020/21: 25% FY 2021/22: 61% <i>Source: TDA claims, FY 2020 – FY 2022. The City substantiated all increases in operating cost over 15 percent.</i>
The operator’s definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 12.83% (waived) FY 2020/21: 0.01% (waived) FY 2021/22: 0.55% (waived)

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	The City does not evaluate its Dial-A-Ride program separate from the system as a whole when calculating its farebox recovery ratio.
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City employees are eligible for retirement benefits through CalPERS. Operations personnel are contracted through a third party.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	Moorpark uses STA funds for capital purposes.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance the City of Moorpark has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included two recommendations:

1. [Continue to ensure State Controller Reports are submitted in a timely manner.](#)

Discussion: The State Controller Report for FY 2017/18 was submitted on February 5, 2019, five calendar days and three business days past the submittal deadline. However, the reports for FY 2016/17 and FY 2018/19 were submitted in a timely manner.

Progress: State Controller Reports for the current audit period were submitted on time.

Status: Implemented.

2. [The City should explore opportunities to reduce its operating cost \(through service reductions, resource reallocations, and/or new service offerings\) prior to exhausting its TSM funds.](#)

Discussion: During the audit period, the City utilized developer fees identified for improvements to air quality (TSM funds) to subsidize its fare revenue and achieve the 20 percent farebox recovery ratio. However, these TSM funds are only expected to be available for about another five years. In addition, recent contractor cost increases and the failure of a service change to result in a measurable improvement has caused the City to consider whether it should continue to provide transit service in the manner it traditionally has.

While the City completed a transit evaluation study in 2017, those recommendations, when implemented, did not have the desired results of increasing ridership and fare revenue and optimizing operating cost. Therefore, we recommended it should explore other options (such as the micro-transit pilot that is already under consideration) that would continue to meet the community's mobility needs while remaining sustainable.

Progress: Given AB 149 provided a waiver from the farebox recovery ratio requirements, the City has had a reprieve with respect to identifying additional funding. A micro-transit pilot program was implemented in April 2022 to supplement existing services, and ridership has been good so far.

Status: Implementation in progress.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by the City of Moorpark both internally as well as to outside entities during the audit period.

- **Operating cost:** Operating cost was reported consistently between the TDA fiscal audits and the State Controller Reports. NTD data was taken from the City’s NTD reports for the fixed-route service and the contracted services summary from the City of Thousand Oaks’ NTD reports for the Dial-A-Ride service. However, the Dial-A-Ride costs are contract costs only and do not include any City of Moorpark time or other costs, and are significantly lower than what is represented in the other reports.
- **Fare Revenue:** Like operating cost, fare revenue was reported consistently between the TDA fiscal audits and the State Controller Reports. Monthly performance reports only include fixed-route fare revenues and do not include organization-paid fares (such as LCTOP reimbursements for free-ride programs). Fares reported to the NTD are consistent with passenger fares and appear to include organization-paid fares, but are significantly lower than those reported elsewhere.
- **Vehicle Service Hours (VSH):** Both the monthly performance reports provided by the City and the City’s NTD reports only include fixed-route VSH. The State Controller Report includes both fixed-route and Dial-A-Ride data, but the City of Thousand Oaks’ monthly reports and NTD reports do not segregate VSH for Moorpark Dial-A-Ride.
- **Vehicle Service Miles (VSM):** The City’s NTD reports only include fixed-route VSM. VSM was not reported on the monthly performance reports provided to the audit team for FY 2019/20 and FY 2020/21, but was documented in FY 2021/22. The State Controller Report includes both fixed-route and Dial-A-Ride data, but the City of Thousand Oaks’ monthly reports and NTD reports do not segregate VSH for Moorpark Dial-A-Ride. (The City did provide evidence it documents VSM; however, these were in a separate report.)
- **Passengers:** While the monthly performance reports and State Controller Reports include both the fixed-route and Dial-A-Ride ridership (as shown on the City of Thousand Oaks’ monthly performance reports), there are slight variances between the two figures. This is because the Dial-A-Ride ridership reported on the monthly reports is lower than that reported to the State Controller in FY 2019/20 and FY 2020/21. It appears this figure may have included ECTA ridership as well as Moorpark Dial-A-Ride ridership; however, ECTA ridership is reported separately on ECTA’s State Controller Report. Ridership was reported correctly (only Moorpark Dial-A-Ride) in FY 2021/22.

- Full-Time Equivalent (FTE) Employees:** The City reported seven fixed-route FTEs and three demand-response FTEs on its State Controller Reports each year. Using data provided by the City of Thousand Oaks, the fixed-route FTE is correctly reported, but demand-response FTE is overreported (one FTE versus the three FTE reported). The City demonstrated use of the proper FTE definition as part of this audit.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$1,446,732	\$1,334,569	\$1,683,048
<i>National Transit Database</i>	\$917,508	\$1,028,941	\$1,039,544
<i>State Controller Report</i>	\$1,439,919	\$1,334,569	\$1,683,048
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$58,934	\$73	\$8,755
<i>Monthly Performance Reports</i>	\$25,010	\$0	\$4,595
<i>National Transit Database</i>	\$28,021	\$0	\$190
<i>State Controller Report</i>	\$58,934	\$73	\$8,755
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	5,358	6,036	5,665
<i>National Transit Database</i>	5,358	6,036	5,665
<i>State Controller Report</i>	8,571	6,818	6,017
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	Not reported	Not reported	79,923
<i>National Transit Database</i>	78,487	87,093	79,923
<i>State Controller Report</i>	142,895	100,644	84,816
Passengers			
<i>Monthly Performance Reports</i>	35,024	14,111	28,230
<i>National Transit Database</i>	33,913	14,040	27,822
<i>State Controller Report</i>	39,937	15,628	28,447
Full-Time Equivalent Employees			
<i>State Controller Report</i>	10	10	10
<i>Per TDA methodology</i>	Not reported	Not reported	8

In future years, micro-transit service provided under contract to the City (separate from its contract with the City of Thousand Oaks) should be reported as demand-response service on the City’s State Controller Report alongside the City’s regular Dial-A-Ride service.

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for the City of Moorpark, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City’s audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City’s calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City’s calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via via State Controller Reports for each fiscal year covered by this audit. The City’s calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 16.9 percent increase during the audit period, and a 130.6 percent net increase across the last six years. Fare revenue significantly decreased during the six-year period, with most of the decline (99.9 percent) occurring in FY 2020/21 due to a fare-free period. This resulted in a net 85.1 percent decrease during the audit period, and an 85.7 percent decrease across the six-year period.

Vehicle service hours (VSH) declined every year with the exception of FY 2017/18. This resulted in a net 29.8 percent decrease during the audit period and a net 31 percent decrease during the six-year period. Vehicle service miles (VSM) followed a similar pattern. This resulted in an overall net decrease of 40.6 percent during the audit period and 39.6 percent over the six-year period. Ridership declined with the exception of FY 2021/22. The most significant declines occurred in FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic (31.7 percent and 56.3 percent, respectively). An 85.7 percent increase in FY 2021/22 led to an 18.8 percent net decrease during the audit period and a 52.6 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system’s efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Due to operating cost increasing during the audit period, cost-related metrics increased due to corresponding decreases in other performance measures. Operating cost per passenger was impacted the most, given the 18.8 percent decrease in ridership during

the audit period. Passenger-related metrics increased during the audit period, with passengers per VSH increasing by 15.7 percent and passengers per VSM increasing by 36.8 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$729,773	\$709,249	\$763,666	\$1,439,919	\$1,334,569	\$1,683,048
<i>Annual Change</i>		-2.8%	7.7%	88.6%	-7.3%	26.1%
Fare Revenue (Actual \$)	\$61,241	\$63,962	\$62,035	\$58,934	\$73	\$8,755
<i>Annual Change</i>		4.4%	-3.0%	-5.0%	-99.9%	11893.2%
Vehicle Service Hours (VSH)	8,718	9,325	9,208	8,571	6,818	6,017
<i>Annual Change</i>		7.0%	-1.3%	-6.9%	-20.5%	-11.7%
Vehicle Service Miles (VSM)	140,478	156,221	152,101	142,895	100,644	84,816
<i>Annual Change</i>		11.2%	-2.6%	-6.1%	-29.6%	-15.7%
Passengers	60,053	52,261	51,309	35,024	15,320	28,447
<i>Annual Change</i>		-13.0%	-1.8%	-31.7%	-56.3%	85.7%
Employees	12	12	10	10	10	10
<i>Annual Change</i>		0.0%	-16.7%	0.0%	0.0%	0.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$83.71	\$76.06	\$82.94	\$168.00	\$195.74	\$279.72
<i>Annual Change</i>		-9.1%	9.0%	102.6%	16.5%	42.9%
Operating Cost/Passenger (Actual)	\$12.15	\$13.57	\$14.88	\$41.11	\$87.11	\$59.16
<i>Annual Change</i>		11.7%	9.7%	176.2%	111.9%	-32.1%
Passengers/VSH	6.89	5.60	5.57	4.09	2.25	4.73
<i>Annual Change</i>		-18.6%	-0.6%	-26.7%	-45.0%	110.4%
Passengers/VSM	0.43	0.33	0.34	0.25	0.15	0.34
<i>Annual Change</i>		-21.7%	0.8%	-27.3%	-37.9%	120.3%
Farebox Recovery	8.4%	9.0%	8.1%	4.1%	0.0%	0.5%
<i>Annual Change</i>		7.5%	-9.9%	-49.6%	-99.9%	9409.9%
Hours/Employee	726.5	777.1	920.8	857.1	681.8	601.7
<i>Annual Change</i>		7.0%	18.5%	-6.9%	-20.5%	-11.7%
TDA Non-Required Indicators						
Operating Cost/VSM	\$5.19	\$4.54	\$5.02	\$10.08	\$13.26	\$19.84
<i>Annual Change</i>		-12.6%	10.6%	100.7%	31.6%	49.6%
VSM/VSH	16.11	16.75	16.52	16.67	14.76	14.10
<i>Annual Change</i>		4.0%	-1.4%	0.9%	-11.5%	-4.5%
Fare/Passenger	\$1.02	\$1.22	\$1.21	\$1.68	\$0.00	\$0.31
<i>Annual Change</i>		20.0%	-1.2%	39.2%	-99.7%	6358.9%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit. Adjusted to exclude ECTA ridership. Most FY 2019/20 – FY 2021/22 data from State Controller reports. FY 2019/20 and FY 2020/21 demand-response data from monthly performance reports (City of Thousand Oaks) to exclude ECTA ridership.

Exhibit 6.2 System Ridership

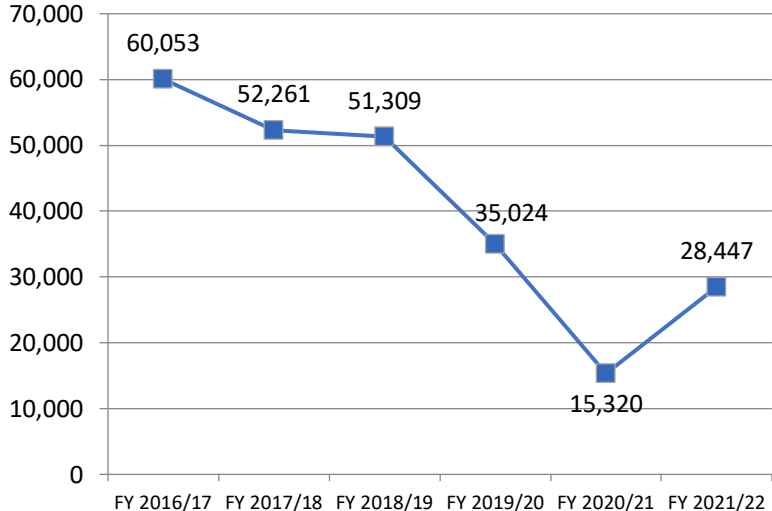


Exhibit 6.3 System Operating Cost/VSH

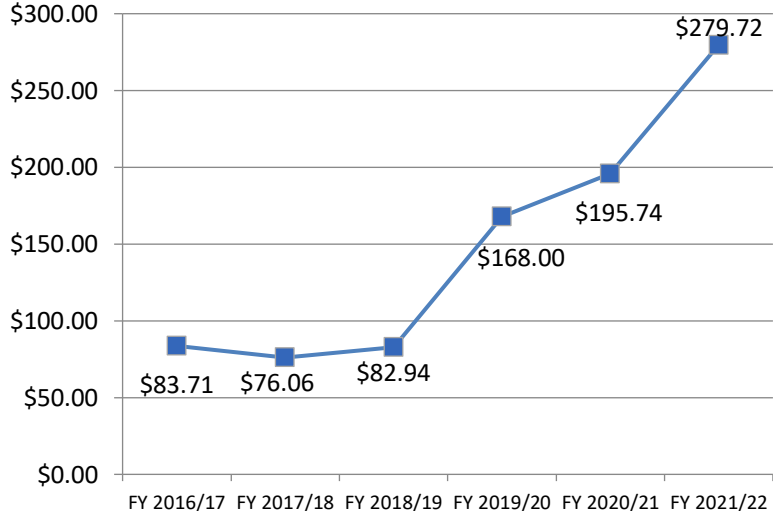


Exhibit 6.4 System Operating Cost/VSM

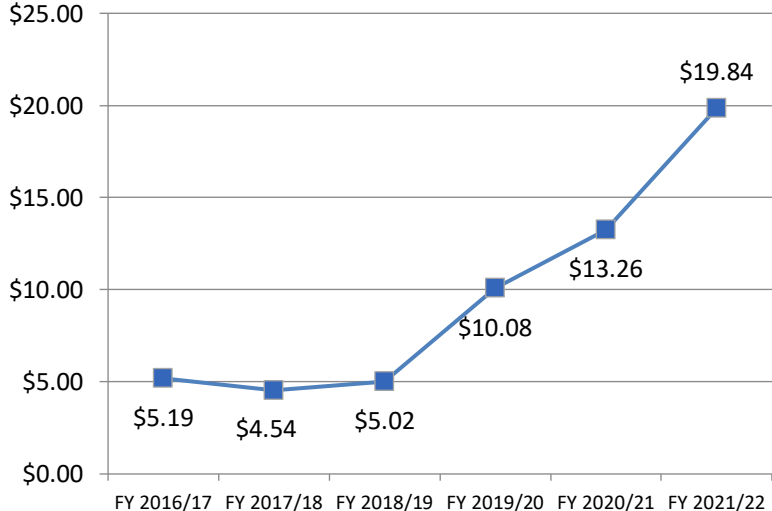


Exhibit 6.5 System VSM/VSH

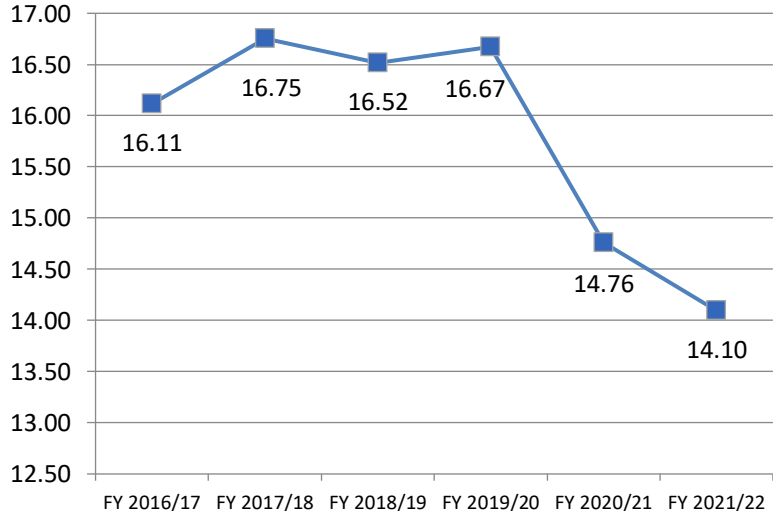


Exhibit 6.6 System Operating Cost/Passenger

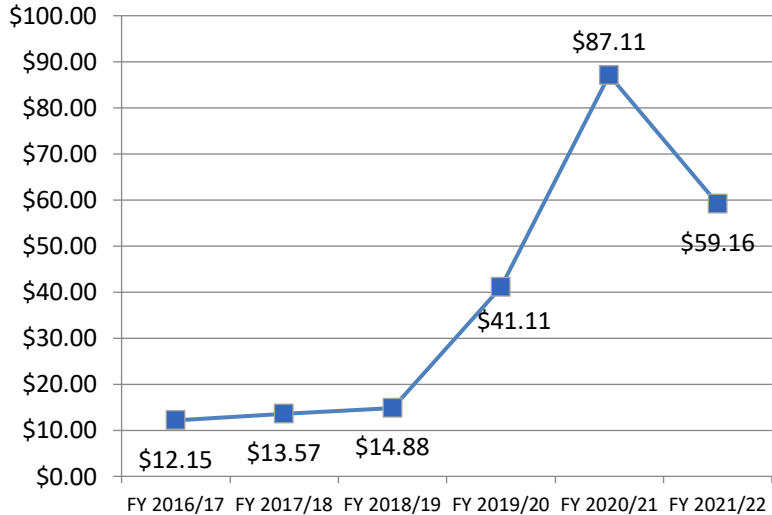


Exhibit 6.7 System Passengers/VSH

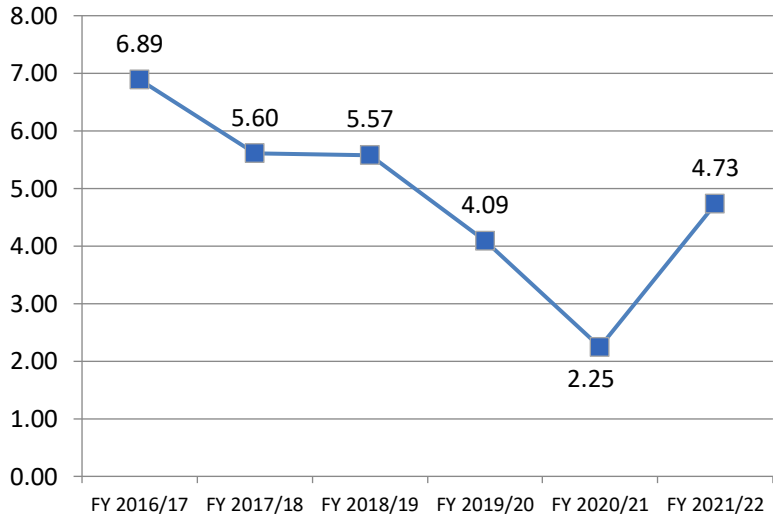


Exhibit 6.8 System Passengers/VSM

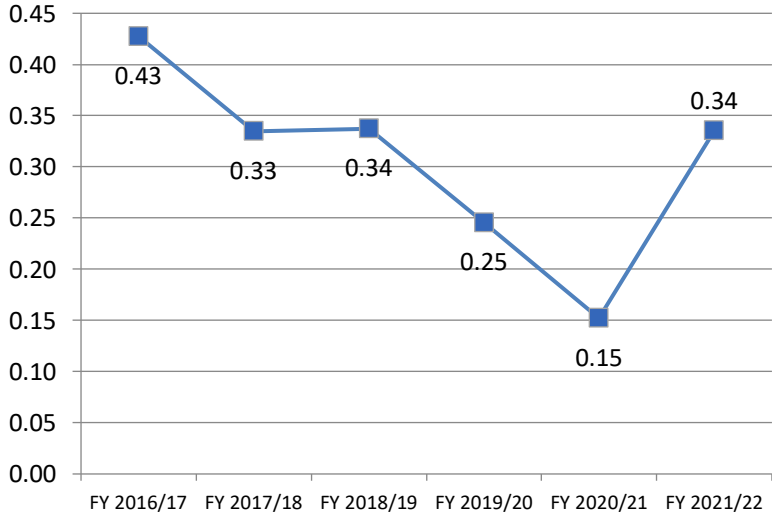


Exhibit 6.9 System VSH/FTE

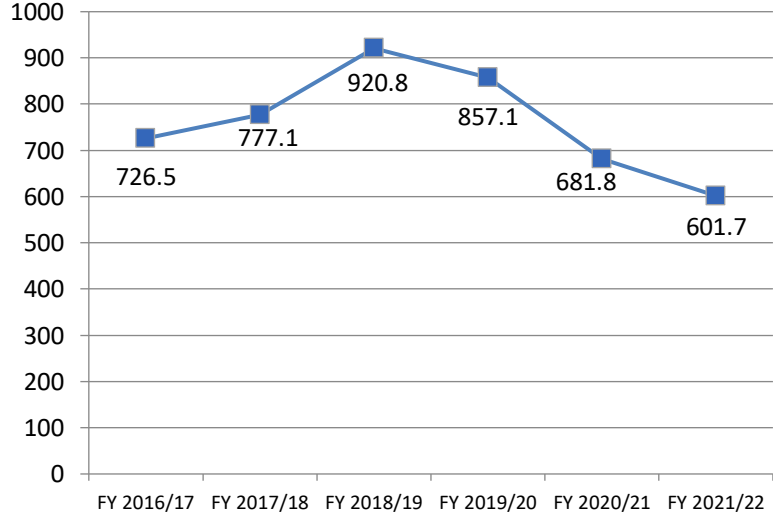


Exhibit 6.10 System Farebox Recovery

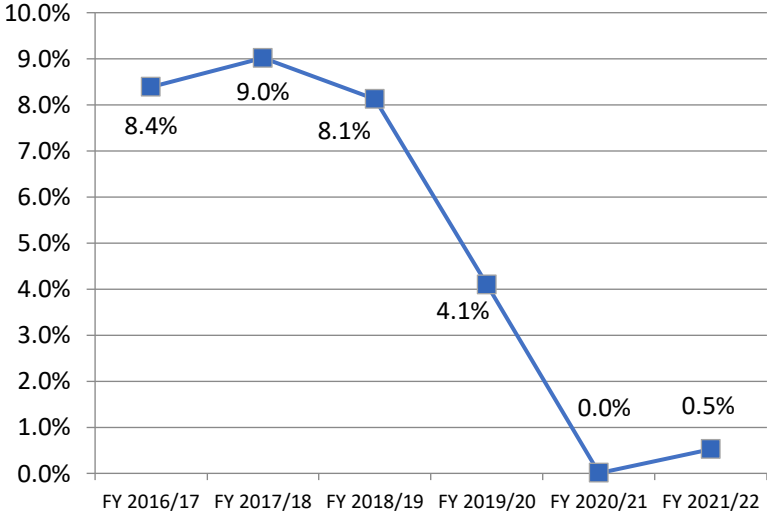
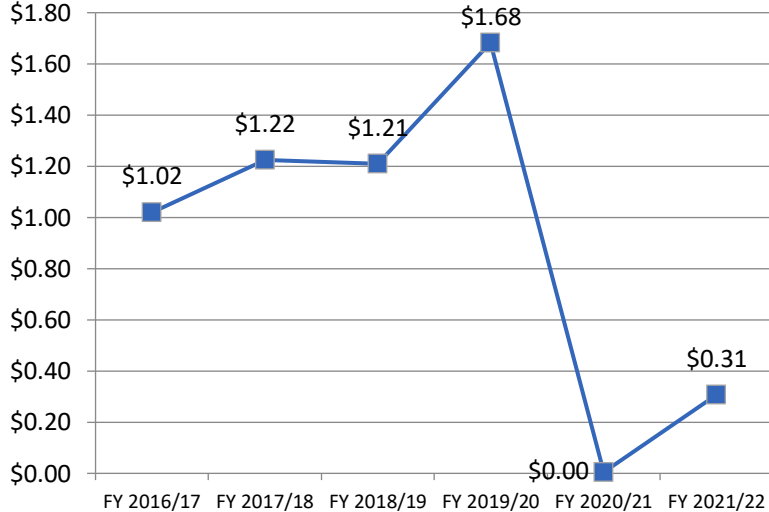


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route vehicle service hours decreased every year with the exception of FY 2020/21. This resulted in a net 3.9 percent decrease across the six-year period, but a net 5.7 percent increase during the audit period. Vehicle service miles decreased in FY 2019/20 and FY 2021/22 with a slight increase in FY 2020/21 (11 percent). This resulted in a net decrease of 7.6 percent during the six-year period and a net 1.8 percent increase during the audit period. Ridership decreased every year of the six-year period with the most significant decrease occurring in FY 2020/21 (58.6 percent). Ultimately ridership experienced a net decrease of 18 percent during the audit period.

Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 22.4 percent and 19.4 percent respectively.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Vehicle Service Hours (VSH)	5,896	5,780	5,782	5,358	6,036	5,665
<i>Annual Change</i>		-2.0%	0.0%	-7.3%	12.7%	-6.1%
Vehicle Service Miles (VSM)	86,506	84,231	83,416	78,487	87,093	79,923
<i>Annual Change</i>		-2.6%	-1.0%	-5.9%	11.0%	-8.2%
Passengers	58,361	50,714	49,608	33,913	14,040	27,822
<i>Annual Change</i>		-13.1%	-2.2%	-31.6%	-58.6%	98.2%
Employees	9	9	7	7	7	7
<i>Annual Change</i>		0.0%	-22.2%	0.0%	0.0%	0.0%
Performance Indicators						
Passengers/VSH	9.90	8.77	8.58	6.33	2.33	4.91
<i>Annual Change</i>		-11.4%	-2.2%	-26.2%	-63.3%	111.1%
Passengers/VSM	0.67	0.60	0.59	0.43	0.16	0.35
<i>Annual Change</i>		-10.8%	-1.2%	-27.3%	-62.7%	115.9%
Hours/Employee	655.1	642.2	826.0	765.4	862.3	809.3
<i>Annual Change</i>		-2.0%	28.6%	-7.3%	12.7%	-6.1%
TDA Non-Required Indicators						
VSM/VSH	14.67	14.57	14.43	14.65	14.43	14.11
<i>Annual Change</i>		-0.7%	-1.0%	1.5%	-1.5%	-2.2%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from State Controller reports.

Exhibit 6.13 Fixed-Route Ridership

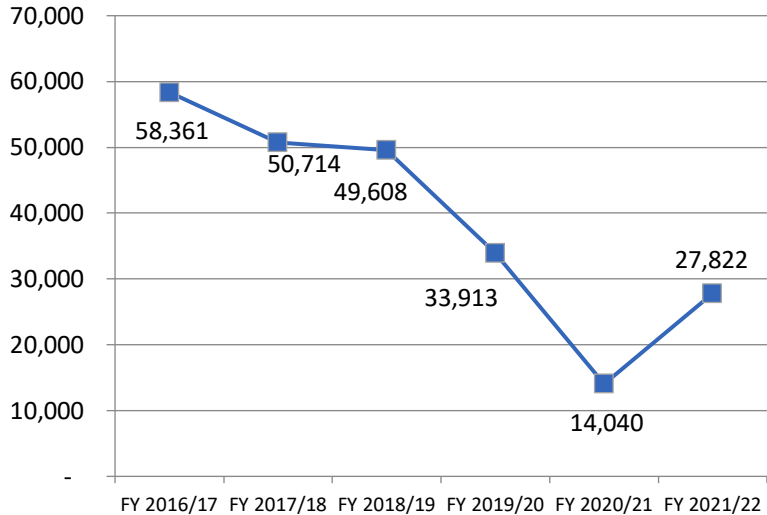


Exhibit 6.14 Fixed-Route VSM/VSH

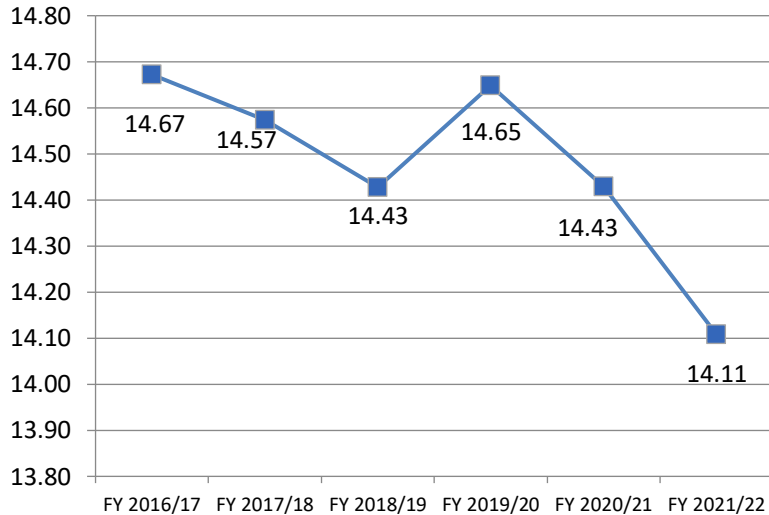


Exhibit 6.15 Fixed-Route Passengers/VSH

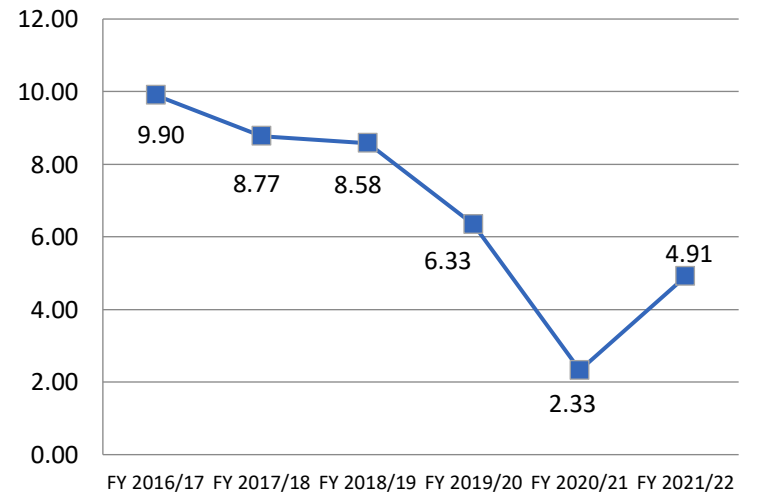


Exhibit 6.16 Fixed-Route Passengers/VSM

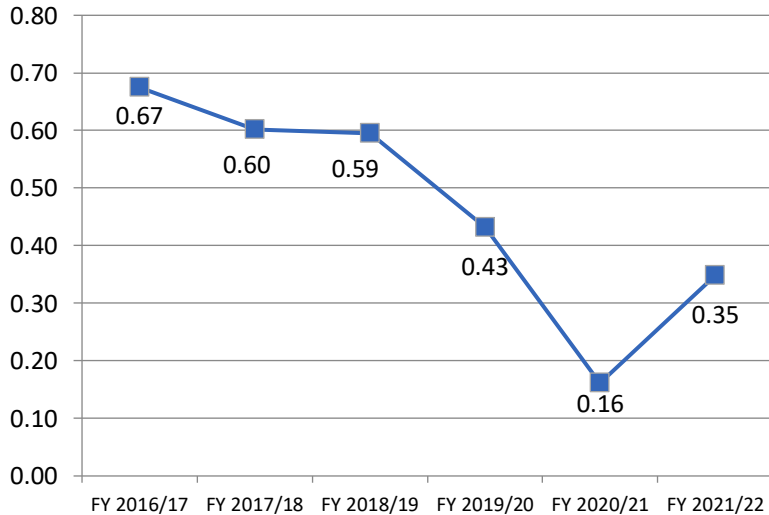
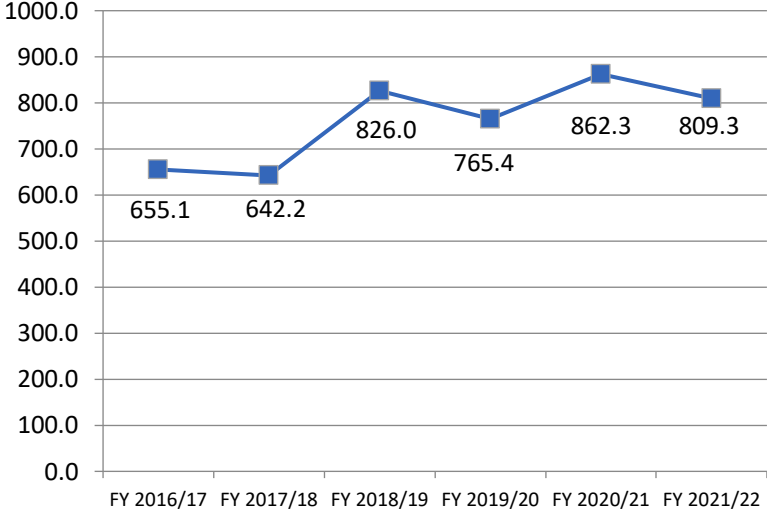


Exhibit 6.17 Fixed-Route VSH/FTE



Demand-Response Performance Trends

Demand-response vehicle service hours experienced an 89 percent net decrease during the audit period, and an 87.5 percent net increase across the six-year period. Vehicle service miles saw a net decrease of 92.4 percent during the audit period and 90.9 percent across the six-year period. Ridership also decreased significantly, declining 43.7 percent during the audit period.

Passengers per VSH increased 413.5 percent during the audit period, while passengers per VSM had a net increase of 649.5 percent.

Exhibit 6.18 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Vehicle Service Hours (VSH)	2,822	3,545	3,426	3,213	782	352
<i>Annual Change</i>		25.6%	-3.4%	-6.2%	-75.7%	-55.0%
Vehicle Service Miles (VSM)	53,972	71,990	68,685	64,408	13,551	4,893
<i>Annual Change</i>		33.4%	-4.6%	-6.2%	-79.0%	-63.9%
Passengers	1,692	1,547	1,701	1,111	1,280	625
<i>Annual Change</i>		28.0%	-0.7%	-34.7%	15.2%	-51.2%
Employees	3	3	3	3	3	3
<i>Annual Change</i>		0.0%	0.0%	0.0%	0.0%	0.0%
Performance Indicators						
Passengers/VSH	0.60	0.44	0.50	0.35	1.64	1.78
<i>Annual Change</i>		-27.2%	13.8%	-30.4%	373.4%	8.5%
Passengers/VSM	0.03	0.02	0.02	0.02	0.09	0.13
<i>Annual Change</i>		-31.5%	15.2%	-30.3%	447.6%	35.2%
Hours/Employee	940.7	1,181.7	1,142.0	1,071.0	260.7	117.3
<i>Annual Change</i>		25.6%	-3.4%	-6.2%	-75.7%	-55.0%
TDA Non-Required Indicators						
VSM/VSH	19.13	20.31	20.05	20.05	17.33	13.90
<i>Annual Change</i>		6.2%	-1.3%	0.0%	-13.6%	-19.8%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit. Adjusted to exclude ECTA ridership. Most FY 2019/20 – FY 2021/22 data from State Controller reports. FY 2019/20 and FY 2020/21 demand-response data from monthly performance reports (City of Thousand Oaks) to exclude ECTA ridership.

Exhibit 6.19 Demand-Response Ridership

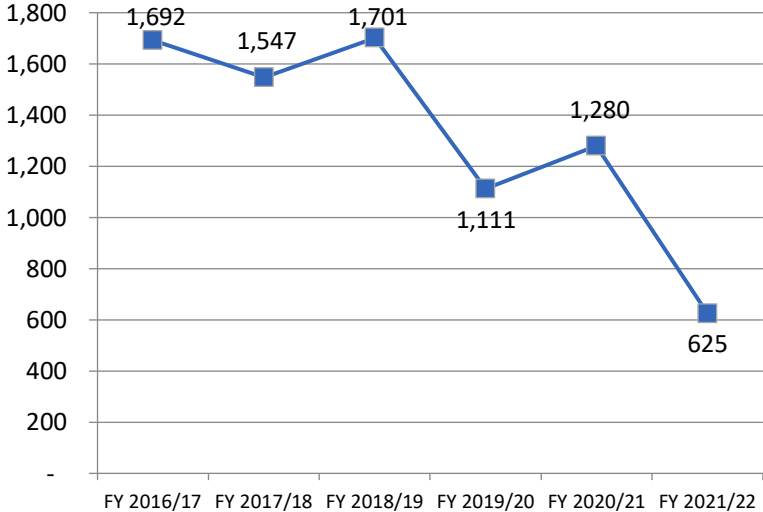


Exhibit 6.20 Demand-Response VSM/VSH

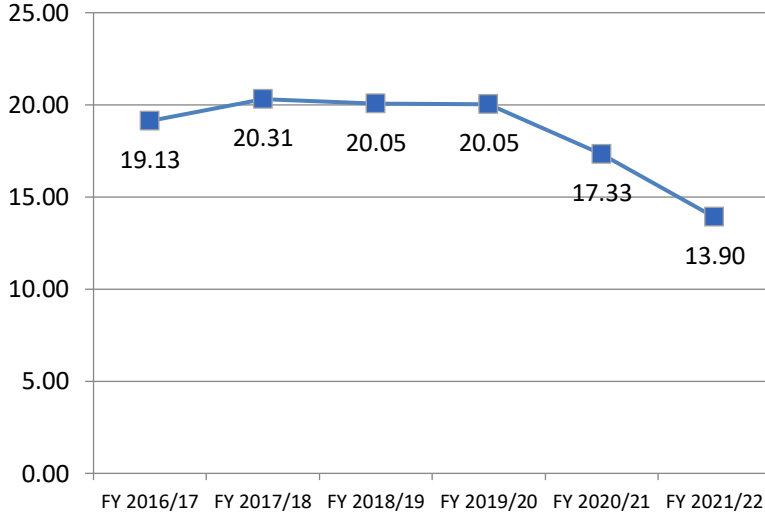


Exhibit 6.21 Demand-Response Passengers/VSH

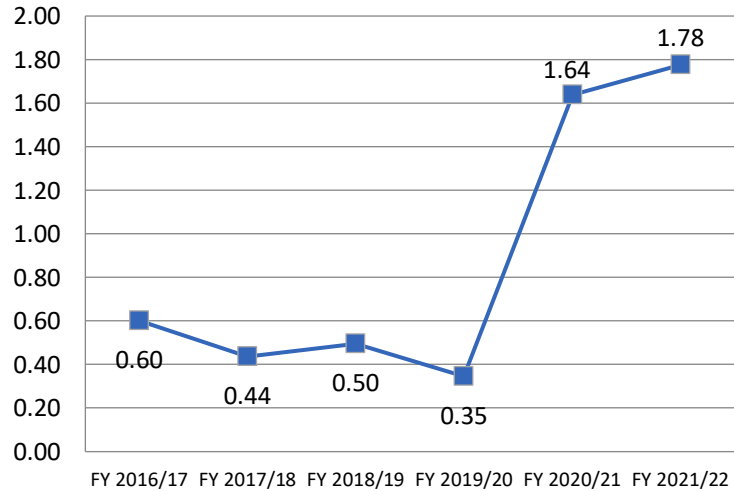


Exhibit 6.22 Demand-Response Passengers/VSM

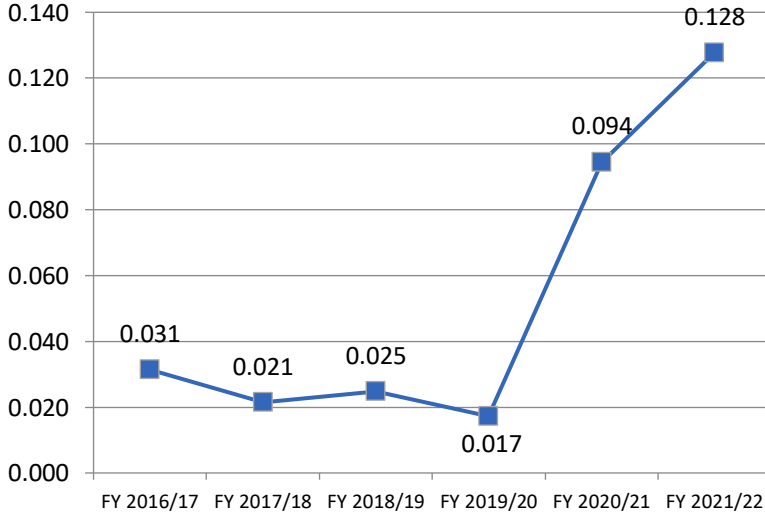
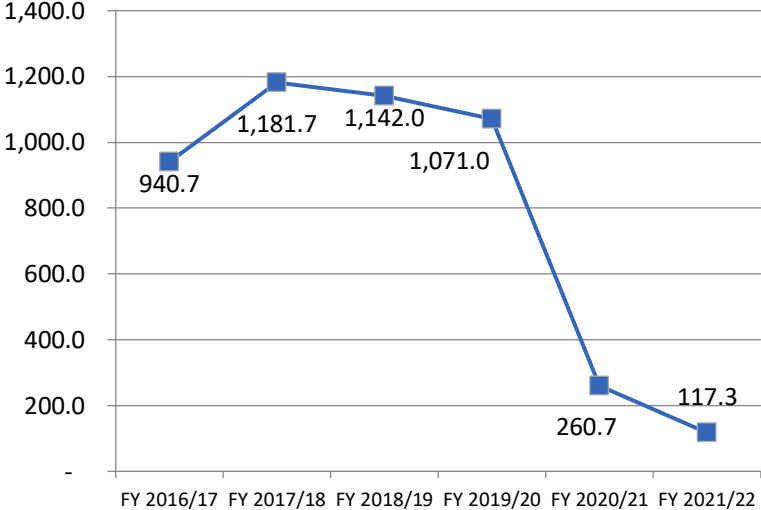


Exhibit 6.23 Demand-Response VSH/FTE



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Chapter 7 | Functional Review

A functional review of the City of Moorpark’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the City through its transit program:

- General management and organization;
- Service planning;
- Scheduling, dispatch, and operations;
- Personnel management and training;
- Administration;
- Marketing and public information; and
- Fleet maintenance.

Service Overview

The City of Moorpark’s transit program is marketed as Moorpark City Transit (MCT), which provides general public transit service on two fixed routes within Moorpark. The service operates Monday through Friday from 6:00 a.m. to 6:00 p.m.

The City’s Senior DAR and ADA paratransit services service are open to individuals with a valid ADA card and to Moorpark residents aged 65 or above and exceeds the requirements for intra-city ADA paratransit services within ¼ mile of MCT fixed-route bus service. Paratransit services operate on the same hours as fixed-route service. The City is also a partner of ECTA, which provides inter-city paratransit trips.

The City launched a micro-transit pilot program in April 2022. MCT On-Demand has 100+ virtual stops within walking distance from anywhere in Moorpark. Riders can schedule a trip up to seven days in advance. All vehicles are ADA accessible. Riders can pay through the Ride-On app or on the vehicle. Service operates Monday through Friday 6:00 a.m. to 6:00 p.m.

The current fare structure is shown in Exhibit 7.1 and Exhibit 7.2. Transfers between MCT and VCTC Intercity bus are available at no cost. Discounted ticket books are available for purchase at City Hall.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Fare
General public (adults & students) (one-way)	\$1.00
Seniors (age 65+)	Free
Disabled (ADA, Medicare cardholders)	Free
Children 5 and under (with paying customer 16 or older)	Free

Exhibit 7.2 Demand-Response Fare Structure

Fare Category	Fare
Travel within Moorpark (one-way)	\$2.00
MCT On-Demand	
General public (adults & students)	\$1.00
Seniors (age 65+)	Free
Children 5 and under (with paying customer 16 or older)	Free
College Student (with ID)	Free

Recent service and fare changes

In August 2021, the City updated its service schedule to allow the first and last stop to be at the Moorpark Civic Center. In April 2022, the City launched its micro-transit pilot project, MCT On-Demand. The City contracts with First Transit to operate the micro-transit service, and with RideCo to provide the scheduling software and app. The program utilizes three vehicles and three drivers. Service is provided Monday through Friday between 6:00 a.m. and 6:00 p.m. At the time of the site visit, ridership had reached a record high for the service.

The introduction of the micro-transit program has helped mitigate the impact of the driver shortage on the City’s Dial-A-Ride program. While one to two weeks advance notice is necessary for Dial-A-Ride trips, MCT On-Demand only requires 15 minutes’ notice. City staff have noticed quite a few riders switching from Dial-A-Ride to MCT On-Demand. While the service is not door-to-door, it serves virtual stops that are typically no more than a five-minute walk from the destination. Rides can be booked via the app, phone, and online. At present, about a third of riders are seniors. During the week of February 13, 2023, the program carried 451 riders.

While the City does not feel that transitioning solely to micro-transit in the future is a viable option, it has certainly proven to meet a need in the community. MCT On-Demand serves locations the fixed-route service cannot, and works with the fixed-route service to provide a comprehensive mobility solution. The early success of the program provides the City with additional options as it continues to evaluate its transit offerings.

Response to COVID-19 pandemic

Fares were suspended from April 2020 to April 2022. Face masks and social distancing were enforced for the safety of the drivers and the passengers. Due to drivers calling out with COVID, there was a lack of route coverage. MCT would stop service on one route and send out an email blast, post notifications on the transit webpage, and post notices at bus shelters to inform passengers of the service change.

General Management and Organization

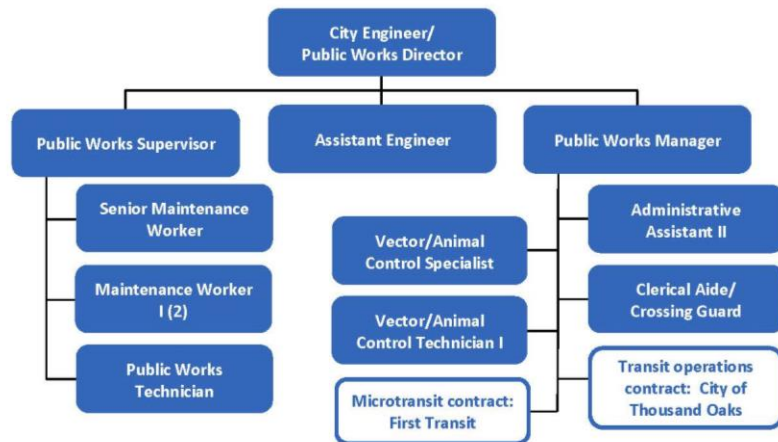
The City of Moorpark’s public transit program is administered within the City’s Public Works Department. The transit program is administered by the Management Analyst. Since 2012, the City has contracted with the City of Thousand Oaks to operate MCT fixed-route and Dial-A-Ride bus services. The agreement includes operation of vehicles, preventive maintenance, and customer service representation. The City of Thousand Oaks utilizes a third-party contractor (MV Transportation) for transit operations. The MCT On-Demand micro-transit pilot program is operated under contract with First Transit and RideCo.

The City of Moorpark’s organizational structure remained stable during the audit period. The Management Analyst, with the assistance of the Administrative Specialist, is primarily responsible for managing the operations contract. The current Management Analyst has been in this role since September 2022, and with the City since May 2021. Prior to assuming her current role, she provided some support for the prior Public Works Manager who oversaw the transit program through July 2022. There has also been staffing turnover in the Finance department.

Program performance is monitored via the Syncromatics program. The Management Analyst holds regular discussions with staff at the City of Thousand Oaks to discuss the MCT service, but does not have any direct oversight over transit operations personnel. The only major operational issue was due to multiple driver call outs during COVID. The issue has not occurred for many months.

The Management Analyst is the primary contact for VCTC and other governmental organizations regarding transit services. The City interacts with the FTA only through VCTC. The Public Works Director is the primary contact with Caltrans.

Exhibit 7.3 Organizational Chart



The Moorpark city council is the governing body for the City’s transit service. Regular meetings are held on the first and third Wednesday of each month at 6:30 p.m. at the Moorpark Community Center (799 Moorpark Avenue). All city council meetings are appropriately noticed, open to the public, and ADA accessible. While the location is served by both MCT routes, fixed-route service ends prior to the start time of the meetings. However, meetings are broadcast on the City of Moorpark Government Channel on Spectrum and AT&T U-Verse Channel 99, as well as streamed on the City’s website. City council meetings are broadcast live as well as the day after the meeting, every Wednesday at 6:30 p.m., and every Saturday at 2:00 p.m. During the COVID-19 pandemic, city council meetings were held via Zoom or teleconference, but have since returned to their normal in-person format. Members of the public may still participate via Zoom.

Service Planning

During the prior audit, the Moorpark City Council expressed an interest in micro-transit as a complement to the current fixed-route service. The City contracted with First Transit to launch the program in April

2022. The contract is set to expire December 2024. MCT On-Demand is doing well with a steady growth in ridership.

The City strives to be aware of development projects that may require transportation. This is made easier given the City's planning and zoning department is adjacent to the Public Works office. The City participates in a Design Review Committee for local projects.

The City exceeds federal and state requirements for serving individuals with disabilities. All vehicles are ADA-accessible, and Dial-A-Ride service blankets the city. Seniors, persons with disabilities, and children age five and under ride fixed-route buses fare-free.

Public participation is conducted in a variety of ways. During VCTC's Unmet Transit Needs process, the Moorpark city council conducts its own discussion of the City's transit service, where members of the public can attend to voice any comments or concerns. While the City does not hold formal public hearings prior to service changes, they are introduced as action/discussion items during city council meetings. Members of the public are invited to submit comments in person. Those who cannot attend the meeting may submit comments prior to the meeting, which are then included as part of the public record, or attend via Zoom. New contracts and other transit-related items requiring approval are also presented at city council meetings.

Administration

The prior Public Works Manager prepared the FY 2019/20 through FY 2021/22 transit budgets. The FY 2023/24 budget is being prepared by the Management Analyst. Funding requests are submitted as part of the City's budgeting process each fiscal year. The Finance Department and City Manager review requests with the Public Works staff, which are then submitted to the Moorpark city council for review and discussion.

Budget expectations are periodically compared with actual revenue and expenses. In the event of excess expenses, the City Manager can approve internal budget line item transfers. Expenses exceeding the program's overall budget must be approved by city council. The City uses Tyler Incode financial software.

Grants are managed by the program manager. The City submits quarterly reports to VCTC regarding FTA grant funding to show how much of the grant has been expended. Other grant monies are tracked when paying invoices. The department was short-staffed for a while, and as a result no resources were available to apply for discretionary grants. Transit staff manage all transit-related operating contracts, including tracking budgets, expenditures, and payment of invoices, and serve as a point of contact for each contract. Monthly ridership summaries are reviewed as invoices are received, as is farebox information.

Contract management is primarily the responsibility of the Management Analyst. The City uses a mix of in-house and contracted services for facilities management. The City's risk management personnel are consulted for proposed agreements to ensure proper insurance. The City is a member of California Joint Powers Insurance Authority. The City also has a disaster preparedness and response plan and participates in the Public Transit Agency Safety Plans (PTASP) Committee meetings.

City employees submit timesheets via Executime software. Payroll checks are signed by two different employees. Direct deposit is an option for City employees.

The Finance Department handles accounts payable and accounts receivable, while the City Manager authorizes disbursements. Check requests are created by project managers to ensure there is money in the purchase order. This is verified by the Finance Department before paying the invoice. Project managers review invoices to confirm goods and services have been received before payment is requested.

Procurement processes for goods and construction are codified by city ordinance. Procurements for professional services are more discretionary in nature depending on whether the funding source is federal or local; federally funded procurements are subject to additional restrictions and guidelines. The City requests quotes for some items or services (such as bus inspections), and price is considered as a factor. Civil engineering projects are procured on a Request for Qualifications basis, meaning a qualified firm is selected first and then price is negotiated. Amounts greater than \$60,000 must go to city council for approval, and projects using FTA or TDA funding are approved by VCTC. The City of Thousand Oaks is responsible for procuring fuel, and passes the cost to the City of Moorpark on a monthly basis. The City utilizes the CalACT bid for vehicle purchases or piggybacks onto larger procurements to get optimal pricing.

Marketing and Public Information

Marketing activities include a standard Ride Guide distributed at public facilities, advertisements in the City's quarterly newsletter which is distributed to all residents, advertisements in the local newspaper *The Acorn*, social media content, and inclusion in the City's Recreation Guide. Schedules and other service information are posted on public display boards, the City's website, Government Channel 10, and bus stop infoposts.

Telephone customer service is handled by the City of Thousand Oaks, though callers may also contact the City directly. Complaints receive prompt response, and the Management Analyst completes incident reports that are sent to MV Transportation for action or on a "For Your Information" basis. A folder is created of correspondence regarding each complaint, and the City maintains a log of complaints. The phone numbers for MV Transportation and the City are both provided at bus stops.

The City traditionally has not done much marketing for its fixed-route service beyond basic service information. However, with the introduction of the micro-transit pilot, the software contractor RideCo is providing marketing support. The City has been working with them to create posters, brochures, Facebook ads, Instagram ads, and other materials to promote the program. Overall, the public's perception of the service is generally positive.

Scheduling, Dispatch, and Operations

The City of Thousand Oaks contracts with MV Transportation to provide vehicle operators and maintenance of leased vehicles for the Kanan Shuttle. MV's operators, dispatchers, road supervisors, and customer service representatives are represented by Teamsters Local #848. At present, MV only has full-

time drivers, as it has had difficulty filling vacancies and the investment and expense of training staff does not warrant hiring part-time staff.

All drivers are required to meet the same licensing and certification requirements. MV requires a commercial license with passenger and air brake endorsements as well as a Vehicle Transit Training (VTT) certificate.

Vacations are bid out each year. They are covered by standby drivers, or off-duty drivers may be called in on their scheduled days of if needed. Unscheduled absences (call-outs) require one hour of notice. In these situations a standby driver is dispatched to cover the assignment. If no standby driver is available, a road supervisor will cover the route until a suitable replacement is available.

Vehicles are assigned to routes daily by dispatchers on a rotation basis. Each program operated by MV has its own fleet, and buses branded for one fleet are not assigned to another service. Dispatch receives a list of down vehicles daily. Vehicles available for service are then assigned for the day.

Drivers or other MV Transportation employees will drop off cash boxes to Moorpark City Hall, where the City's Office Clerk will count the money. The operator does not have the key to open the vaults; it is held exclusively by the cashier. Once cash has been sorted, the Office Clerk will hand the money to the Finance Department where they will count all the cash received and input what was received in the revenue account for transit fares received. Cash is collected via an armored car service on a daily basis. Transit passes are sold only at Moorpark City Hall. Money is paid to the cashier and given to the Finance Department at the end of the reconciliation.

Personnel Management and Training

Drivers bid for their work assignments on a seniority basis. Many bid schedules have multiple route or service components, but not all. Some drivers may work for multiple agencies under contract with the City of Thousand Oaks on a single shift. All drivers are trained to operate all fixed-route and demand-response vehicles.

Currently, there is an insufficient number of drivers being recruited to meet the contractor's needs. Across MV's entire Thousand Oaks operation, they are short approximately 15 drivers and five other staff. Recruitment and training are continual and ongoing, but MV has not had full staffing for at least 18 months due to low unemployment and higher wages available elsewhere. Employee recruitment is conducted via multiple methodologies, including job fairs, workforce/job placements/outreach programs, ads on local hiring sites, veterans outreach, and County offices. MV also has in-house recruiters that are stationed locally.

Thousand Oaks and MV have been working together to increase wages to be more competitive in recruitment, especially for drivers. Two recent wage increases – in August 2022 and January 2023 – have brought starting driver wages up from \$15.50 to \$20.70. Another increase will bring the starting wage up to \$23.00 in July 2023. Other wages are being adjusted as well to bring them up to parity with other local operators.

Safety activities include monthly safety meetings, safety stand-downs, road evaluations, risk assessments, and ongoing wheelchair recertification. Minimum safety and training requirements are included in the transit operations operator’s contract. All vehicles are equipped with safety equipment required by the Department of Transportation, state, and contract. Some vehicles also include health safety devices such as special air filters and driver shields in response to COVID-19.

MV strives to motivate its employees by holding employee appreciation events and luncheons, conducting customer service and safety contests, and selecting an Employee of the Month. Drivers receive bonuses for safety, gift cards, and food events to help motivate them and enhance job satisfaction. All positive rider comments are passed along to drivers. Operator staff regularly receive risk assessments and road evaluations. There is also an incentive performance clause in MV’s contract with the City of Thousand Oaks.

Discipline and attendance policies are outlined in an Employee Handbook which is provided to all employees upon the start of employment. These include a safety point system, attendance point system, coaching, and counseling. A progressive discipline program is also utilized. MV’s drug and alcohol policy is monitored by the City of Thousand Oaks and the FTA.

MV Transportation provides comprehensive benefits to all full-time employees. Employees receive a package outlining available benefits on an annual basis.

Maintenance

The City of Thousand Oaks maintains transit vehicles for the City of Moorpark as well as its own vehicles at its Municipal Services Center. Traditionally, the City of Thousand Oaks has tried to maintain at least one spare vehicle per service it operates (Thousand Oaks fixed-route, Thousand Oaks DAR, Kanan Shuttle, Moorpark, etc.) at the Thousand Oaks Transit Center.

The City of Thousand Oaks adheres to the required preventive maintenance program. Drivers complete a Daily Vehicle Inspection Report (DVIR), which identifies any unsafe conditions. MV has standing orders to identify any issues with the vehicles as part of the pre- and post-trip inspections. Maintenance will notify dispatch regarding any vehicle deemed unsafe. Vehicles undergoing maintenance will be tagged so they are not used. Repairs are performed in a timely manner; transit vehicles are the highest priority of all maintenance work at the MSC.

Maintenance is notified promptly of breakdowns. There is no real issue with vehicle downtimes, as a robust reserve fleet is maintained and vehicles can be exchanged across services if absolutely necessary.

California Highway Patrol (CHP) inspections are conducted every 45 days. Vehicles not passing the CHP inspection are not put into service. The City of Thousand Oaks is able to identify vehicles under warranty if repairs are necessary. Some major repairs are outsourced, such as transmission rebuilds or large-scale body work. The City follows guidelines for ramp and wheelchair lift inspections – when one is down, that vehicle must be pulled out of service. The City of Thousand Oaks’ policy prohibits deferred maintenance. There is currently no backlog of repairs and no idle time, as fleet mechanics work on all City-maintained vehicles.

The current maintenance facility features one heavy lift and three portable lifts. Up to four heavy vehicles can be accommodated simultaneously. The facility is suited to all aspects of maintenance that are performed there.

The City of Thousand Oaks’ transit fueling facility at the MSC was completed in 2013 and activated in 2014. Moorpark buses are fueled and maintained there. Moorpark and Thousand Oaks buses have their own CNG fueling meters so that fuel is allocated accurately.

Parts inventories are sufficient to minimize vehicle downtime. There is a defined timeframe between a request to order parts and receipt of the parts. The City of Thousand Oaks has established an email account for fleet parts so that maintenance can be notified when parts have shipped or been delivered. The parts warehouse is secured. All parts are barcoded and inventoried annually. There is very little loss.

Exhibit 7.4 illustrates the City of Moorpark’s fleet inventory as of January 2023. The average age of the current fleet is 10.8 years, with an average mileage of 266,493. Vehicle replacement is addressed in the group Transit Asset Management Plan prepared by VCTC. The City has identified funding for vehicles that pass their useful life benchmark (ULB).

Exhibit 7.4 Moorpark City Transit’s Fleet

Vehicle #	Year	Make	Fuel	PAX	WC Position	Service
MCT 66460	2010	El Dorado Bus	CNG	23	3	FR
MCT 66461	2010	El Dorado Bus	CNG	23	3	FR
MCT 66462	2010	El Dorado Bus	CNG	23	3	FR
MCT 66463	2015	El Dorado Bus	CNG	23	3	FR
MCT 66646	2015	El Dorado Bus	CNG	23	3	FR

Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds Thousand Oaks Transit to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with City staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The contractor's staffing shortage is impacting the City's ability to operate its transit programs.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the City of Moorpark's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no compliance findings, only functional findings and recommendations are presented below.

Functional Finding 1: The contractor's staffing shortage is impacting the City's ability to operate its transit programs.

Criteria: The City of Thousand Oaks' operations contract with MV Transportation requires MV to provide sufficient staffing to meet all contract requirements for service provision.

Condition: While the contractor has improved its general management staffing during the audit period, it has been unable to provide sufficient staff to meet the demand for service, primarily with respect to Dial-A-Ride services (including those operated for the City of Moorpark). Prior to the COVID-19 pandemic, the contractor was deploying 18 to 19 vehicles per day to serve its combined Dial-A-Ride programs. At the time of the site visit, only seven vehicles were being deployed each day. This has severely impacted Dial-A-Ride reservations. Only about a half of those who call are able to get their requested ride time. One quarter of callers are able to accept a different ride time, while another quarter do not get a ride.

Both the City of Thousand Oaks and MV have been working to recruit additional staff. City staff estimates MV needs to fill approximately 20 operational positions (drivers, dispatchers, and customer service). MV

has a recruiter located in Thousand Oaks, while the City and MV have worked together to increase the contract cost and raise wages in order to attract qualified candidates.

Cause: There are two primary causes of the current staffing shortage: Recovery from the reduced demand due to the COVID-19 pandemic, and lower wages that left the City of Thousand Oaks’ transit operation less competitive within the county.

Effect: As a result, it has been more difficult to recruit operations personnel.

Recommendation: The City of Thousand Oaks should continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage for the City of Moorpark. *[Note: This recommendation is also included in the City of Thousand Oaks’ Triennial Performance Audit.]*

Recommended Action: The City of Thousand Oaks has played an active role in getting the contractor’s open positions filled by increasing the contract cost to allow for several wage increases. One more wage increase is planned for 2023. The City of Moorpark should monitor MV to ensure it is continuing to place a high priority on getting these positions filled and deploy additional Dial-A-Ride service as it becomes feasible to do so.

Timeline: Ongoing until positions are fully staffed.

Anticipated Cost: Wage increases are already budgeted under the current contract.

Exhibit 8.1 Audit Recommendations

Functional Recommendations		Importance	Timeline
1	The City of Thousand Oaks should continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage for the City of Moorpark.	High	Until filled

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 City of Thousand Oaks



**DRAFT REPORT
MARCH 2023**

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	5
Chapter 3 Program Compliance	9
Chapter 4 Prior Recommendations	13
Chapter 5 Data Reporting Analysis	15
Chapter 6 Performance Analysis	19
Chapter 7 Functional Review.....	37
Chapter 8 Findings and Recommendations	49

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	3
Exhibit 3.1 Transit Development Act Compliance Requirements	11
Exhibit 5.1 Data Reporting Comparison.....	17
Exhibit 6.1 System Performance Indicators	22
Exhibit 6.2 System Ridership	23
Exhibit 6.3 System Operating Cost/VSH	23
Exhibit 6.4 System Operating Cost/VSM.....	23
Exhibit 6.5 System VSM/VSH.....	23
Exhibit 6.6 System Operating Cost/Passenger	24
Exhibit 6.7 System Passengers/VSH	24
Exhibit 6.8 System Passengers/VSM.....	24
Exhibit 6.9 System VSH/FTE	24
Exhibit 6.10 System Farebox Recovery	25
Exhibit 6.11 System Fare/Passenger.....	25
Exhibit 6.12 Fixed-Route Performance Indicators.....	27
Exhibit 6.13 Fixed-Route Ridership.....	28
Exhibit 6.14 Fixed-Route Operating Cost/VSH	28
Exhibit 6.15 Fixed-Route Operating Cost/VSM	28
Exhibit 6.16 Fixed-Route VSM/VSH	28
Exhibit 6.17 Fixed-Route Operating Cost/Passenger.....	29
Exhibit 6.18 Fixed-Route Passengers/VSH	29
Exhibit 6.19 Fixed-Route Passengers/VSM	29
Exhibit 6.20 Fixed-Route VSH/FTE.....	29
Exhibit 6.21 Fixed-Route Farebox Recovery.....	30
Exhibit 6.22 Fixed-Route Fare/Passenger	30
Exhibit 6.23 Demand-Response Performance Indicators	32
Exhibit 6.24 Demand-Response Ridership	33
Exhibit 6.25 Demand-Response Operating Cost/VSH.....	33
Exhibit 6.26 Demand-Response Operating Cost/VSM.....	33
Exhibit 6.27 Demand-Response VSM/VSH.....	33
Exhibit 6.28 Demand-Response Operating Cost/Passenger	34
Exhibit 6.29 Demand-Response Passengers/VSH.....	34
Exhibit 6.30 Demand-Response Passengers/VSM.....	34
Exhibit 6.31 Demand-Response VSH/FTE	34
Exhibit 6.32 Demand-Response Farebox Recovery	35
Exhibit 6.33 Demand-Response Fare/Passenger.....	35
Exhibit 7.1 Fixed-Route Fare Structure	38
Exhibit 7.2 Demand-Response Fare Structure	38

Exhibit 7.3 Organizational Chart..... 40
Exhibit 7.4 Thousand Oak Transit’s Fleet..... 47
Exhibit 8.1 Audit Recommendations 51

Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Thousand Oaks Transit (TOT) as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of Thousand Oaks Transit public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The City of Thousand Oaks' transit program is marketed as Thousand Oaks Transit (TOT). The TOT service area includes the cities of Thousand Oaks and Westlake Village; as well as Ventura County's unincorporated areas of Newbury Park, Ventu Park, Lynn Ranch, Rolling Oaks, Oak Park, Hidden Valley, and Lake Sherwood. It is accessible via State Route 23 from the north and U.S. Highway 101 from the east and west.

The City's fixed-route system is comprised of five fixed routes which cover Thousand Oaks, a portion of Westlake Village, and portions of unincorporated Ventura County. Fixed-route service hours are 5:00 a.m. to 8:00 p.m. Monday through Friday, and 7:00 a.m. to 8:00 p.m. Saturday.

The City's door-to-door Dial-A-Ride service is available to passengers 65 years of age or above and Americans with Disabilities Act cardholders. Dial-A-Ride hours of operation are the same as those of regular fixed-route buses, except service is also offered from 7:00 a.m. to 8:00 p.m. on Sunday. Dial-A-Ride service is provided throughout Thousand Oaks, to Westlake Village, and to the county's unincorporated areas of Newbury Park, Ventu Park, Lynn Ranch, Rolling Oaks, Oak Park, Hidden Valley and Lake Sherwood. A City-issued Dial-A-Ride card is required.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit

objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with TOT staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in February 2018 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2017 – included no recommendations.

Findings and Recommendations

Based on discussions with TOT staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for Thousand Oaks Transit.

The audit team has identified two functional findings. While these findings are not compliance findings, we feel they are significant enough to be addressed within this audit:

1. The contractor's staffing shortage is impacting the City's ability to operate its transit programs.
2. The City is unable to fully participate in the county-wide contactless ticketing program due to delays in finalizing deployment of the onboard equipment.

In completing this Triennial Performance Audit, we submit the following recommendations for TOT's public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.	High	Until filled
2	Work with VCTC to get all contactless ticketing equipment operable.	Medium	FY 2023

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Thousand Oaks Transit’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Thousand Oaks Transit as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of TOT included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Thousand Oaks Transit included thorough review of documents relevant to the scope of the audit, as well as information contained on TOT's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with TOT representatives on February 21, 2023. The audit team met with Mike Houser (Transit Program Manager) and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines Thousand Oaks Transit’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. TOT considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with TOT staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for Thousand Oaks Transit.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: January 20, 2021 FY 2020/21: January 31, 2022 FY 2021/22: January 27, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: December 8, 2020 FY 2020/21: December 16, 2021 FY 2021/22: December 20, 2022
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	October 2, 2018 November 7, 2019 (unsatisfactory) March 4, 2020 April 2, 2021 April 14, 2022
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable for a contracted service	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	While TOT receives Article 8(c) funds, it is not subject to alternative criteria.
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: +12.6% FY 2020/21: +34.0% FY 2021/22: +32.4% <i>All increases beyond 15 percent were appropriately justified within the TDA claim.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 7.78% (waiver) FY 2020/21: 2.62% (waiver) FY 2021/22: 20.00% (waiver)

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	FY 2019/20: 6.09% (waiver) FY 2020/21: -0.20% (waiver) FY 2021/22: 10.00% (waiver)
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City employees are eligible for retirement benefits through CalPERS. Operations personnel are employed by a third party.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance TOT has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in February 2018 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included no recommendations.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Thousand Oaks Transit both internally as well as to outside entities during the audit period.

Much of the variation between reports has to do with where the different services operated by the City are reported.

- **State Controller Report:**
 - Fixed-route service:
 - City of Thousand Oaks – City of Thousand Oaks report
 - City of Moorpark – City of Moorpark report
 - Kanan Shuttle – County of Ventura report
 - Demand-response service:
 - City of Thousand Oaks ADA and Senior Dial-A-Rides – City of Thousand Oaks report (including that funded by the County of Ventura)
 - Moorpark Dial-A-Ride – City of Moorpark report
 - Westlake Village Dial-A-Ride – City of Thousand Oaks report
 - ECTA – City of Thousand Oaks report
 - Agoura Hills Dial-A-Ride – City of Thousand Oaks report
- **National Transit Database (NTD) Report:**
 - Fixed-route service:
 - City of Thousand Oaks – City of Thousand Oaks report
 - City of Moorpark – City of Moorpark report
 - Kanan Shuttle – County of Ventura report
 - Demand-response service:
 - City of Thousand Oaks ADA and Senior Dial-A-Rides – City of Thousand Oaks report (including that funded by the County of Ventura)
 - Moorpark Dial-A-Ride – City of Thousand Oaks report
 - Westlake Village Dial-A-Ride – City of Thousand Oaks report
 - ECTA – City of Thousand Oaks report
 - Agoura Hills Dial-A-Ride – City of Thousand Oaks report
- **Monthly performance reports:**
 - Fixed-route service is clearly segregated by program.
 - Demand-response service segregates ridership for each program.
 - Beginning in FY 2022, demand-response service segregates revenue miles and hours for ECTA and Agoura Hills Dial-A-Ride; all others are combined.

Given the variation in content, it can be difficult to draw comparisons with each external report. However, the primary difference between the two external reports is the inclusion of Moorpark Dial-A-Ride in the NTD report but not in the State Controller Report.

Vehicle Service Hours (VSH) and Vehicle Service Miles are the most consistently reported metrics, given most of the demand-response services are not segregated. However, the City should be mindful to only report data for services that are not reported elsewhere. For example, if Moorpark Dial-A-Ride is reported to the State Controller by the City of Moorpark, that data should not also be reported in the Thousand Oaks report.

Operating cost and fare revenue are the most consistent between the TDA fiscal audit and the State Controller Report. It is unclear why the operating cost reported to the NTD is significantly higher, especially since the fixed-route mode should only be reporting Thousand Oaks Transit.

Fixed-route ridership appeared to be under-reported to the NTD in FY 2020/21 (51,391 versus 70,703 as reported elsewhere). The cause of this could not be identified, and the figures were more consistent in FY 2021/22. Demand-response ridership differed in each of the three reports in FY 2021/22, however, being reported as 30,488 (State Controller); 33,376 (NTD); and 37,519 (monthly reports).

Subsequent to this audit period, the City demonstrated use of the TDA definition of full-time equivalent (FTE) employee. As a result, reporting to the State Controller is higher than it should have been.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$4,407,101	\$4,454,939	\$4,857,630
<i>National Transit Database</i>	\$5,745,165	\$5,499,467	\$5,493,941
<i>State Controller Report</i>	\$4,110,093	\$4,876,524	\$4,794,877
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$205,411	-\$3,449	\$2,288
<i>National Transit Database</i>	\$293,796	\$0	\$16,252
<i>State Controller Report</i>	\$205,411	\$0	\$788
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	37,379	36,971	31,713
<i>National Transit Database</i>	46,327	36,699	31,675
<i>State Controller Report</i>	39,936	36,972	31,713
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	562,726	605,600	497,298
<i>National Transit Database</i>	785,878	605,600	497,298
<i>State Controller Report</i>	638,919	605,600	497,298
Passengers			
<i>Monthly Performance Reports</i>	161,945	107,065	136,058
<i>National Transit Database</i>	162,459	87,753	131,699
<i>State Controller Report</i>	150,588	104,694	129,027
Full-Time Equivalent Employees			
<i>State Controller Report</i>	42	46	48
<i>Per City methodology</i>	Not provided	Not provided	36

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Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for Thousand Oaks Transit, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City's audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed as part of the audit, but this metric was overreported in prior years..

System Performance Trends

System-wide, operating cost experienced a net 16.7 percent increase during the audit period, and a 0.7 percent net increase across the last six years. Fare revenue, however, steadily decreased during the six-year period, with most of the decline occurring in FY 2020/21 due to the fare-free period. This resulted in a net 99.6 percent decrease during the audit period and a net 99.8 percent decrease over six years.

Vehicle service hours (VSH) declined every year of the six-year period. This resulted in a net 20.6 percent decrease during the audit period and a net 53 percent decrease during the six-year period. Vehicle service miles (VSM) also decreased every year during the six-year period. This resulted in an overall net decrease of 22.2 percent during the audit period, and a net decrease of 53.6 percent during the six-year period. Ridership declined during five years of the six-year period, though the most significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 14.3 percent net decrease during the audit period and a 46.3 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Operating cost per passenger increased by 36.2 percent during the audit period. Passenger-related metric rose during the audit period, with passengers per VSH increasing by 7.9 percent and passengers per VSM increasing by 10.1 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$4,761,886	\$4,580,283	\$5,167,940	\$4,110,093	\$4,876,524	\$4,794,877
<i>Annual Change</i>		-3.8%	12.8%	-20.5%	18.6%	-1.7%
Fare Revenue (Actual \$)	\$323,759	\$320,505	\$290,322	\$205,411	\$0	\$788
<i>Annual Change</i>		-1.0%	-9.4%	-29.2%	-100.0%	78800.0%
Vehicle Service Hours (VSH)	67,456	57,809	52,420	39,936	36,972	31,713
<i>Annual Change</i>		-14.3%	-9.3%	-23.8%	-7.4%	-14.2%
Vehicle Service Miles (VSM)	1,071,813	880,486	804,782	638,919	605,600	497,298
<i>Annual Change</i>		-17.9%	-8.6%	-20.6%	-5.2%	-17.9%
Passengers	240,328	237,164	216,301	150,588	104,694	129,027
<i>Annual Change</i>		-1.3%	-8.8%	-30.4%	-30.5%	23.2%
Employees	71	65	51	42	46	48
<i>Annual Change</i>		-8.5%	-21.5%	-17.6%	9.5%	4.3%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$70.59	\$79.23	\$98.59	\$102.92	\$131.90	\$151.20
<i>Annual Change</i>		12.2%	24.4%	4.4%	28.2%	14.6%
Operating Cost/Passenger (Actual \$)	\$19.81	\$19.31	\$23.89	\$27.29	\$46.58	\$37.16
<i>Annual Change</i>		-2.5%	23.7%	14.2%	70.7%	-20.2%
Passengers/VSH	3.56	4.10	4.13	3.77	2.83	4.07
<i>Annual Change</i>		15.2%	0.6%	-8.6%	-24.9%	43.7%
Passengers/VSM	0.22	0.27	0.27	0.24	0.17	0.26
<i>Annual Change</i>		20.1%	-0.2%	-12.3%	-26.7%	50.1%
Farebox Recovery	6.8%	7.0%	5.6%	5.0%	0.0%	0.0%
<i>Annual Change</i>		2.9%	-19.7%	-11.0%	-100.0%	0.0%
Hours/Employee	950.1	889.4	1,027.8	950.9	803.7	660.7
<i>Annual Change</i>		-6.4%	15.6%	-7.5%	-15.5%	-17.8%
TDA Non-Required Indicators						
Operating Cost/VSM	\$4.44	\$5.20	\$6.42	\$6.43	\$8.05	\$9.64
<i>Annual Change</i>		17.1%	23.4%	0.2%	25.2%	19.7%
VSM/VSH	15.89	15.23	15.35	16.00	16.38	15.68
<i>Annual Change</i>		-4.1%	0.8%	4.2%	2.4%	-4.3%
Fare/Passenger	\$1.35	\$1.35	\$1.34	\$1.36	\$0.00	\$0.01
<i>Annual Change</i>		0.3%	-0.7%	1.6%	-100.0%	0.0%

Sources: FY 2016/17 – FY 2018/19 data from prior audit.
FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.2 System Ridership

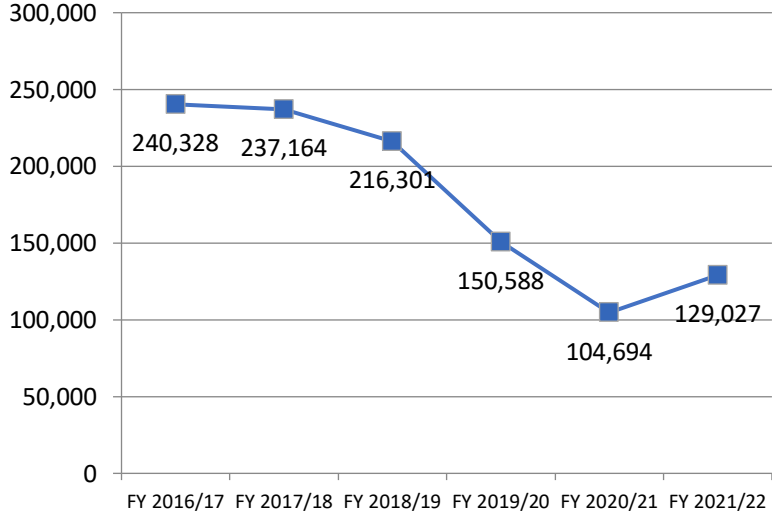


Exhibit 6.3 System Operating Cost/VSH

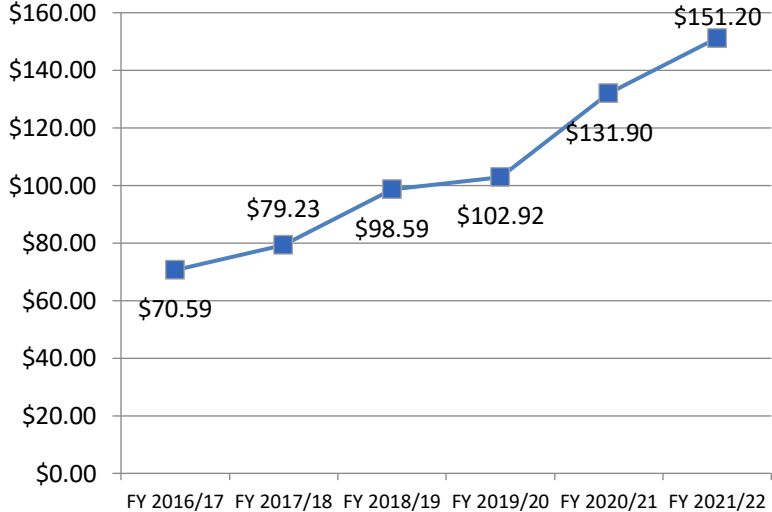


Exhibit 6.4 System Operating Cost/VSM

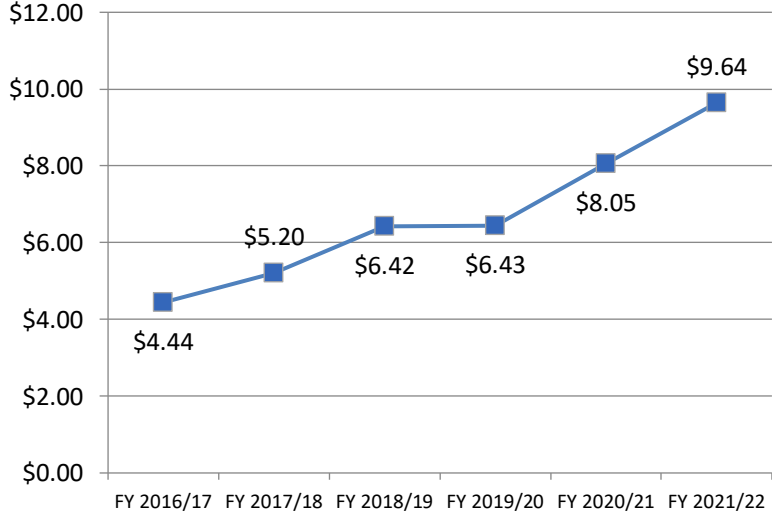


Exhibit 6.5 System VSM/VSH

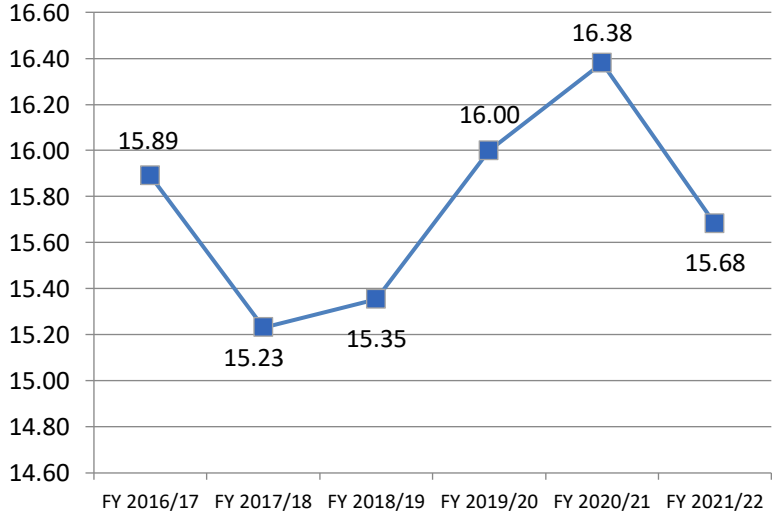


Exhibit 6.6 System Operating Cost/Passenger

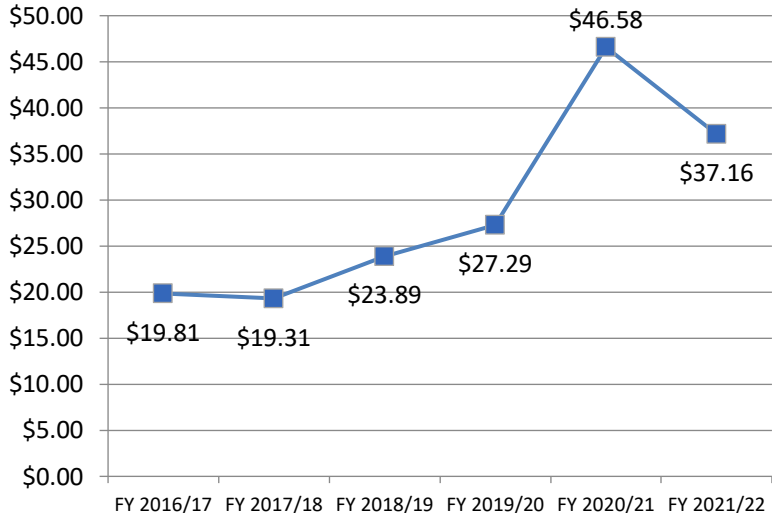


Exhibit 6.7 System Passengers/VSH

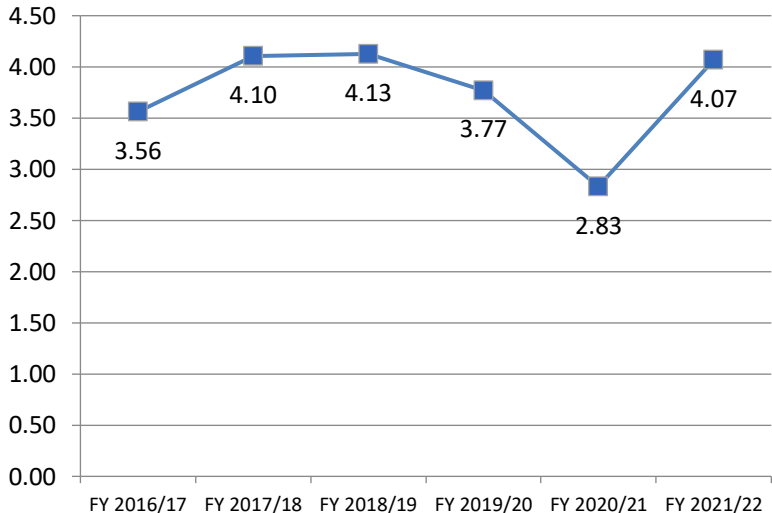


Exhibit 6.8 System Passengers/VSM

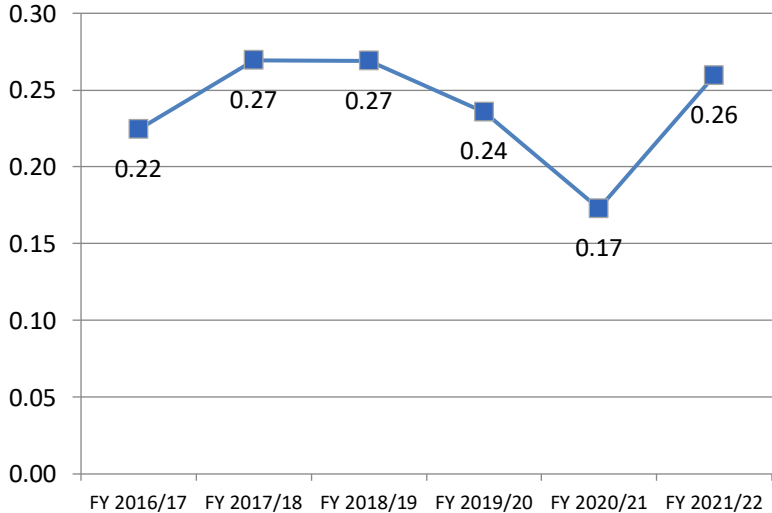


Exhibit 6.9 System VSH/FTE

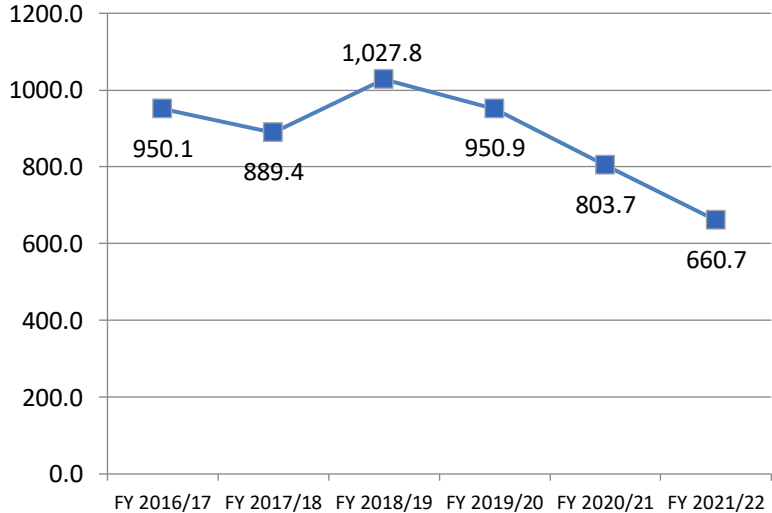


Exhibit 6.10 System Farebox Recovery

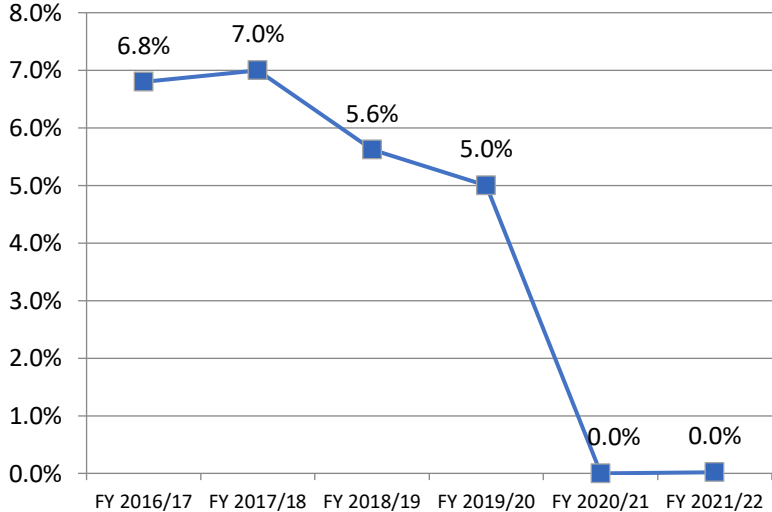
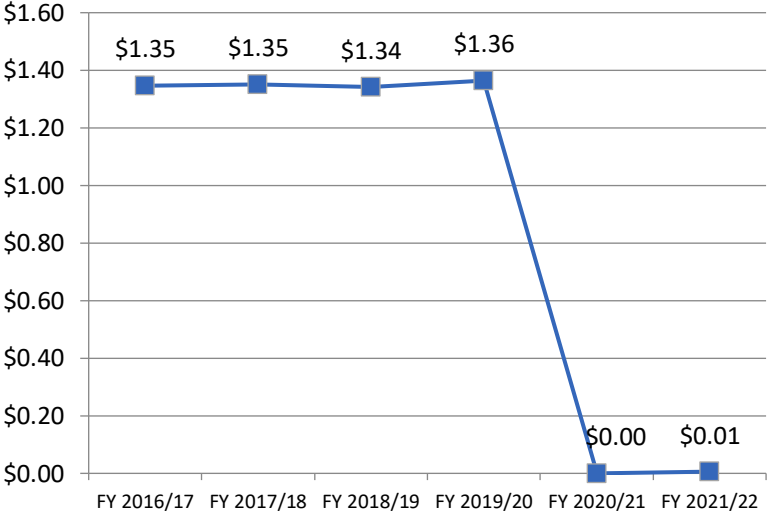


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route operating cost experienced a net 25.1 percent increase during the audit period, and a 3.5 percent net increase across the last six years. Fare revenue, however, decreased during FY 2019/20 and FY 2020/21, with the greatest decline occurring in FY 2020/21 due to the fare-free period. This resulted in a net 99.2 percent decrease during the audit period and a net 99.5 percent decrease over six years.

Vehicle service hours (VSH) declined every year with the exception of FY 2020/21. This resulted in a net 7.4 percent decrease during the audit period and a net 33.5 percent decrease during the six-year period. Vehicle service miles (VSM) experienced the same pattern with a net 9.2 percent decrease during the audit period and a net 30.5 percent decrease during the six-year period. The increases in FY 2020/21 followed a significant decrease in FY 2019/20 due to the COVID-19 pandemic. Ridership declined during three years of the six-year period, though the significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 4.2 percent net decrease during the audit period and a 37 percent net decrease across the six-year period.

Due to the increase in operating cost in FY 2020/21, fixed-route cost-related metrics increased during the audit period. Operating cost per passenger rose by 30.7 percent during the audit period. Passenger-related metrics increase slightly during the audit period, with passengers per VSH increasing by 3.4 percent and passengers per VSM increasing by 5.5 percent.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$2,511,862	\$2,514,628	\$2,861,911	\$2,078,157	\$2,930,301	\$2,600,739
<i>Annual Change</i>		0.1%	13.8%	-27.4%	41.0%	-11.2%
Fare Revenue (Actual \$)	\$150,423	\$151,467	\$184,958	\$98,033	\$0	\$788
<i>Annual Change</i>		0.7%	22.1%	-47.0%	-100.0%	78800%
Vehicle Service Hours (VSH)	24,908	24,237	21,765	17,874	19,103	16,555
<i>Annual Change</i>		-2.7%	-10.2%	-17.9%	6.9%	-13.3%
Vehicle Service Miles (VSM)	372,036	368,294	342,333	284,971	296,066	258,619
<i>Annual Change</i>		-1.0%	-7.0%	-16.8%	3.9%	-12.6%
Passengers	156,478	159,398	145,176	102,884	70,703	98,539
<i>Annual Change</i>		1.9%	-8.9%	-29.1%	-31.3%	39.4%
Employees	29	19	17	16	22	25
<i>Annual Change</i>		-34.5%	-10.5%	-5.9%	37.5%	13.6%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$100.85	\$103.75	\$131.49	\$116.27	\$153.39	\$157.10
<i>Annual Change</i>		2.9%	26.7%	-11.6%	31.9%	2.4%
Operating Cost/Passenger (Actual \$)	\$16.05	\$15.78	\$19.71	\$20.20	\$41.45	\$26.39
<i>Annual Change</i>		-1.7%	25.0%	2.5%	105.2%	-36.3%
Passengers/VSH	6.28	6.58	6.67	5.76	3.70	5.95
<i>Annual Change</i>		4.7%	1.4%	-13.7%	-35.7%	60.8%
Passengers/VSM	0.42	0.43	0.42	0.36	0.24	0.38
<i>Annual Change</i>		2.9%	-2.0%	-14.9%	-33.9%	59.6%
Farebox Recovery	5.99%	6.02%	6.46%	4.72%	0.00%	0.03%
<i>Annual Change</i>		0.6%	7.3%	-27.0%	-100.0%	300.0%
Hours/Employee	858.9	1,275.6	1,280.3	1,117.1	868.3	662.2
<i>Annual Change</i>		48.5%	0.4%	-12.7%	-22.3%	-23.7%
TDA Non-Required Indicators						
Operating Cost/VSM	\$6.75	\$6.83	\$8.36	\$7.29	\$9.90	\$10.06
<i>Annual Change</i>		1.1%	22.4%	-12.8%	35.7%	1.6%
VSM/VSH	14.94	15.20	15.73	15.94	15.50	15.62
<i>Annual Change</i>		1.7%	3.5%	1.4%	-2.8%	0.8%
Fare/Passenger	\$0.96	\$0.95	\$1.27	\$0.95	\$0.00	\$0.01
<i>Annual Change</i>		-1.2%	34.1%	-25.2%	-100.0%	0.0%

Sources: FY 2016/17 – FY 2018/19 data from prior audit.
FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.13 Fixed-Route Ridership

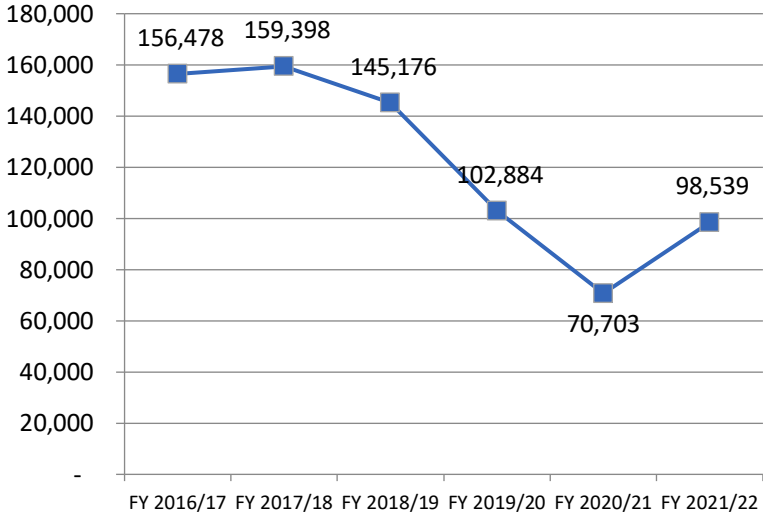


Exhibit 6.14 Fixed-Route Operating Cost/VSH

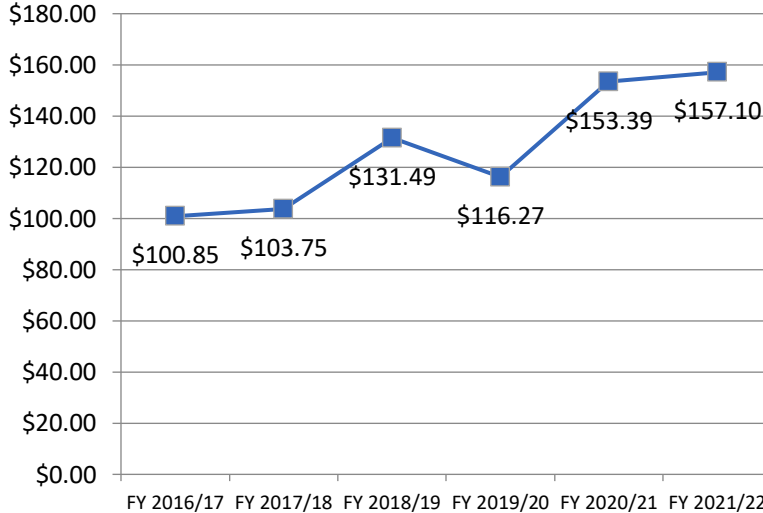


Exhibit 6.15 Fixed-Route Operating Cost/VSM

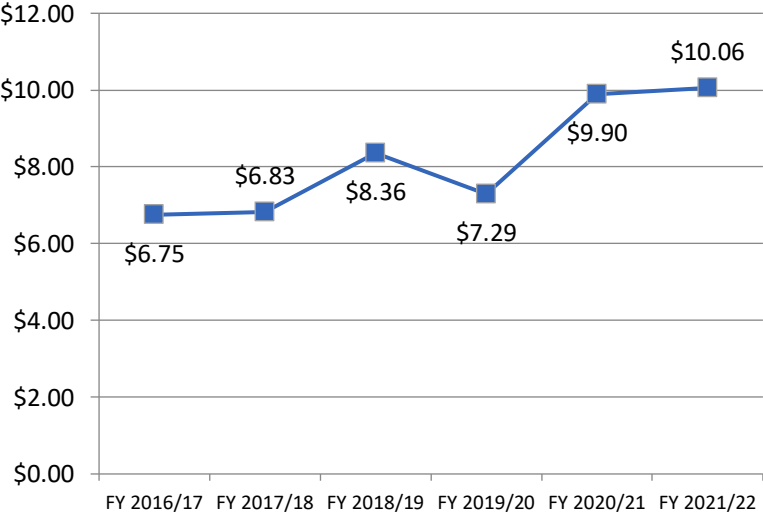


Exhibit 6.16 Fixed-Route VSM/VSH

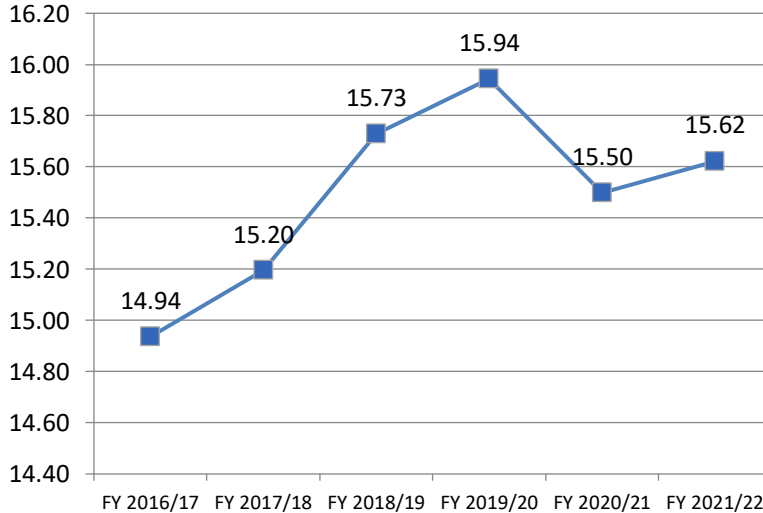


Exhibit 6.17 Fixed-Route Operating Cost/Passenger

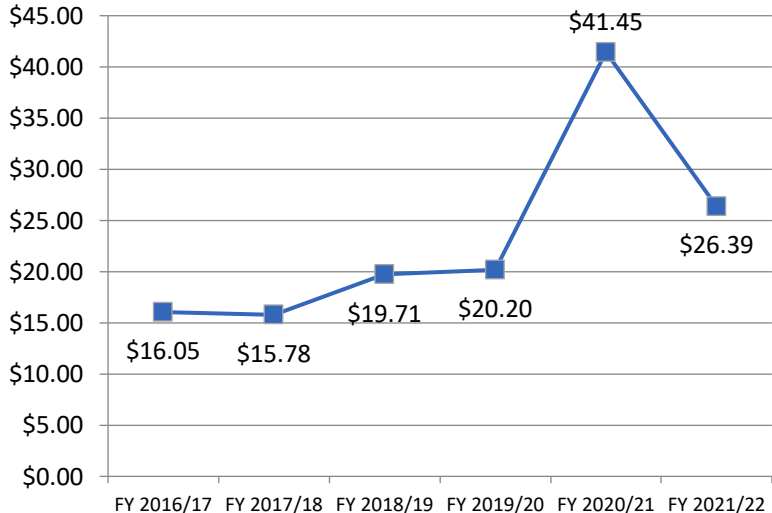


Exhibit 6.18 Fixed-Route Passengers/VSH

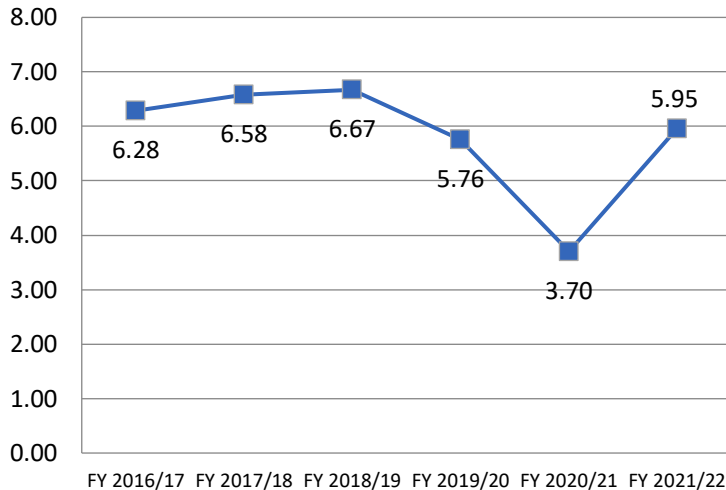


Exhibit 6.19 Fixed-Route Passengers/VSM

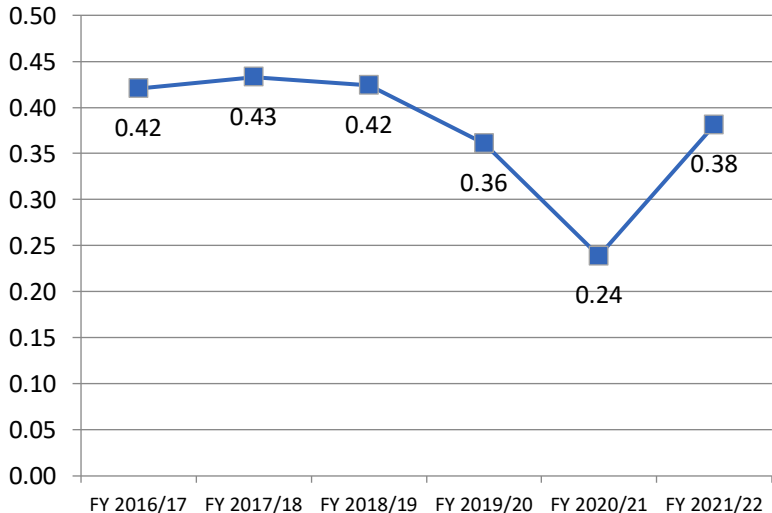


Exhibit 6.20 Fixed-Route VSH/FTE

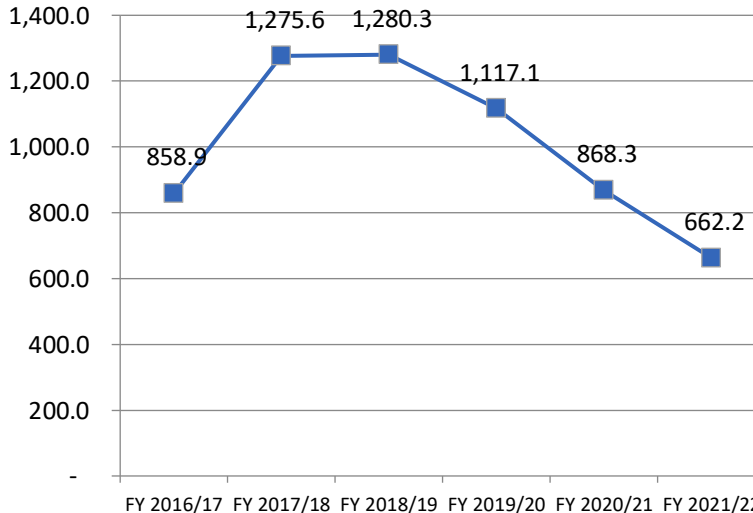


Exhibit 6.21 Fixed-Route Farebox Recovery

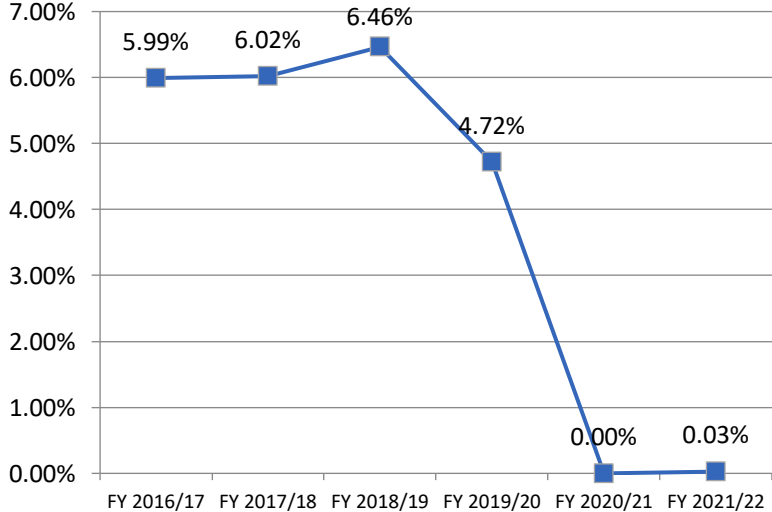
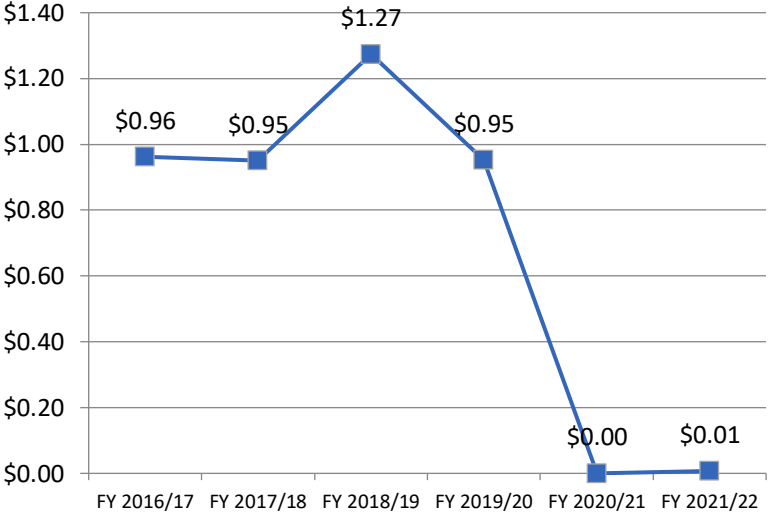


Exhibit 6.22 Fixed-Route Fare/Passenger



Demand-Response Performance Trends

Demand-response operating cost experienced a net 8 percent increase during the audit period, but a net 2.5 percent decrease across the last six years. Fare revenue decreased every year during the six-year period, with the exception of a slight increase in FY 2019/20. The service went fare free the last two years of the audit period.

Vehicle service hours (VSH) decreased every year of the six-year period. This resulted in a net 31.3 percent decrease during the audit period and a net 64.4 percent decrease during the six-year period. Vehicle service miles (VSM) experienced the same pattern. This resulted in a net 32.6 percent decrease during the audit period and a net 65.9 percent decrease during the six-year period. Ridership also declined every year of the six-year period. This led to a 36.1 percent net decrease during the audit period, and a 63.6 percent net decrease across the six-year period.

Cost-related metrics rose during the audit period, with operating cost per VSH increasing 57.2 percent and operating cost per passenger increasing 69 percent during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing by 7 percent and passengers per VSM increasing by 5.2 percent.

Exhibit 6.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$2,250,024	\$2,065,655	\$2,306,029	\$2,031,936	\$1,946,223	\$2,194,138
<i>Annual Change</i>		-8.2%	11.6%	-11.9%	-4.2%	12.7%
Fare Revenue (Actual \$)	\$173,336	\$169,038	\$105,364	\$107,378	\$0	\$0
<i>Annual Change</i>		-2.5%	-37.7%	1.9%	-100.0%	0.0%
Vehicle Service Hours (VSH)	42,548	33,572	30,655	22,062	17,869	15,158
<i>Annual Change</i>		-21.1%	-8.7%	-28.0%	-19.0%	-15.2%
Vehicle Service Miles (VSM)	699,777	512,192	462,449	353,948	309,534	238,679
<i>Annual Change</i>		-26.8%	-9.7%	-23.5%	-12.5%	-22.9%
Passengers	83,850	77,766	71,125	47,704	33,991	30,488
<i>Annual Change</i>		-7.3%	-8.5%	-32.9%	-28.7%	-10.3%
Employees	42	46	34	26	24	23
<i>Annual Change</i>		9.5%	-26.1%	-23.5%	-7.7%	-4.2%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$52.88	\$61.53	\$75.23	\$92.10	\$108.92	\$144.75
<i>Annual Change</i>		16.4%	22.3%	22.4%	18.3%	32.9%
Operating Cost/Passenger (Actual \$)	\$26.83	\$26.56	\$32.42	\$42.59	\$57.26	\$71.97
<i>Annual Change</i>		-1.0%	22.1%	31.4%	34.4%	25.7%
Passengers/VSH	1.97	2.32	2.32	2.16	1.90	2.01
<i>Annual Change</i>		17.5%	0.2%	-6.8%	-12.0%	5.7%
Passengers/VSM	0.12	0.15	0.15	0.13	0.11	0.13
<i>Annual Change</i>		26.7%	1.3%	-12.4%	-18.5%	16.3%
Farebox Recovery	7.7%	8.2%	4.6%	5.3%	0.0%	0.0%
<i>Annual Change</i>		6.2%	-44.2%	15.7%	-100.0%	0.0%
Hours/Employee	1,013.0	729.8	901.6	848.5	744.5	659.0
<i>Annual Change</i>		-28.0%	23.5%	-5.9%	-12.3%	-11.5%
TDA Non-Required Indicators						
Operating Cost/VSM	\$3.22	\$4.03	\$4.99	\$5.74	\$6.29	\$9.19
<i>Annual Change</i>		25.4%	23.6%	15.1%	9.5%	46.2%
VSM/VSH	16.45	15.26	15.09	16.04	17.32	15.75
<i>Annual Change</i>		-7.2%	-1.1%	6.3%	8.0%	-9.1%
Fare/Passenger	\$2.07	\$2.17	\$1.48	\$2.25	\$0.00	\$0.00
<i>Annual Change</i>		5.1%	-31.8%	51.9%	-100.0%	0.0%

Sources: FY 2016/17 – FY 2018/19 data from prior audit.
FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.24 Demand-Response Ridership

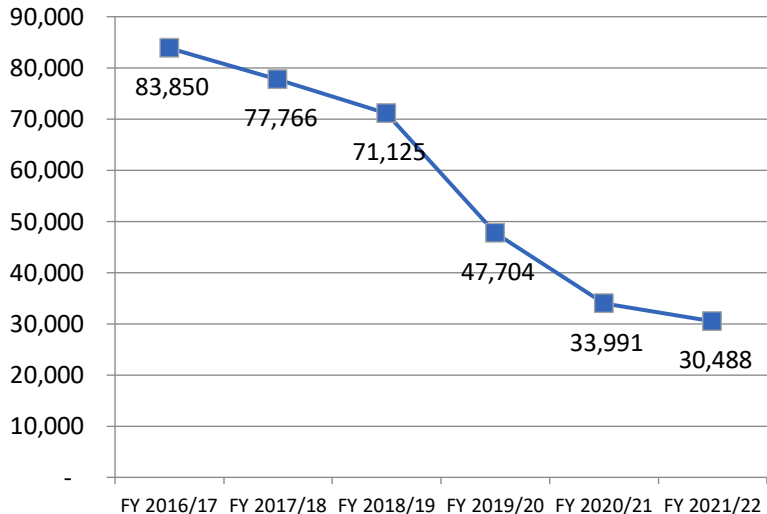


Exhibit 6.25 Demand-Response Operating Cost/VSH

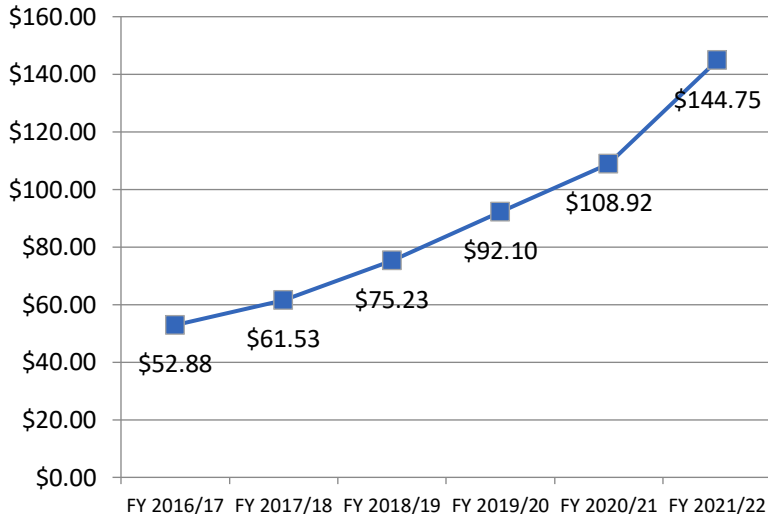


Exhibit 6.26 Demand-Response Operating Cost/VSM

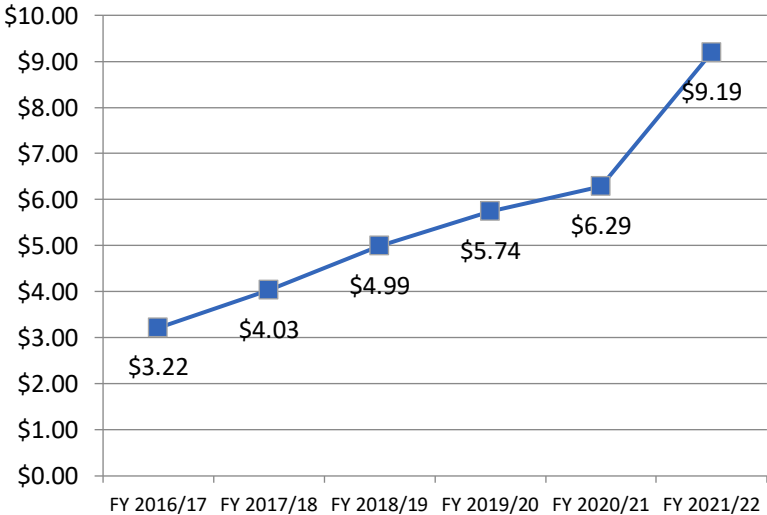


Exhibit 6.27 Demand-Response VSM/VSH

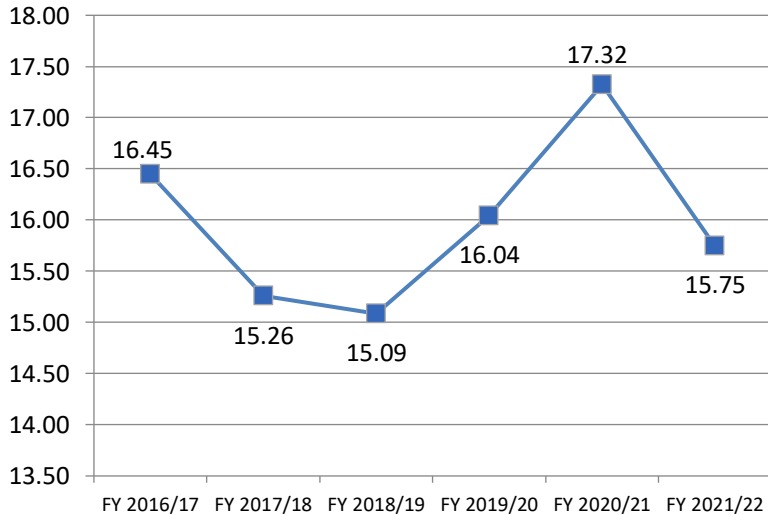


Exhibit 6.28 Demand-Response Operating Cost/Passenger

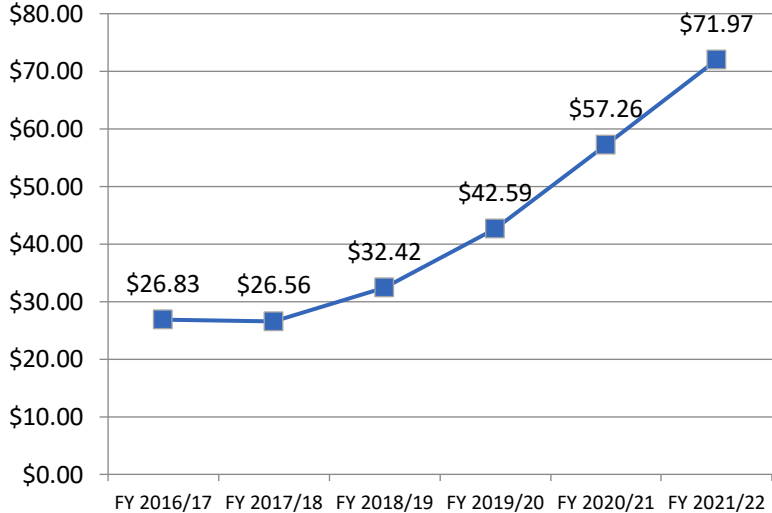


Exhibit 6.29 Demand-Response Passengers/VSH

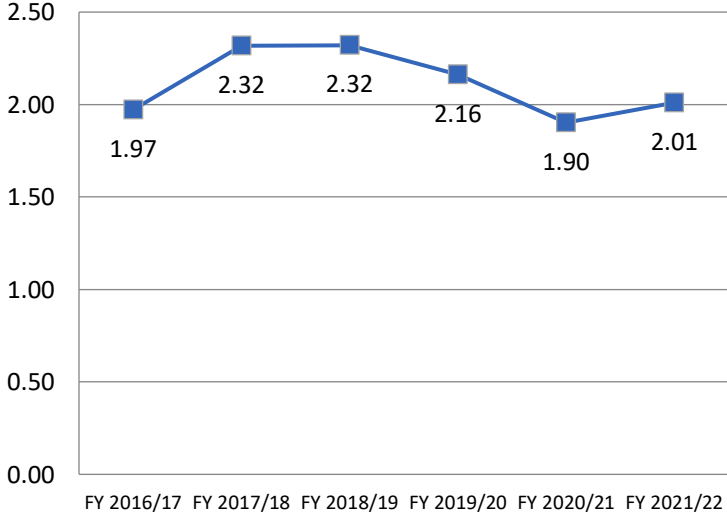


Exhibit 6.30 Demand-Response Passengers/VSM

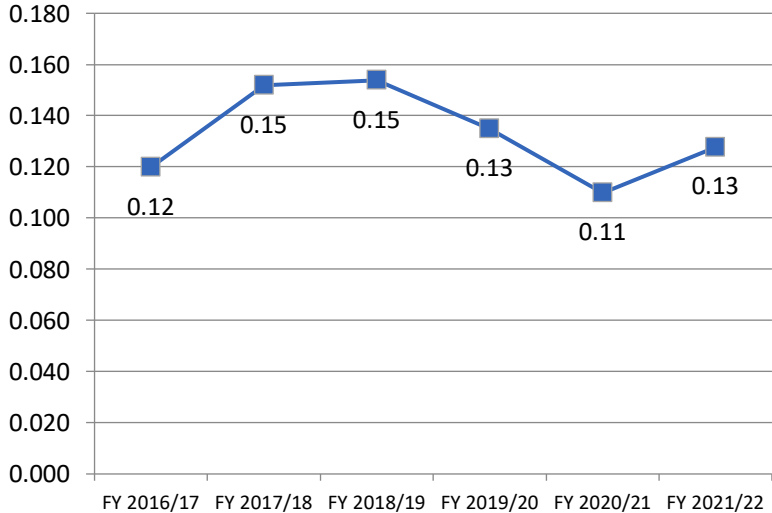


Exhibit 6.31 Demand-Response VSH/FTE

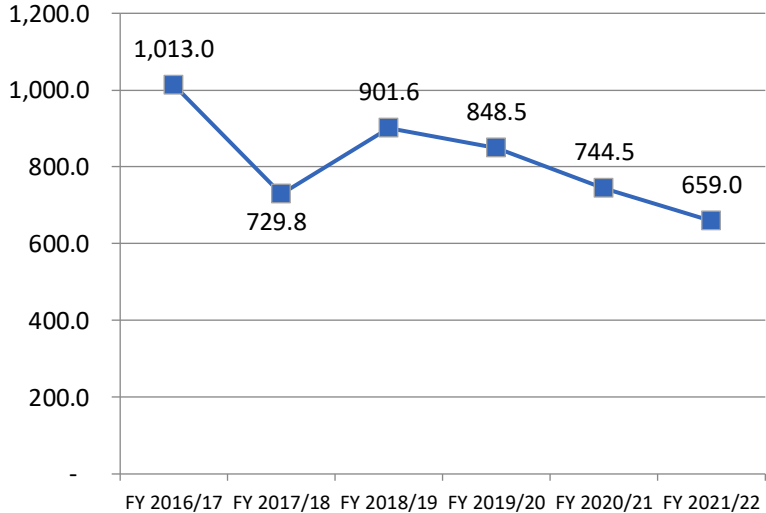


Exhibit 6.32 Demand-Response Farebox Recovery

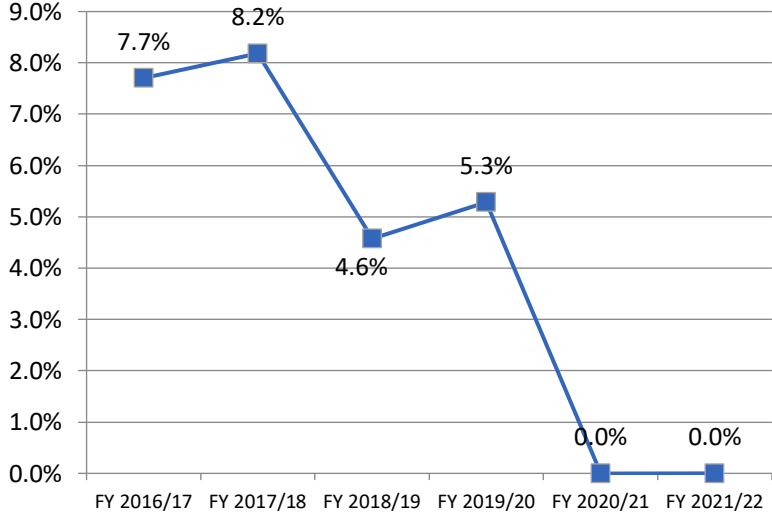
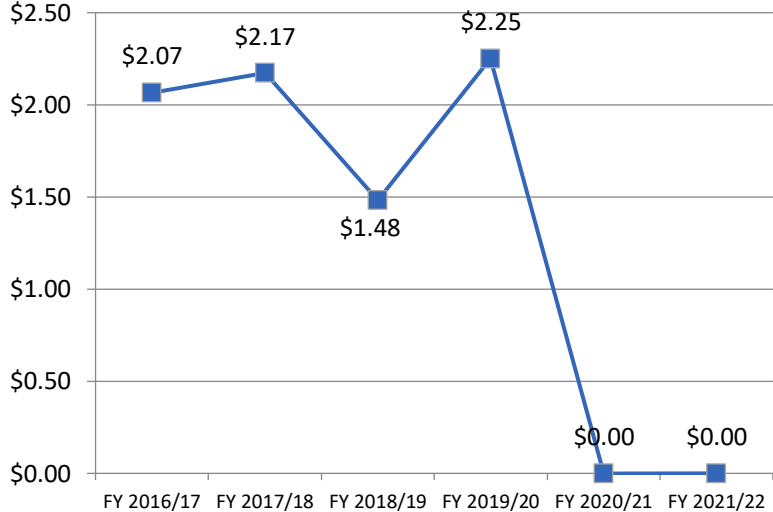


Exhibit 6.33 Demand-Response Fare/Passenger



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Chapter 7 | Functional Review

A functional review of Thousand Oaks Transit’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by TOT through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

The City of Thousand Oaks’ transit program is marketed as Thousand Oaks Transit (TOT). The TOT service area includes the cities of Thousand Oaks and Westlake Village; as well as Ventura County’s unincorporated areas of Newbury Park, Ventu Park, Lynn Ranch, Rolling Oaks, Oak Park, Hidden Valley, and Lake Sherwood. It is accessible via State Route 23 from the north and U.S. Highway 101 from the east and west.

The City’s fixed-route system is comprised of five fixed routes which cover Thousand Oaks, a portion of Westlake Village, and portions of unincorporated Ventura County. Fixed-route service hours are 5:00 a.m. to 8:00 p.m. Monday through Friday, and 7:00 a.m. to 8:00 p.m. Saturday.

The City’s door-to-door Dial-A-Ride service is available to passengers 65 years of age or above and Americans with Disabilities Act cardholders. Dial-A-Ride hours of operation are the same as those of regular fixed-route buses, except service is also offered from 7:00 a.m. to 8:00 p.m. on Sunday. Dial-A-Rideservice is provided throughout Thousand Oaks, to Westlake Village, and to the county’s unincorporated areas of Newbury Park, Ventu Park, Lynn Ranch, Rolling Oaks, Oak Park, Hidden Valley and Lake Sherwood. A City-issued Dial-A-Ridecard is required.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Fare Price
Single Ride	
Regular	\$2.00
Senior/Disabled/Medicare	\$0.50
Transfer (between TOT and VCTC)	Free
College Ride Program (with college ID)	Free
Youth Ride Free Program (Grades 1-12)	Free
Children age 5 and under (with fare-paying passenger)	Free (up to 3)
10-Ride Pass	
Regular	\$16.00
Senior/Disabled/Medicare/Medi-Cal	\$4.00
7-Day Pass	
Regular	\$16.00
Senior/Disabled/Medicare/Medi-Cal	\$4.00
31-Day Pass	
Regular	\$50.00
Senior/Disabled/Medicare/Medi-Cal	\$14.00

Exhibit 7.2 Demand-Response Fare Structure

Fare Category	Fare Price
Senior/ADA (one-way)	\$4.00
Companion	\$4.00
Personal care attendant (registered)	Free

Recent service and fare changes

The City did not introduce any new services during the audit period. In January 2020, TOT introduced a two-hour-per-day service reduction, various fare adjustments, route adjustments to achieve clock-face service on four of the five routes, and approximately 40 bus stop changes including additions, moves, and closures. A service expansion, including implementation of a sixth route, was originally planned for Fall 2020. This expansion was curtailed in light of the COVID-19 pandemic and its impact on operations and ridership.

Subsequent service changes were due to COVID-19 and included suspension of bus service for six weeks starting in March 2020; implementation of fare-free service in April 2020; consolidation of ECTA intercity services and Agoura Hills Dial-A-Ride onto Thousand Oaks Transit vehicles in August 2020; and suspension of Saturday bus service and Route 42 in Fall 2021. In Spring 2022, Saturday service and Route 42 service resumed. Fare collection resumed in July 2022 with a half-fare program. In September 2022 TOT implemented route time adjustments due to new high school bell schedule requirements and increased service hours by two hours per day. In January 2023, TOT returned to full fares. Evaluation of service changes is ongoing. The City is also participating in the College Ride Free and Youth Ride Free programs.

Response to COVID-19 pandemic

The impact of COVID-19 was felt throughout the transit program. Several services experienced partial shutdowns for multiple weeks, tightening of demand-response operations to more statutory minimums,

staffing shortages, operational challenges with supplies, parts, and equipment. There was also a loss of institutional knowledge and experience due to layoff or staff leaving the workforce for other positions.

Thousand Oaks was the first Ventura County agency to temporarily pause services and first to implement COVID cleaning routines and service restrictions designed to protect riders and operators, as well as the first to implement free fares for all services.

Fixed-route services have returned to normal, with some modifications to enable enhanced cleaning and sanitizing routines. Demand-response service adjustments are still in place including limits on the number of same-day reservations that can be booked, shorter terms for subscriptions, moratorium on new subscriptions, limitations on guests, and need for riders to book further in advance for peak time periods. Times are also negotiated on all services except ADA Dial-A-Ride and Agoura Hills Dial-A-Ride.

General Management and Organization

City staffing is appropriate and supported by other City divisions and departments as required. There is a clear chain of command within the program and those staff who substantially support the program (Administration, Finance, IT, Facilities, Fleet, Streets). As of 2022, all contract-required management positions for the contractor are filled for the first time since the contract was executed in 2019. Currently, the Assistant Transit Planner is the primary contact between the City and the Contractor.

The City of Thousand Oaks contracts with MV Transportation to provide vehicle operators as well as maintenance on leased service vehicles. City employees provide maintenance on City-owned vehicles as well as Moorpark City Transit vehicles. The contract with MV spells out specific performance measures on a variety of measures, and the contractor reports on these measures on a monthly basis. The contract is performance-based, rather than penalty-based, with the contractor earning bonus payments for superior performance. The City also maintains separate lists of performance targets for all City services and reports transit program performance there as well.

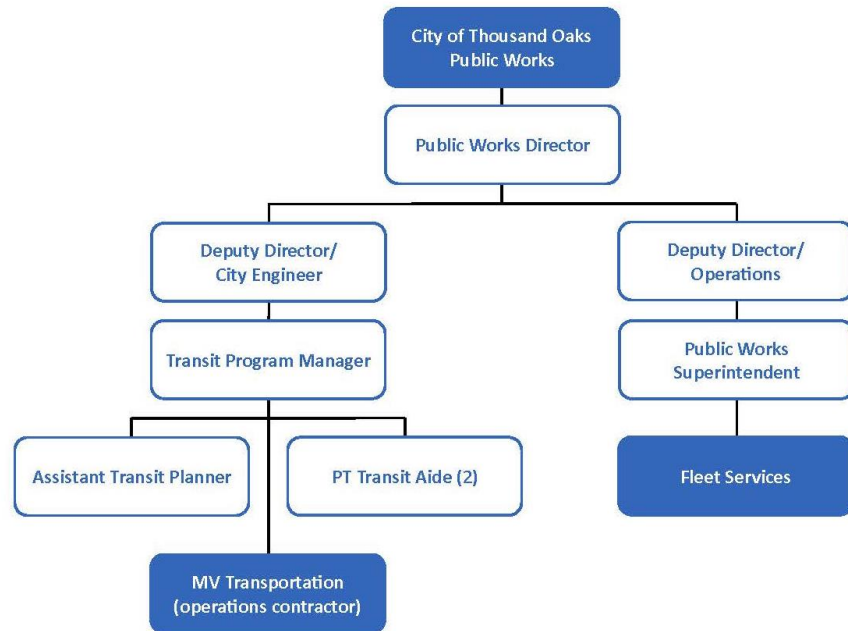
Program information is received from the operations contractor on a daily, weekly, and monthly basis. The City also monitors performance through installed technologies. The City also utilizes qualified consultants to review and monitor data.

Team meetings with assigned program staff, support staff, and contractor management staff are scheduled on a biweekly basis. Additional meetings are scheduled on an as-needed basis and occur frequently.

The City was fully staffed throughout the audit period, but currently has an Analyst vacancy and three hourly vacancies in the program it is actively recruiting for. The openings are due to scheduled retirements, internal promotions, and resignations to accept full-time employment elsewhere. The contractor states a need to hire a dispatch supervisor and fill 20 openings for operators, dispatchers, and customer service representatives. Staffing shortages have impacted service, specifically Dial-A-Ride. Recruitment is on-going.

Exhibit 7.3 illustrates the organizational structure of the transit and fleet maintenance programs within the City.

Exhibit 7.3 Organizational Chart



The Thousand Oaks City Council is the governing body for the City’s public transit program. Meetings are open to the public. City council meets on the second and fourth Tuesday of the month at 6:00 p.m. at city hall, which is well served by transit. Staff routinely report on transit developments to the city council, and the council was supportive of the free-fare periods.

During the audit period, several citizen advisory committees provided periodic input on transit issues, including:

- Traffic and Transportation Advisory Committee,
- Disabled Access Appeals and Advisory Board,
- Council on Aging, and
- Youth Commission.

During the audit period, the City introduced e-paper information signs to an additional 20 bus stops to improve information to the rider and completed a comprehensive improvement to the Transportation Center that doubled bus capacity and improved ADA and pedestrian access to the facility. This has had an overall positive impact on operations. TOT also introduced new AVAS equipment, a new app, and contactless fare collection, though full implementation is still pending on some items.

As a provider of services, the City has developed strong, cooperative relations with other local municipal entities in order to provide transit services under contract. The City serves as the lead agency and fiscal agent for the ECTA MOU. The City works cooperatively with the Gold Coast Transit District on joint procurements and VCTC on issues of regional concern including the rollout of new technologies and coordination of services, and participates in special programs and projects such as the College Free Ride

Program. The City does not have a direct relationship with the FTA, as it is a sub-recipient through VCTC. The Transit Program Manager serves as the intergovernmental liaison.

Service Planning

Budgeting is prepared on a two-year cycle with a three-year look-ahead. Annual service adjustments are typically implemented in August. The City actively evaluates and plans future route adjustments to provide service to development areas both planned and currently under construction. It expects to begin work on its short range transit plan in FY 2024/25.

The City regularly reviews and evaluates its progress toward established goals and objectives. Future goals and objectives will be evaluated in a short-range transit plan following the outcome of the VCTC TIES study and release of VCTC's Comprehensive Short-Range Transit Plan. One of the impacts of COVID-19 was the need for a two-layer process with respect to goals and standards – comparison of actual performance against the established goals and standards, and analysis of what level of performance is realistic given COVID-related restrictions and staffing challenges.

The City ensures all services, regardless of type, are accessible to persons with disabilities. The fleet is 100 percent accessible, as are all facilities. Wherever possible, the transit program exceeds federal minimums. Demand-response services typically reflect fixed-route service hours; however, Sunday service is also offered, which exceeds federal requirements.

Public participation is available for all items presented to the city council and Traffic and Transportation Advisory Committee. The transit program participates in and sponsors public outreach events (such as Arbor Earth Day and the Street Fair) and travel training seminars. Public hearings are conducted as required by VCTC, CEQA, Title VI, or FTA. Hearings are held at city hall or other city venues designed for public meetings. Every effort is made to providing information to riders in three languages (e.g., English, Spanish, and Chinese) wherever possible.

Onboard surveys were conducted in 2022 and 2023 for all modes. Community surveying occurred in 2023. Surveys are administered online and in person, typically by a third party rather than by transit drivers.

Administration

The City prepares a biennial budget which includes transit expenditures broken out by capital, operations, and user fees. The Transit Program Manager is primarily responsible for preparing the transit budget. Budgeted expectations are compared with actual expenditures at least quarterly, with some measures monitored monthly. All financial data is maintained in NaviLine. The Finance Department manages most of this data, but all staff have some level of access to run budget, revenue, and expenditure reports.

Grants are managed by a combination of transit staff (primarily the Transit Program Manager), Engineering staff serving as the Project Managers for the capital projects, and Finance staff assigned to support the transit program. The Transit Program Manager is responsible for grant applications, reporting grant funding availability to other staff, and reporting to City Council on grant acceptance. Finance staff prepare required financial reports, handle audit responsibilities, and ensure proper accounting

procedures. Project Managers are responsible for budget expenditure tracking and compliance with grant conditions for use of funds.

Transit staff aggressively seek out funding opportunities. Decisions to pursue grants are influenced by the resources needed to monitor and report on the grants. The City has not lost any grants due to inattention or failure to comply with requirements.

The City has both a Risk Manager and Safety Analyst on staff, and has a procedure for processing claims. The City's self-insurance covers the first \$1 million, and the City is a member of an Excess Liability pool (PRISM) that provides coverage up to \$25 million. City has an adopted and compliant Public Transit Agency Safety Plan (PTASP). MV Transportation maintains its own insurance that meets the requirements of the contract. The safety of operating practices is reviewed by the City on an ongoing basis by its Health and Safety Officer, while MV reviews its practices on a daily, monthly, and quarterly basis. The operations contractor is required to maintain a disaster preparedness plan, which is updated annually. The City and MV have Injury Prevention Plans in place and participate in monthly meetings with the PTASP committee.

Contracts managed through the transit department include transit operations, transit facility leases, vending, security, bus stop and shelter maintenance, farebox validation, automated passenger county (APC) maintenance and support, APC validation, technology maintenance agreements, printing and marketing services, vehicle purchases, bus stop and shelter amenities, and professional services. Oversight of contracts includes monthly reporting, review of performance measures, and routine inspections. Contracts under \$30,000 can be approved by department heads, while contracts under \$50,000 can be approved by the City Manager. All other contracts greater than \$74,999 must be approved by City Council. Any changes to scope require a City Council amendment.

The City's purchasing procedures are governed by the Municipal Code as well as the TO Purchasing Ordinance. VCTC also has established procurement policies, which the City is following to the letter. The City also follows FTA procurement rules.

All City staff complete timesheets electronically through Executime. MV Transportation employees clock in and out electronically. All employee records are securely managed. The City requires its staff to utilize direct deposit, while approximately 75 percent of MV employees utilize direct deposit.

The City has an internal annual audit plan that is risk-based. It is reviewed annually and modified as needed based on any new risks identified. The audit plan is reviewed by the Finance Director, City Manager, and Finance Audit Committee. Audit reports with recommendations receive periodic follow-ups.

Marketing and Public Information

Transit marketing is conducted by the City using City resources, channels, and contractors. It includes regular website updates, content for four social media platforms, print advertising, community outreach events, flyers, postcards, and promotional items. Service brochures (including service schedules) are frequently updated and distributed to approximately 40 locations through the community. Other

marketing and information activities include posting information at key transit locations and public facilities, on vehicles, and in other locations; electronic messaging at bus stops and onboard transit vehicles; phone “on hold” messaging; and participation in public events and travel training activities.

Brochures are available at both libraries, the senior and teen centers, City Hall, TOTC, Oaks Mall, on vehicles, and at some ancillary locations (e.g., Senior Concerns, Area Housing Authority, social services offices). Brochures are also provided to Mobility Management Partners, VCTC, and Gold Coast Transit. The Thousand Oaks Transit Center also has brochures for VCTC, Commuter Express, Metro 161, Kanan Shuttle, and Moorpark Shuttle. The City’s transit website includes .pdfs of all brochures. Display kiosks at the TOTC are made available to other transit operators.

Customer inquiries, concerns, and compliments are encouraged and can be received by phone, email, and other methods. All customer contacts are entered into a Customer Response Management (CRM) system, which documents investigations and resolutions. The contractor has 72 hours to respond to inquiries, while City staff try to respond within one business day. There are some exceptions for complex complaints or issues. Transit maintains a general email account and messages are retained for three years. Voicemail and email messages are saved in dedicated files on the City’s network, and written correspondence is retained as well.

The City’s transit marketing focuses on rider education rather than ridership growth, given more than 95 percent of riders are transit dependent. Survey data is used to inform marketing decisions, and the City periodically hires a marketing consultant to support its marketing efforts. Marketing typically focuses on the benefits of using transit, service changes, opportunities for public participation or engagement, and promotion of regional or national programs or initiatives.

The public’s perception of Thousand Oaks Transit is generally positive. This is based on transit surveys conducted in 2018 and 2022/2023 as well as comments received via social media and the City’s separate community attitude survey. Frequency and hours of service are typically identified as attributes that do not score as high.

[Scheduling, Dispatch, and Operations](#)

The City of Thousand Oaks contracts with MV Transportation to provide vehicle operators and maintenance of leased vehicles for the City’s transit services. MV’s operators, dispatchers, road supervisors, and customer service representatives are represented by Teamsters Local #848. At present, MV only has full-time drivers, as it has had difficulty filling vacancies and the investment and expense of training staff does not warrant hiring part-time staff.

All drivers are required to meet the same licensing and certification requirements. MV requires a commercial license with passenger and air brake endorsements as well as a Vehicle Transit Training (VTT) certificate.

Vacations are bid out each year. They are covered by standby drivers, or off-duty drivers may be called in on their scheduled days of if needed. Unscheduled absences (call-outs) require one hour of notice. In

these situations a standby driver is dispatched to cover the assignment. If no standby driver is available, a road supervisor will cover the route until a suitable replacement is available.

Vehicles are assigned to routes daily by dispatchers on a rotation basis. Each program operated by MV has its own fleet, and buses branded for one fleet are not assigned to another service. Dispatch receives a list of down vehicles daily. Vehicles available for service are then assigned for the day.

Fareboxes are pulled once weekly for all buses that have been in service during the prior seven-day period and brought to City Hall. The fareboxes are opened in the Finance Department, witnessed by two City staff (the Finance Department cashier and a member of the transit staff), then coins are immediately deposited into a secure, tamper-proof bag, and placed in the vault for counting at the bank. All bills are counted, double-counted, banded, then deposited into a tamperproof bag, and placed in the vault. Fares are picked up by armored car service. There are only two keys to the fareboxes – one is locked in the Finance Department where the cashier has access, and the other is held by the City’s Fleet Supervisor in order to deal with a jammed farebox. No MV staff or transit staff can access the fareboxes.

All TOT bus pass types are sold on board the buses and at the Transportation Center. Money on buses is deposited into the farebox vaults. For sales at the Transportation Center, MV staff provide a receipt to the customer and a monthly spreadsheet of sales to the City, which is reconciled against a printout from the ticketing machine that only City staff can generate.

For Dial-A-Ride, trip tickets are sold at the Transportation Center, City Hall, and the Senior Center. At City Hall transactions are processed no differently than any other cash transaction and are entered into the City’s financial system. Tickets sold at TOTC are pre-purchased by MV. Tickets sold at the Senior Center are supplied by transit staff who reconcile the sales at least weekly against both receipts and the ticket log. The cash is deposited with the City’s cashier and entered into the financial system. All fare media supplied to all three locations are logged two ways and a three-part receipt is generated for record-keeping purposes.

The City has installed the equipment to support VCTC’s county-wide contactless fare payment program (VCbuspass), but it is not yet fully operational on TOT’s fleet. The equipment still needs to be configured. The City is working with VCTC to get this resolved. In the meantime, it tracks free youth and college rides for reimbursement from VCTC.

Personnel Management and Training

Drivers bid for their work assignments on a seniority basis. Many bid schedules have multiple route or service components, but not all. Some drivers may work for multiple agencies under contract with the City of Thousand Oaks on a single shift. All drivers are trained to operate all fixed-route and demand-response vehicles.

Currently, there are not enough drivers being recruited to meet the contractor’s needs. Across MV’s entire Thousand Oaks operation, they are short approximately 15 drivers and five other staff. Recruitment and training are continual and ongoing, but MV has not had full staffing for at least 18 months due to low

unemployment and higher wages available elsewhere. Employee recruitment is conducted via multiple methodologies, including job fairs, workforce/job placements/outreach programs, ads on local hiring sites, veterans outreach, and County offices. MV also has in-house recruiters that are stationed locally.

Thousand Oaks and MV have been working together to increase wages to be more competitive in recruitment, especially for drivers. Two recent wage increases – in August 2022 and January 2023 – have brought starting driver wages up from \$15.50 to \$20.70. Another increase will bring the starting wage up to \$23.00 in July 2023. Other wages are being adjusted as well to bring them up to parity with other local operators.

Safety activities include monthly safety meetings, safety stand-downs, road evaluations, risk assessments, and ongoing wheelchair recertification. Minimum safety and training requirements are included in the transit operations operator's contract. All vehicles are equipped with safety equipment required by the Department of Transportation, state, and contract. Some vehicles also include health safety devices such as special air filters and driver shields in response to COVID-19.

MV strives to motivate its employees by holding employee appreciation events and luncheons, conducting customer service and safety contests, and selecting an Employee of the Month. Drivers receive bonuses for safety, gift cards, and food events to help motivate them and enhance job satisfaction. All positive rider comments are passed along to drivers. Operator staff regularly receive risk assessments and road evaluations. There is also an incentive performance clause in MV's contract with the City of Thousand Oaks.

Discipline and attendance policies are outlined in an Employee Handbook which is provided to all employees upon the start of employment. These include a safety point system, attendance point system, coaching, and counseling. A progressive discipline program is also utilized. MV's drug and alcohol policy is monitored by the City of Thousand Oaks and the FTA.

MV Transportation provides comprehensive benefits to all full-time employees. Employees receive a package outlining available benefits on an annual basis.

Maintenance

The Thousand Oaks Transit Center (TOTC) is managed by the City's facilities division, while the Municipal Services Center (MSC) is managed by the City's fleet and facilities division.

The City of Thousand Oaks maintains its own vehicles as well as vehicles for the City of Moorpark at its Municipal Services Center. Traditionally, the City of Thousand Oaks has tried to maintain at least one spare vehicle per service it operates (Thousand Oaks fixed-route, Thousand Oaks DAR, Kanan Shuttle, Moorpark, etc.) at the Thousand Oaks Transit Center.

The City of Thousand Oaks adheres to the required preventive maintenance program. Drivers complete a Daily Vehicle Inspection Report (DVIR), which identifies any unsafe conditions. MV has standing orders to identify any issues with the vehicles as part of the pre- and post-trip inspections. Maintenance will notify dispatch regarding any vehicle deemed unsafe. Vehicles undergoing maintenance will be tagged so they are not used. Repairs are performed in a timely manner; transit vehicles are the highest priority of all maintenance work at the MSC.

The City of Thousand Oaks contracts with MV Transportation to maintain all contractor-owned and leased vehicles. MV has an established preventive maintenance program that includes A, B, and C level inspections. Maintenance does not typically conflict with regular vehicle use. Warranty work is typically sent out, and MV conducts other work in-house.

Maintenance is notified promptly of breakdowns. There is no real issue with vehicle downtimes, as a robust reserve fleet is maintained and vehicles can be exchanged across services if absolutely necessary.

California Highway Patrol (CHP) inspections are conducted every 45 days. Vehicles not passing the CHP inspection are not put into service. The City of Thousand Oaks is able to identify vehicles under warranty if repairs are necessary. Some major repairs are outsourced, such as transmission rebuilds or large-scale body work. The City follows guidelines for ramp and wheelchair lift inspections – when one is down, that vehicle must be pulled out of service. The City of Thousand Oaks’ policy prohibits deferred maintenance. There is currently no backlog of repairs and no idle time, as fleet mechanics work on all City-maintained vehicles.

The current maintenance facility features one heavy lift and three portable lifts. Up to four heavy vehicles can be accommodated simultaneously. The facility is suited to all aspects of maintenance that are performed there.

The City of Thousand Oaks’ transit fueling facility at the MSC was completed in 2013 and activated in 2014. Moorpark buses are fueled and maintained there. Moorpark and Thousand Oaks buses have their own CNG fueling meters so that fuel is allocated accurately.

Parts inventories are sufficient to minimize vehicle downtime. There is a defined timeframe between a request to order parts and receipt of the parts. The City of Thousand Oaks has established an email account for fleet parts so that maintenance can be notified when parts have shipped or been delivered. The parts warehouse is secured. All parts are barcoded and inventoried annually. There is very little loss.

Exhibit 7.4 illustrates the City’s fleet inventory. MV uses a useful life standard of four years or 150,000 miles for Dial-A-Ride vehicles. Vehicle replacement was addressed in VCTC’s group Transit Asset Management Plan as well as in the City’s Capital Improvement Project budget. The City replaces vehicles as soon as they became eligible under FTA qualifications.

Exhibit 7.4 Thousand Oak Transit's Fleet

Make/Model	Year	Seating capacity	Fuel Type	Quantity	Assigned to:
Orion VII Bus	2008	34/2 WC	CNG	2	Thousand Oaks FR
Gillig Bus	2015	23/2 WC	CNG	2	Thousand Oaks FR
Ford E450 Cutaway	2014	16/2 WC	CNG	2	Thousand Oaks FR
Ford E450 Cutaway	2018	28/2 WC	Diesel	1	Thousand Oaks FR
Gillig Bus	2019	23/2 WC	CNG	4	Thousand Oaks FR
Starcraft Starlite	2022	16/2 WC	EV	2	Thousand Oaks FR
El Dorado Bus	2010	23/3 WC	CNG	3	Moorpark
El Dorado Bus	2015	23/3 WC	CNG	2	Moorpark
Ford E450 Cutaway	2019	30/2 WC	CNG	3	Kanan Shuttle
Dodge Caravan	2019	3/1 WC	Gasoline	8	Thousand Oaks DAR
Ford Transit	2018	8/5 WC	Gasoline	2	Thousand Oaks DAR
Ford Transit	2019	8/3 WC	CNG	6	Thousand Oaks DAR
Ford E450 Cutaway	2014	12/2 WC	CNG	6	Thousand Oaks DAR
Hometown Trolley	2017	30/2 WC	Propane	1	Thousand Oaks SE
Dodge Caravan	2013	3/1 WC	Gasoline	1	Agoura Hills
Dodge Caravan	2014	6/0 WC	Gasoline	1	Agoura Hills
Ford Transit	2019	8/2 WC	Gasoline	1	Agoura Hills
Starcraft Cutaway	2018	8/3 WC	Gasoline	4	ECTA
Starcraft Cutaway	2019	8/3 WC	Gasoline	3	ECTA
Starcraft Cutaway	2015	8/3 WC	Gasoline	2	Thousand Oaks DAR - Reserve

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Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds Thousand Oaks Transit to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with Thousand Oaks Transit staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified two functional findings. While these findings are not compliance findings, the audit team believes they warrant inclusion in this report:

1. The contractor's staffing shortage is impacting the City's ability to operate its transit programs.
2. The City is unable to fully participate in the county-wide contactless ticketing program due to delays in finalizing deployment of the onboard equipment.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the Thousand Oaks Transit's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

As there are no compliance findings, only functional findings and recommendations are presented below.

Functional Finding 1: The contractor's staffing shortage is impacting the City's ability to operate its transit programs.

Criteria: The City's operations contract with MV Transportation requires MV to provide sufficient staffing to meet all contract requirements for service provision.

Condition: While the contractor has improved its general management staffing during the audit period, it has been unable to provide sufficient staff to meet the demand for service, primarily with respect to Dial-A-Ride services. Prior to the COVID-19 pandemic, the contractor was deploying 18 to 19 vehicles per day to serve its combined Dial-A-Ride programs. At the time of the site visit, only seven vehicles were being deployed each day. This has severely impacted Dial-A-Ride reservations. Only about a half of those who call are able to get their requested ride time. One quarter of callers are able to accept a different ride time, while another quarter do not get a ride.

Both the City and MV have been working to recruit additional staff. City staff estimates MV needs to fill approximately 20 operational positions (drivers, dispatchers, and customer service). MV has a recruiter located in Thousand Oaks, while the City and MV have worked together to increase the contract cost and raise wages in order to attract qualified candidates.

Cause: There are two primary causes of the current staffing shortage: Recovery from the reduced demand due to the COVID-19 pandemic, and lower wages that left the City's transit operation less competitive within the county.

Effect: As a result, it has been more difficult to recruit operations personnel.

Recommendation: Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.

Recommended Action: The City has played an active role in getting the contractor's open positions filled by increasing the contract cost to allow for several wage increases. One more wage increase is planned for 2023. The City should monitor MV to ensure it is continuing to place a high priority on getting these positions filled and deploy additional Dial-A-Ride service as it becomes feasible to do so.

Timeline: Ongoing until positions are fully staffed.

Anticipated Cost: Wage increases are already budgeted under the current contract.

Functional Finding 2: The City is unable to fully participate in the county-wide contactless ticketing program due to delays in finalizing deployment of the onboard equipment.

Criteria: During the audit period, VCTC established a contactless ticketing program that was implemented county-wide. VCTC secured funding and manages the master contract.

Condition: The City believes it is the only operator for which the equipment is not yet working. Because of its longer free-fare period, it was lower priority than the other operators. The equipment has been installed but much of it has not been configured or is still missing necessary components. At present, only three vehicles have working systems. The City is prepared to fully launch the program, but is currently unable to do so. It continues to track rides for reimbursement from VCTC.

Cause: The cause of the nonfunctioning equipment is unclear. However, since the City continued its free-fare program longer than other operators, that may have made it less urgent to get the equipment operable.

Effect: The City is unable to offer the same customer experience regarding the VCbuspass program as other operators in the county.

Recommendation: Work with VCTC to get all contactless ticketing equipment operable.

Recommended Action: The City should work with VCTC to ensure all contactless ticketing equipment is fully operable and the program can be implemented as intended.

Timeline: Ideally by the end of FY 2023.

Anticipated Cost: There should be no additional costs incurred by the City.

Exhibit 8.1 Audit Recommendations

	Functional Recommendations	Importance	Timeline
1	Continue to work with MV Transportation to fill the open operations positions and ensure sufficient Dial-A-Ride coverage.	High	Until filled
2	Work with VCTC to get all contactless ticketing equipment operable.	Medium	FY 2023

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Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 City of Simi Valley



**DRAFT REPORT
MARCH 2023**

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	4
Chapter 3 Program Compliance	8
Chapter 4 Prior Recommendations	12
Chapter 5 Data Reporting Analysis	15
Chapter 6 Performance Analysis	17
Chapter 7 Functional Review.....	35
Chapter 8 Findings and Recommendations	43

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations.....	3
Exhibit 3.1 Transit Development Act Compliance Requirements	10
Exhibit 5.1 Data Reporting Comparison.....	16
Exhibit 6.1 System Performance Indicators	20
Exhibit 6.2 System Ridership	21
Exhibit 6.3 System Operating Cost/VSH	21
Exhibit 6.4 System Operating Cost/VSM.....	21
Exhibit 6.5 System VSM/VSH.....	21
Exhibit 6.6 System Operating Cost/Passenger	22
Exhibit 6.7 System Passengers/VSH	22
Exhibit 6.8 System Passengers/VSM.....	22
Exhibit 6.9 System VSH/FTE	22
Exhibit 6.10 System Farebox Recovery	23
Exhibit 6.11 System Fare/Passenger.....	23
Exhibit 6.12 Fixed-Route Performance Indicators.....	25
Exhibit 6.13 Fixed-Route Ridership.....	26
Exhibit 6.14 Fixed-Route Operating Cost/VSH	26
Exhibit 6.15 Fixed-Route Operating Cost/VSM	26
Exhibit 6.16 Fixed-Route VSM/VSH	26
Exhibit 6.17 Fixed-Route Operating Cost/Passenger.....	27
Exhibit 6.18 Fixed-Route Passengers/VSH	27
Exhibit 6.19 Fixed-Route Passengers/VSM	27
Exhibit 6.20 Fixed-Route VSH/FTE.....	27
Exhibit 6.21 Fixed-Route Farebox Recovery.....	28
Exhibit 6.22 Fixed-Route Fare/Passenger	28
Exhibit 6.23 Demand-Response Performance Indicators	30
Exhibit 6.24 Demand-Response Ridership	31
Exhibit 6.25 Demand-Response Operating Cost/VSH.....	31
Exhibit 6.26 Demand-Response Operating Cost/VSM.....	31
Exhibit 6.27 Demand-Response VSM/VSH.....	31
Exhibit 6.28 Demand-Response Operating Cost/Passenger	32
Exhibit 6.29 Demand-Response Passengers/VSH.....	32
Exhibit 6.30 Demand-Response Passengers/VSM.....	32
Exhibit 6.31 Demand-Response VSH/FTE	32
Exhibit 6.32 Demand-Response Farebox Recovery	33
Exhibit 6.33 Demand-Response Fare/Passenger.....	33
Exhibit 7.1 Fixed-Route Fare Structure	36
Exhibit 7.2 Demand-Response Fare Structure	36

Exhibit 7.3 Organizational Chart..... 37
Exhibit 7.4 Simi Valley Transit’s Fleet 42
Exhibit 8.1 Audit Recommendations 44

Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Simi Valley Transit as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of Simi Valley Transit's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The City of Simi Valley, located in eastern Ventura County, provides public transit service consisting of three fixed routes and an ADA/senior Dial-A-Ride service within Simi Valley. Route 10 also serves Moorpark College and the Chatsworth Metrolink Station. The service operates Monday through Saturday (excluding designated holidays). Hours of operation are 5:00 a.m. to 8:00 p.m.

The City's Dial-A-Ride is a shared-ride, curb-to-curb service for ADA-certified individuals as well as seniors age 65 and above. Riders must complete a Dial-A-Ride application to be eligible for the service.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with Simi Valley Transit staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included five recommendations:

1. Continue to ensure State Controller Reports are submitted in a timely manner.
Status: Implemented.
2. Expand marketing efforts to attract new riders and reverse the significant ridership loss.
Status: Not implemented due to COVID-19 pandemic.
3. Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while implementing service changes in an effort to reduce operating cost and increase ridership/fare revenue for the City's fixed-route service.
Status: Implemented.
4. Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while determining what operational changes can be implemented to reduce demand-response operating cost.
Status: Implemented.
5. The City should ensure it continues to enroll all drivers in the DMV's Employer Pull Notice Program as soon as they are employed for the operation of an eligible vehicle, as required by the program.
Status: Implemented.

Findings and Recommendations

Based on discussions with Simi Valley Transit staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings or Simi Valley Transit.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City's driver shortage is impacting its ability to effectively operate its transit programs.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the City of Simi Valley’s public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no compliance findings, only functional findings and recommendations are provided.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	Continue to recruit drivers to fill the open driver positions and ensure sufficient back-up coverage.	High	Until filled

Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Simi Valley Transit’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Simi Valley Transit as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of Simi Valley Transit included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Simi Valley Transit included thorough review of documents relevant to the scope of the audit, as well as information contained on Simi Valley Transit's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the COVID-19 pandemic, the methodology for this audit included a virtual site visit with Simi Valley Transit representatives on February 16, 2023. The audit team met Ben Gonzales (Deputy Public Works Director, Transit), Jasmine Elepano (Senior Management Analyst), Gian Maria Garcia (Management Assistant), Tan Koehler (Management Analyst), Eric Molina (Transit Supervisor), and Carlos Guzman (Transit Supervisor), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines Simi Valley Transit’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. Simi Valley Transit considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with Simi Valley Transit staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for Simi Valley Transit.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and micro-transit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: January 31, 2021 FY 2020/21: January 31, 2022 FY 2021/22: January 31, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: February 24, 2021 FY 2020/21: March 25, 2022 FY 2021/22: March 8, 2023
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	October 16, 2018 October 3, 2019 (Unsatisfactory) January 16, 2020 January 12, 2021 January 24, 2022
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	The City does not receive Article 8(c) funds.
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	The City does not receive Article 8(c) funds.
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: -8.82% FY 2020/21: +38.90% FY 2021/22: +1.40% <i>The budget increase in FY 2021 was due to increased personnel costs, primarily resulting from the COVID-19 pandemic.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 6.23% (waived) FY 2020/21: 1.83% (waived) FY 2021/22: 20.00% <i>FY 2022 includes federal funds per AB 149.</i>

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	FY 2019/20: 4.69% (waived) FY 2020/21: 1.98% (waived) FY 2021/22: 10.00% <i>FY 2022 includes federal funds per AB 149.</i>
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City staff is eligible to receive retirement benefits through CalPERS.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	The City does not utilize STA funds for operating purposes, only capital purposes.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance Simi Valley Transit has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included five recommendations:

1. [Continue to ensure State Controller Reports are submitted in a timely manner.](#)

Discussion: In the prior audit, the submittal deadline for both reports for FY 2017/18 was January 31, 2019. The General Services report was submitted electronically on February 2, 2019, while the Specialized Services report was submitted on February 4, 2019. However, the reports for FY 2016/17 and FY 2018/19 were submitted on-time. No specific action was deemed necessary, as the subsequent report was submitted on time.

Progress: During the current audit period, all State Controller Reports were submitted on time.

Status: Implemented.

2. [Expand marketing efforts to attract new riders and reverse the significant ridership loss.](#)

Discussion: In FY 2016/17 and FY 2017/18, the City's fixed-route farebox recovery ratio stood at 13.37 percent and 8.59 percent, respectively. The prior auditor noted the City should expand its marketing budget to accommodate more marketing campaigns, community outreach, and public engagement. It advised a good rule of thumb for transit operator marketing is to spend three percent of the operating budget on marketing. In order to increase ridership, the auditor recommended the City position its transit program as a viable option for choice riders; a reliable mobility option; and a good community partner. The more people can interact with and learn about transit, the more likely they are to consider riding. It also recommended the City start with a transit marketing plan, so as to optimize the value of every marketing dollar.

Progress: Given the stay-at-home order resulting from the COVID-19 pandemic began about the same time as the prior audit was completed, the City did not have an opportunity to expand its marketing efforts to increase ridership. Rather, the focus of much of the audit period was keeping the service operating and retaining and recovering as many riders as possible. While this recommendation was not ultimately implemented, expansion of marketing efforts to increase ridership should remain a goal for the City.

Status: Not implemented due to COVID-19 pandemic.

3. Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while implementing service changes in an effort to reduce operating cost and increase ridership/fare revenue for the City's fixed-route service.

Discussion: At the time of the prior audit, the City had already begun utilizing General Funds to supplement fare revenue in order to meet the required farebox recovery ratio. It also implemented a service change in an effort to ensure the service provided meets the needs of the community, thereby increasing ridership and fare revenue. In addition, the City was considering a fare increase that would also contribute to increased fare revenue. The prior auditor recommended the City continue with the actions it has already taken, and conduct regular reviews of their status to determine what effect these actions are having on fare revenue and the farebox recovery ratio. In addition, the auditor recommended the City confirm with VCTC that its service change was eligible for exemption from the farebox recovery standard under PUC 99268.8, and ensure it meets the reporting requirements following the end of the first year of implementation. Doing so would exempt the City from farebox recovery ratio compliance for FY 2019/20 (the year of implementation), FY 2020/21, and FY 2021/22. By the end of FY 2021/22, the City should be positioned to meet the 20 percent farebox recovery ratio requirement.

Progress: The City's service change was implemented in March 2020, just prior to the start of the COVID-19 pandemic. As a result, it was difficult to gauge the impact of the service change on ridership or fare revenue. The City has benefited from the waiver of farebox penalties per AB 90 and AB 149. AB 149 also allowed federal funds to be used toward the farebox recovery calculation, which resulted in a farebox recovery ratio well over 20 percent in FY 2021/22. As such, no additional local supplementation is currently needed for TDA compliance, though the identification of additional funding may still be desired.

Status: Implemented.

4. In FY 2016/17 and FY 2017/18, the City's fixed-route farebox recovery ratio stood at 5.04 percent and 3.44 percent, respectively.

Discussion: At the time of the prior audit, the City had already begun utilizing General Funds to supplement fare revenue in order to meet the required farebox recovery ratio. However, the fixed-route service change was not expected to have a significant effect on the farebox recovery ratio for the Dial-A-Ride service, given as fare revenues increased due to increased ridership, operational costs were also likely to increase. A fare increase, which was being considered, would probably have the greatest effect on fare revenue. The prior auditor noted it was unlikely this service would qualify for an exemption from the TDA farebox recovery ratio requirement, as the Dial-A-Ride service area did not appear that it would change. Therefore, the auditor noted that the City would be required to meet the 10 percent requirement across the next three years.

Progress: The City's Dial-A-Ride service continued to perform well under the farebox recovery ratio of 10 percent during the first two years of the audit. As with the fixed-route service, the City benefited from the waiver of farebox penalties per AB 90 and AB 149. In FY 2021/22, federal funds could be used toward the farebox recovery calculation, which resulted in a farebox recovery ratio

well over 10 percent. As such, no additional local supplementation is currently needed for TDA compliance, though the identification of additional funding may still be desired.

Status: Implemented.

5. The City should ensure it continues to enroll all drivers in the DMV’s Employer Pull Notice Program as soon as they are employed for the operation of an eligible vehicle, as required by the program.

Discussion: CHP inspections conducted on May 5, 2016 and October 3, 2019 resulted in Unsatisfactory ratings. Subsequent inspections conducted within 120 days following the Unsatisfactory ratings resulted in a Satisfactory rating. As a result, the City remained compliant with the TDA.

The enrollment of drivers in the Pull Notice Program appears to be the most significant issue with respect to the Unsatisfactory inspections. The prior auditor cautioned the City to be vigilant in its compliance so as to ensure it continues to receive Satisfactory inspections.

Progress: The City has not had any further Unsatisfactory terminal ratings since 2019.

Status: Implemented.

Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Simi Valley Transit both internally as well as to outside entities during the audit period.

Data items were reported consistently except as indicated below.

- **Operating cost:** FY 2019/20 was the most consistent with respect to operating cost, though there was a variance of less than one percent between the data reported to the National Transit Database (NTD) and that reported elsewhere. In FY 2020/21, different data was reported in the three reports, with a variance of approximately 39 percent between the highest and lowest. The City looked into this issue and determined that the State Controller Report included fixed assets and asset disposition under fixed route operating costs, while the fiscal audit excluded those items. In FY 2021/22, the TDA fiscal audit and State Controller Report were consistent, and just slightly lower than the NTD report.
- **Fare Revenue:** Fare revenues reported to the State Controller and in the fiscal audit were consistent with one another and higher than those reported to the NTD. This is due to the City reporting fares and subsidies together under passenger fares in the audit and State Controller Report, and only reporting passenger- and organization-paid fares in the NTD report.
- **Passengers:** Demand-response passengers is consistently higher in the State Controller Report than the other reports. This is due to the inclusion of ECTA trips in the State Controller Reports.
- **Full-Time Equivalent (FTE) Employees:** In FY 2021/22, the data provided by the City showed a total of 29 FTE (16 for fixed route and 13 for Dial-A-Ride), while the State Controller Report showed 33 FTE (19 for fixed route and 14 for Dial-A-Ride). Given the City is using the proper calculation methodology, the cause of this discrepancy is unknown.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$7,283,313	\$5,138,472	\$6,688,498
<i>National Transit Database</i>	\$7,248,873	\$6,725,876	\$7,076,921
<i>State Controller Report</i>	\$7,283,316	\$7,172,941	\$6,688,500
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$338,725	\$72,788	\$180,585
<i>National Transit Database</i>	\$265,136	\$314	\$169,924
<i>State Controller Report</i>	\$338,726	\$72,788	\$180,585
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	38,487	32,606	34,553
<i>National Transit Database</i>	38,487	32,606	34,553
<i>State Controller Report</i>	38,488	32,606	34,623
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	508,614	480,529	510,664
<i>National Transit Database</i>	508,613	480,529	510,664
<i>State Controller Report</i>	508,613	480,529	510,664
Passengers			
<i>Monthly Performance Reports</i>	208,403	142,012	164,630
<i>National Transit Database</i>	208,403	142,012	164,630
<i>State Controller Report</i>	214,505	144,576	167,285
Full-Time Equivalent Employees			
<i>State Controller Report</i>	39	37	33
<i>Per City methodology</i>	39	37	29

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for Simi Valley Transit, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City’s audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses. However, the significant variance between reports raises some questions as to which one accurately reflects the costs for the City’s transit services.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts. Fare revenue data reported to the State Controller may reflect other revenues not reported as fare revenue to the NTD.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. Simi Valley Transit’s calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. Simi Valley Transit’s calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. Simi Valley Transit’s calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 8.2 percent decrease during the audit period, and a 2.7 percent net decrease across the last six years. Fare revenue, however, steadily decreased during the six-year period, with most of the decline occurring in FY 2020/21. This resulted in a net 46.7 percent decrease during the audit period and a net 66.7 percent decrease across six years.

Vehicle service hours (VSH) experienced modest changes between FY 2016/17 and FY 2018/19, then declined significantly during FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 10.2 percent decrease during the audit period and a net 29.7 percent decrease during the six-year period. Vehicle service miles (VSM) fluctuated over the six-year period. This resulted in an overall net increase of 0.4 percent during the audit period, but a net decrease of 20.1 percent during the six-year period. Ridership declined during four years of the six-year period, though the most significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 22 percent net decrease during the audit period and a 59.8 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system’s efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite the decreased operating cost in FY

2020/21, cost-related metrics increased during the audit period. Operating cost per passenger was impacted the most, given the 22 percent decrease in ridership during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing 13.1 percent and passengers per VSM decreasing 22.3 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$6,877,376	\$7,712,839	\$7,570,447	\$7,283,316	\$7,273,627	\$6,688,500
<i>Annual Change</i>		12.1%	-1.8%	-3.8%	-0.1%	-8.0%
Fare Revenue (Actual \$)	\$541,598	\$468,903	\$460,401	\$338,726	\$72,788	\$180,585
<i>Annual Change</i>		-13.4%	-1.8%	-26.4%	-78.5%	148.1%
Vehicle Service Hours (VSH)	49,162	49,252	43,953	38,488	32,606	34,553
<i>Annual Change</i>		0.2%	-10.8%	-12.4%	-15.3%	6.0%
Vehicle Service Miles (VSM)	639,016	637,386	536,014	508,613	480,529	510,664
<i>Annual Change</i>		-0.3%	-15.9%	-5.1%	-5.5%	6.3%
Passengers	416,615	312,433	316,852	214,505	144,576	167,285
<i>Annual Change</i>		-25.0%	1.4%	-32.3%	-32.6%	15.7%
Employees	41	40	39	39	37	33
<i>Annual Change</i>		-2.4%	-2.5%	0.0%	-5.1%	-10.8%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$139.89	\$156.60	\$172.24	\$189.24	\$223.08	\$193.57
<i>Annual Change</i>		11.9%	10.0%	9.9%	17.9%	-13.2%
Operating Cost/Passenger (Actual \$)	\$16.51	\$24.69	\$23.89	\$33.95	\$50.31	\$39.98
<i>Annual Change</i>		49.5%	-3.2%	42.1%	48.2%	-20.5%
Passengers/VSH	8.47	6.34	7.21	5.57	4.43	4.84
<i>Annual Change</i>		-25.1%	13.6%	-22.7%	-20.4%	9.2%
Passengers/VSM	0.65	0.49	0.59	0.42	0.30	0.33
<i>Annual Change</i>		-24.8%	20.6%	-28.7%	-28.7%	8.9%
Farebox Recovery	7.9%	6.1%	6.1%	4.7%	1.0%	2.7%
<i>Annual Change</i>		-22.8%	0.0%	-23.5%	-78.5%	169.8%
Hours/Employee	1,199.1	1,231.3	1,127.0	986.9	881.2	1,047.1
<i>Annual Change</i>		2.7%	-8.5%	-12.4%	-10.7%	18.8%
TDA Non-Required Indicators						
Operating Cost/VSM	\$10.76	\$12.10	\$14.12	\$14.32	\$15.14	\$13.10
<i>Annual Change</i>		12.4%	16.7%	1.4%	5.7%	-13.5%
VSM/VSH	13.00	12.94	12.20	13.21	14.74	14.78
<i>Annual Change</i>		-0.4%	-5.8%	8.4%	11.5%	0.3%
Fare/Passenger	\$1.30	\$1.50	\$1.45	\$1.58	\$0.50	\$1.08
<i>Annual Change</i>		15.4%	-3.2%	8.7%	-68.1%	114.4%

Sources: FY 2016/17 – FY 2018/19 data from prior audit. FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.2 System Ridership

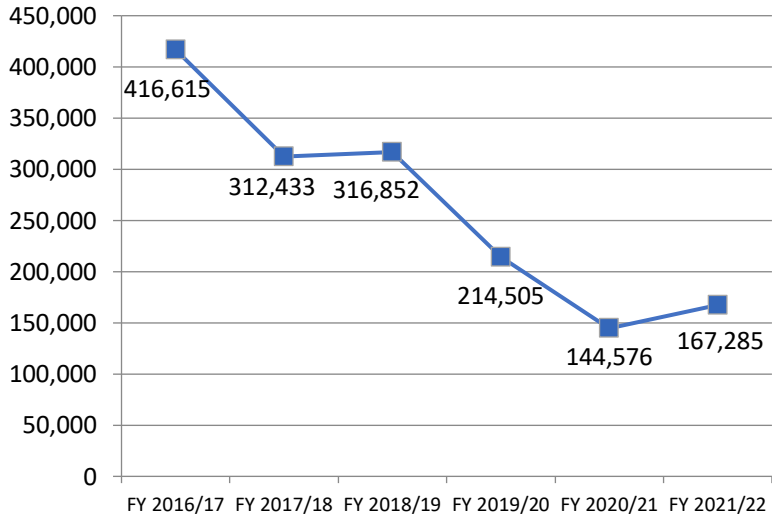


Exhibit 6.3 System Operating Cost/VSH

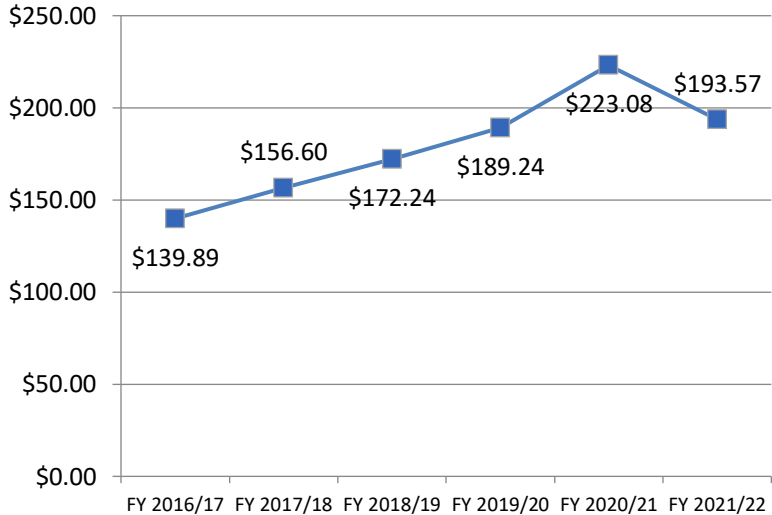


Exhibit 6.4 System Operating Cost/VSM

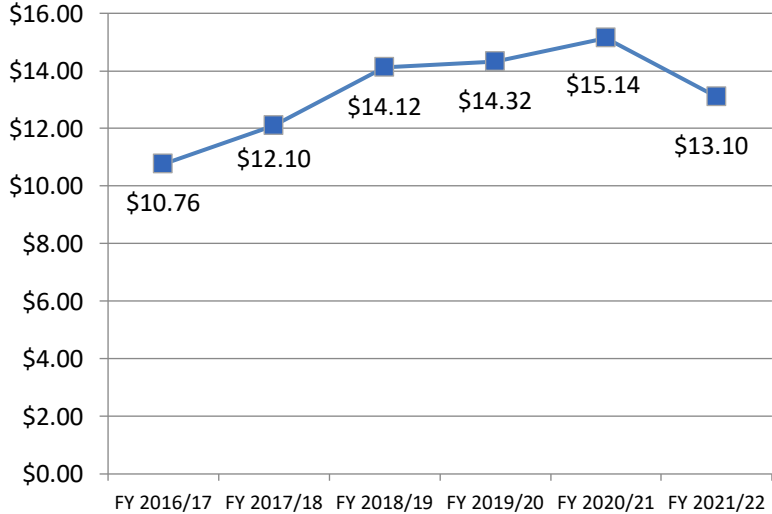


Exhibit 6.5 System VSM/VSH

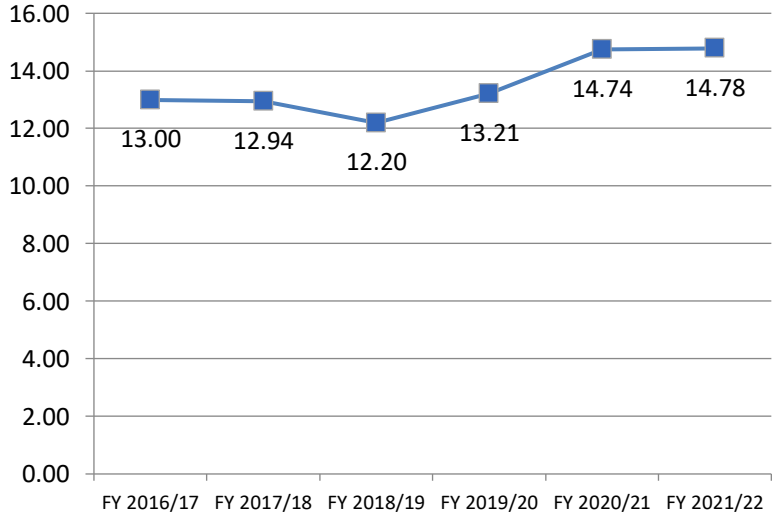


Exhibit 6.6 System Operating Cost/Passenger

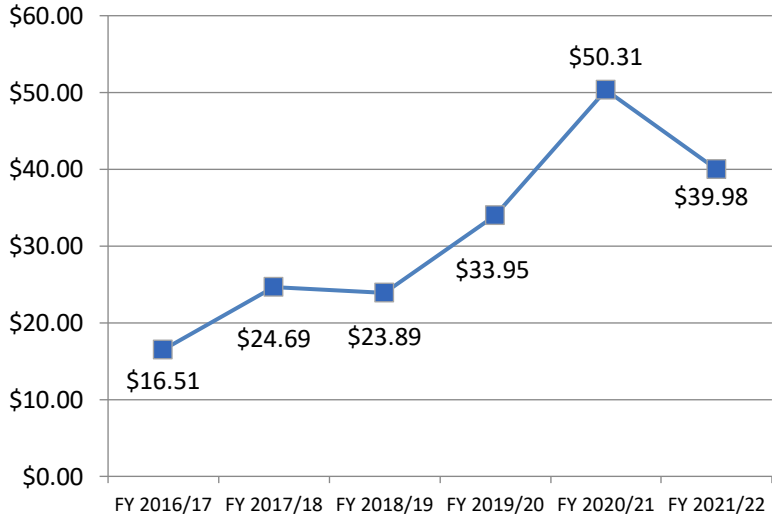


Exhibit 6.7 System Passengers/VSH

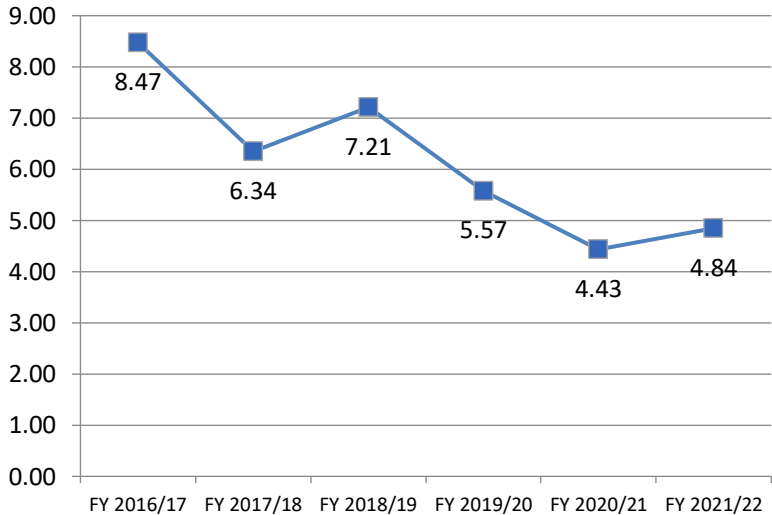


Exhibit 6.8 System Passengers/VSM

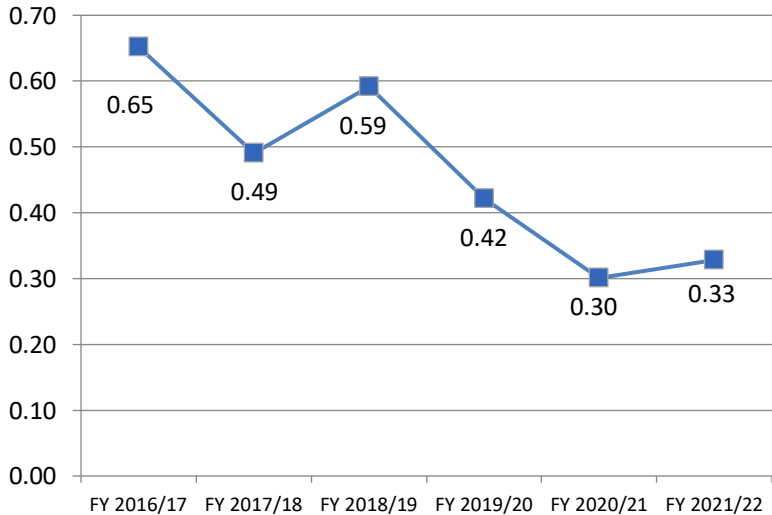


Exhibit 6.9 System VSH/FTE

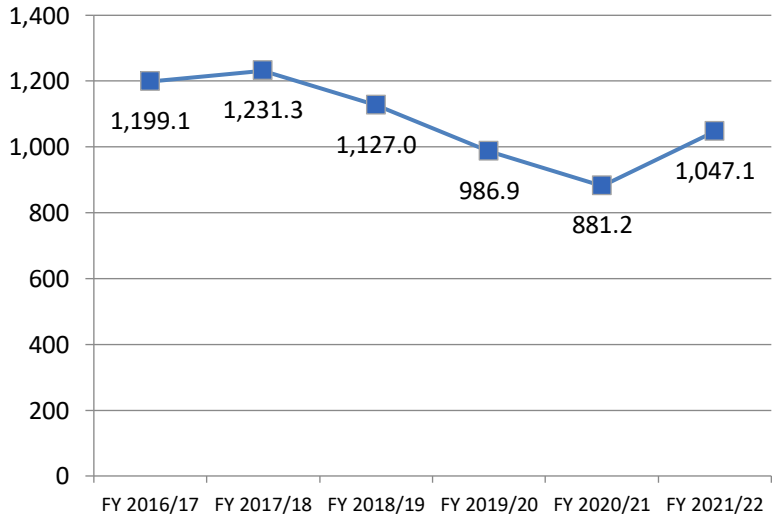


Exhibit 6.10 System Farebox Recovery

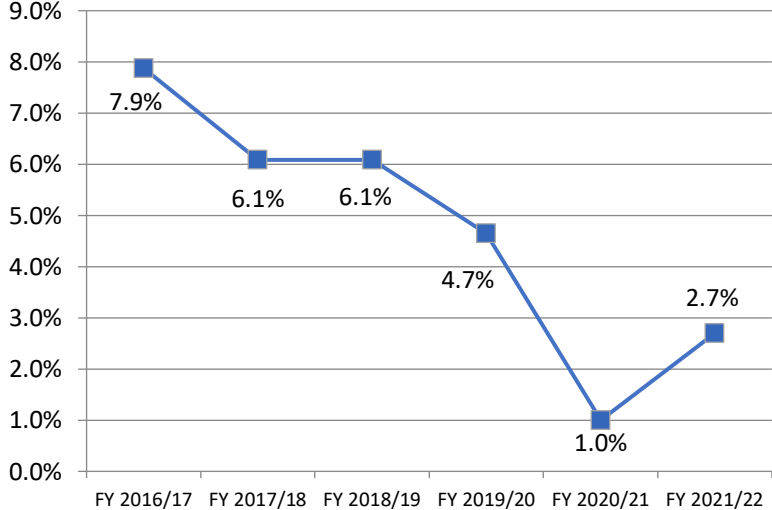
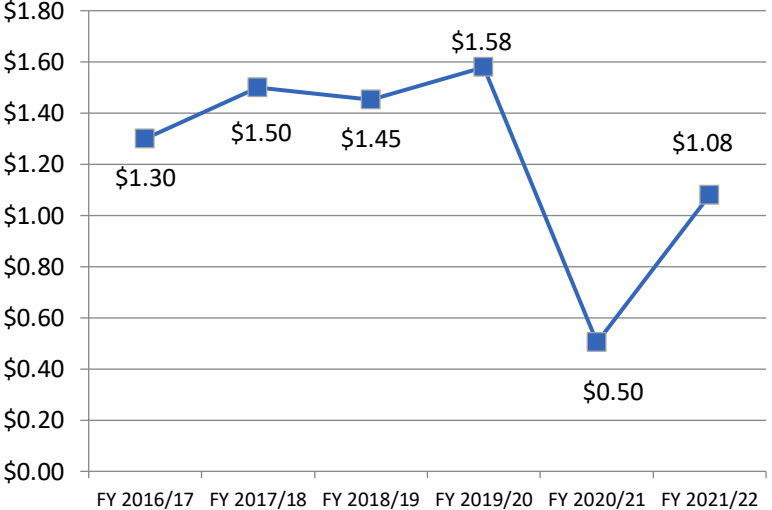


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route operating cost experienced a net 4.6 percent increase during the audit period, and a 39.9 percent net increase across the last six years. Fare revenue, however, steadily decreased during five years of the six-year period, with the greatest decline occurring in FY 2020/21. This resulted in a net 49.1 percent decrease during the audit period and a net 65.9 percent decrease over six years.

Vehicle service hours (VSH) fluctuated during the six-year period. This resulted in a net 5.8 percent increase during the audit period and a net 0.6 percent decrease during the six-year period. Vehicle service miles (VSM) experienced a net 4.8 percent increase during the audit period and a net 6.7 percent increase during the six-year period. Ridership declined during three years of the six-year period, though the significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 27.4 percent net decrease during the audit period and a 64 percent net decrease across the six-year period.

Due to the increase in operating cost in FY 2020/21, fixed-route cost-related metrics increased during the audit period. Operating cost per passenger was impacted the most, given the 27.4 percent decrease in ridership during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing 31.4 percent and passengers per VSM decreasing 30.8 percent.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$3,145,484	\$4,080,778	\$3,983,139	\$4,207,282	\$5,112,389	\$4,399,164
<i>Annual Change</i>		29.7%	-2.4%	5.6%	21.5%	-14.0%
Fare Revenue (Actual \$)	\$388,706	\$350,526	\$335,942	\$260,256	\$63,830	\$132,549
<i>Annual Change</i>		-9.8%	-4.2%	-22.5%	-75.5%	107.7%
Vehicle Service Hours (VSH)	26,904	27,340	26,727	25,283	26,816	26,746
<i>Annual Change</i>		1.6%	-2.2%	-5.4%	6.1%	-0.3%
Vehicle Service Miles (VSM)	380,354	378,284	376,506	387,056	409,132	405,822
<i>Annual Change</i>		-0.5%	-0.5%	2.8%	5.7%	-0.8%
Passengers	364,810	262,024	266,718	181,098	121,642	131,392
<i>Annual Change</i>		-28.2%	1.8%	-32.1%	-32.8%	8.0%
Employees	17	18	17	18	19	19
<i>Annual Change</i>		5.9%	-5.6%	5.9%	5.6%	0.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$116.92	\$149.26	\$149.03	\$166.41	\$190.65	\$164.48
<i>Annual Change</i>		27.7%	-0.2%	11.7%	14.6%	-13.7%
Operating Cost/Passenger (Actual \$)	\$8.62	\$15.57	\$14.93	\$23.23	\$42.03	\$33.48
<i>Annual Change</i>		80.6%	-4.1%	55.6%	80.9%	-20.3%
Passengers/VSH	13.56	9.58	9.98	7.16	4.54	4.91
<i>Annual Change</i>		-29.3%	4.1%	-28.2%	-36.7%	8.3%
Passengers/VSM	0.96	0.69	0.71	0.47	0.30	0.32
<i>Annual Change</i>		-27.8%	2.3%	-34.0%	-36.5%	8.9%
Farebox Recovery	12.4%	8.6%	8.4%	6.2%	1.2%	3.0%
<i>Annual Change</i>		-30.5%	-1.8%	-26.7%	-79.8%	141.3%
Hours/Employee	1,582.6	1,518.9	1,572.2	1,404.6	1,411.4	1,407.7
<i>Annual Change</i>		-4.0%	3.5%	-10.7%	0.5%	-0.3%
TDA Non-Required Indicators						
Operating Cost/VSM	\$8.27	\$10.79	\$10.58	\$10.87	\$12.50	\$10.84
<i>Annual Change</i>		30.4%	-1.9%	2.7%	15.0%	-13.2%
VSM/VSH	14.14	13.84	14.09	15.31	15.26	15.17
<i>Annual Change</i>		-2.1%	1.8%	8.7%	-0.3%	-0.5%
Fare/Passenger	\$1.07	\$1.34	\$1.26	\$1.44	\$0.52	\$1.01
<i>Annual Change</i>		25.6%	-5.8%	14.1%	-63.5%	92.2%

Sources: FY 2016/17 – FY 2018/19 data from prior audit. FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.13 Fixed-Route Ridership

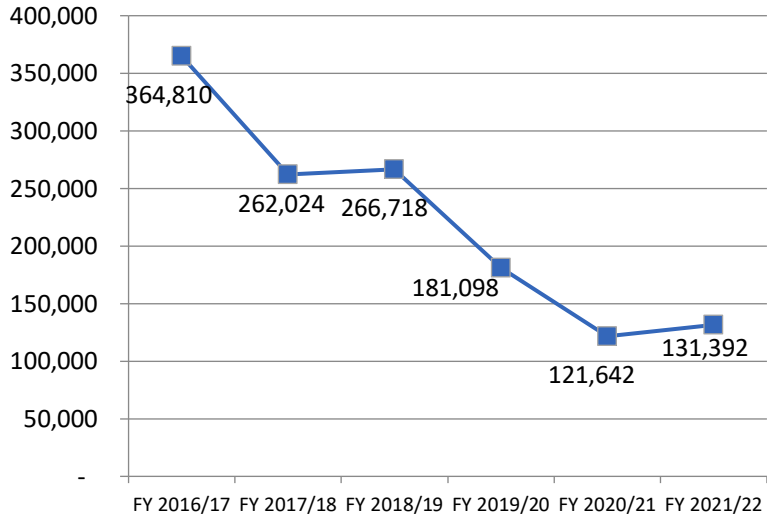


Exhibit 6.14 Fixed-Route Operating Cost/VSH

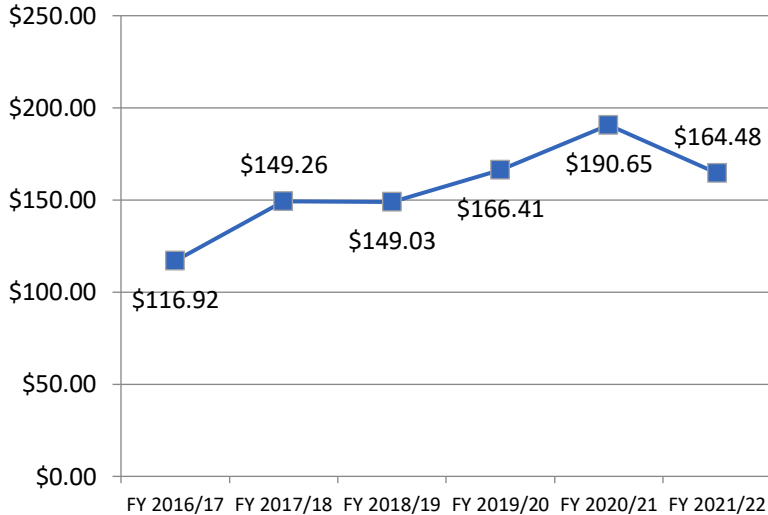


Exhibit 6.15 Fixed-Route Operating Cost/VSM

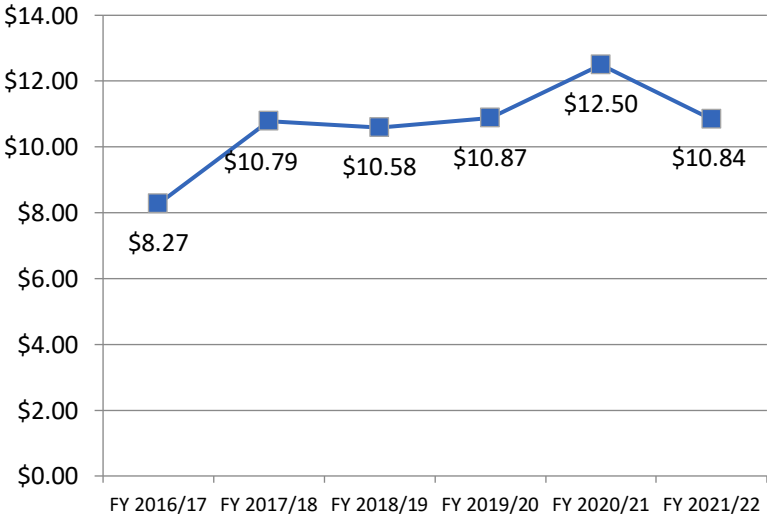


Exhibit 6.16 Fixed-Route VSM/VSH

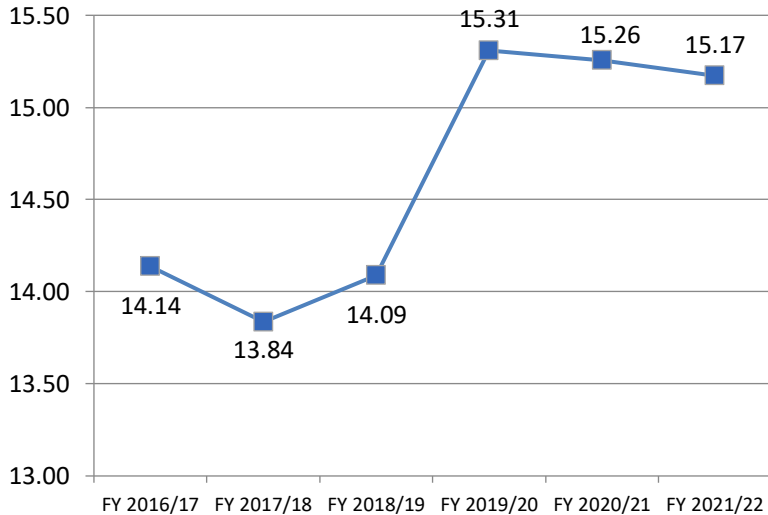


Exhibit 6.17 Fixed-Route Operating Cost/Passenger

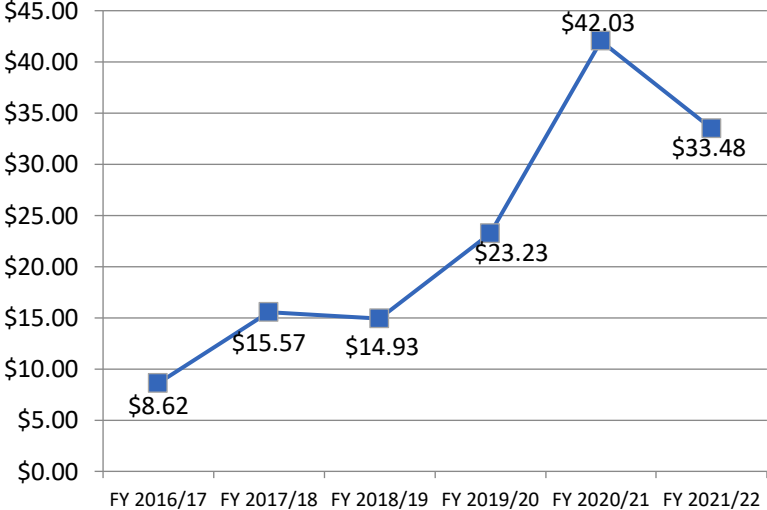


Exhibit 6.18 Fixed-Route Passengers/VSH

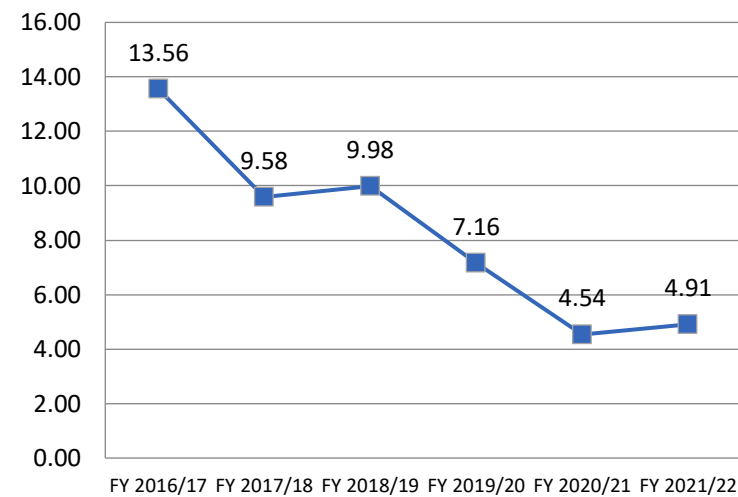


Exhibit 6.19 Fixed-Route Passengers/VSM

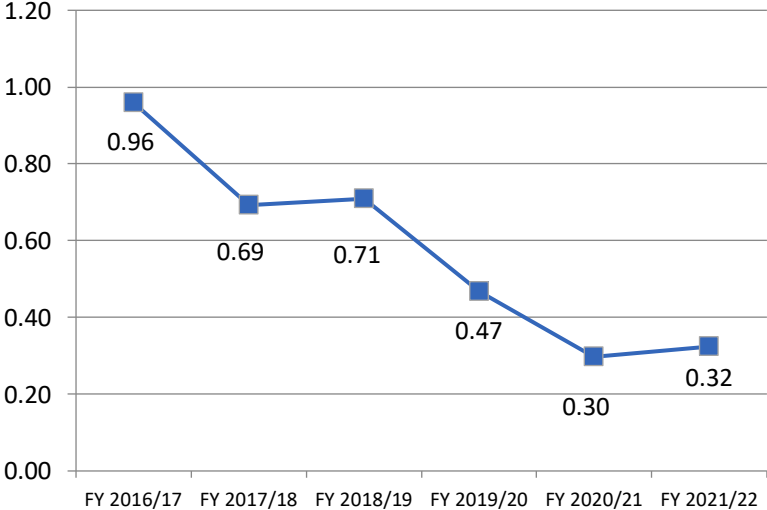


Exhibit 6.20 Fixed-Route VSH/FTE

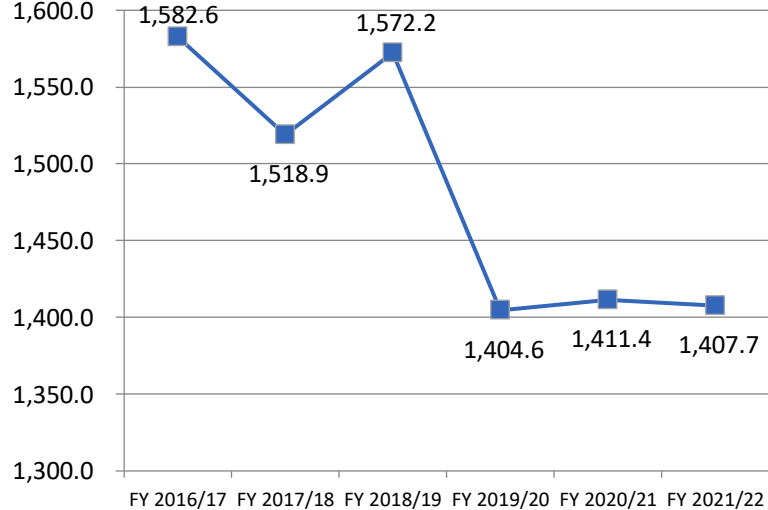


Exhibit 6.21 Fixed-Route Farebox Recovery

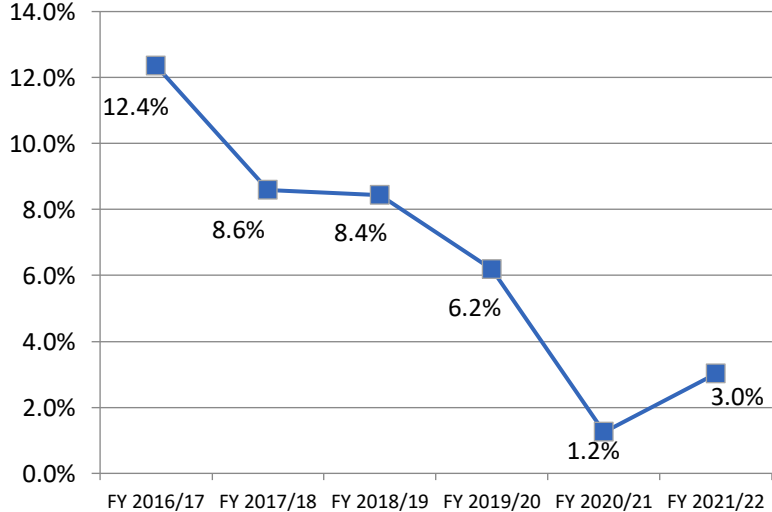
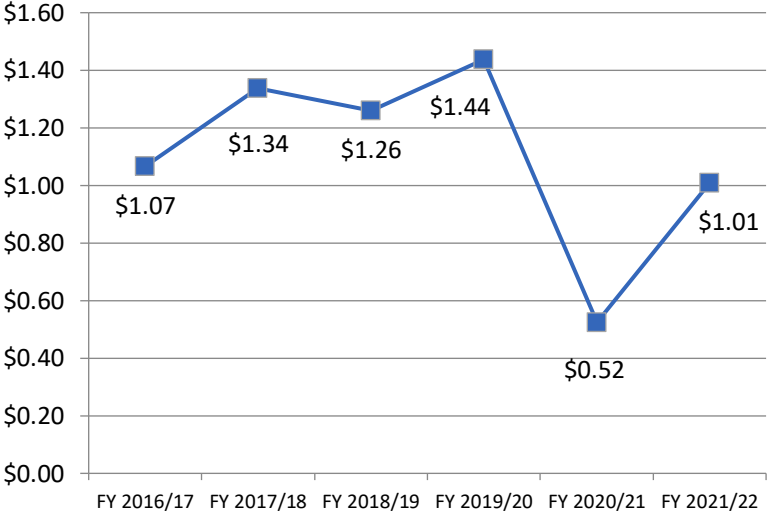


Exhibit 6.22 Fixed-Route Fare/Passenger



Demand-Response Performance Trends

Demand-response operating cost experienced a net 25.6 percent decrease during the audit period, and a net 38.7 percent decrease across the last six years. Fare revenue steadily decreased during the six-year period, with the greatest decline occurring in FY 2020/21. This resulted in a net 38.8 percent decrease during the audit period and a net 68.6 percent decrease over six years.

Vehicle service hours (VSH) decreased each year of the six-year period with the exception of FY 2021/22. This resulted in a net 40.9 percent decrease during the audit period and a net 64.9 percent decrease during the six-year period. Vehicle service miles (VSM) experienced the same pattern. This resulted in a net 13.8 percent decrease during the audit period and a net 59.5 percent decrease during the six-year period. Ridership declined during five years of the six-year period, though the most significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic before increasing significantly in FY 2021/22. This led to a 7.4 percent net increase during the audit period, but a 30.7 percent net decrease across the six-year period. *(Note: Ridership reported to the State Controller included ECTA trips.)*

Cost-related metrics were mixed, with operating cost per VSH increasing 25.9 percent and operating cost per passenger decreasing 30.7 percent during the audit period. Passenger-related metrics rose during the audit period, with passengers per VSH increasing by 81.7 percent and passengers per VSM increasing by 24.6 percent.

Exhibit 6.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$3,731,892	\$3,632,061	\$3,587,308	\$3,076,034	\$2,161,238	\$2,289,336
<i>Annual Change</i>		-2.7%	-1.2%	-14.3%	-29.7%	5.9%
Fare Revenue (Actual \$)	\$152,892	\$118,377	\$124,459	\$78,470	\$8,958	\$48,036
<i>Annual Change</i>		-22.6%	5.1%	-37.0%	-88.6%	436.2%
Vehicle Service Hours (VSH)	22,258	21,912	17,226	13,205	5,790	7,807
<i>Annual Change</i>		-1.6%	-21.4%	-23.3%	-56.2%	34.8%
Vehicle Service Miles (VSM)	258,662	259,102	159,508	121,557	71,397	104,842
<i>Annual Change</i>		0.2%	-38.4%	-23.8%	-41.3%	46.8%
Passengers	51,805	50,409	50,134	33,407	22,934	35,893
<i>Annual Change</i>		-2.7%	-0.5%	-33.4%	-31.3%	56.5%
Employees	24	22	22	21	18	14
<i>Annual Change</i>		-8.3%	0.0%	-4.5%	-14.3%	-22.2%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$167.67	\$165.76	\$208.25	\$232.94	\$373.27	\$293.24
<i>Annual Change</i>		-1.1%	25.6%	11.9%	60.2%	-21.4%
Operating Cost/Passenger (Actual \$)	\$72.04	\$72.05	\$71.55	\$92.08	\$94.24	\$63.78
<i>Annual Change</i>		0.0%	-0.7%	28.7%	2.3%	-32.3%
Passengers/VSH	2.33	2.30	2.91	2.53	3.96	4.60
<i>Annual Change</i>		-1.2%	26.5%	-13.1%	56.6%	16.1%
Passengers/VSM	0.20	0.19	0.31	0.27	0.32	0.34
<i>Annual Change</i>		-2.9%	61.6%	-12.6%	16.9%	6.6%
Farebox Recovery	4.1%	3.3%	3.5%	2.6%	0.4%	2.1%
<i>Annual Change</i>		-20.4%	6.4%	-26.5%	-83.8%	406.2%
Hours/Employee	927.4	996.0	783.0	628.8	321.7	557.6
<i>Annual Change</i>		7.4%	-21.4%	-19.7%	-48.8%	73.4%
TDA Non-Required Indicators						
Operating Cost/VSM	\$14.43	\$14.02	\$22.49	\$25.31	\$30.27	\$21.84
<i>Annual Change</i>		-2.8%	60.4%	12.5%	19.6%	-27.9%
VSM/VSH	11.62	11.82	9.26	9.21	12.33	13.43
<i>Annual Change</i>		1.8%	-21.7%	-0.6%	34.0%	8.9%
Fare/Passenger	\$2.95	\$2.35	\$2.48	\$2.35	\$0.39	\$1.34
<i>Annual Change</i>		-20.4%	5.7%	-5.4%	-83.4%	242.6%

Sources: FY 2016/17 – FY 2018/19 data from prior audit. FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.24 Demand-Response Ridership

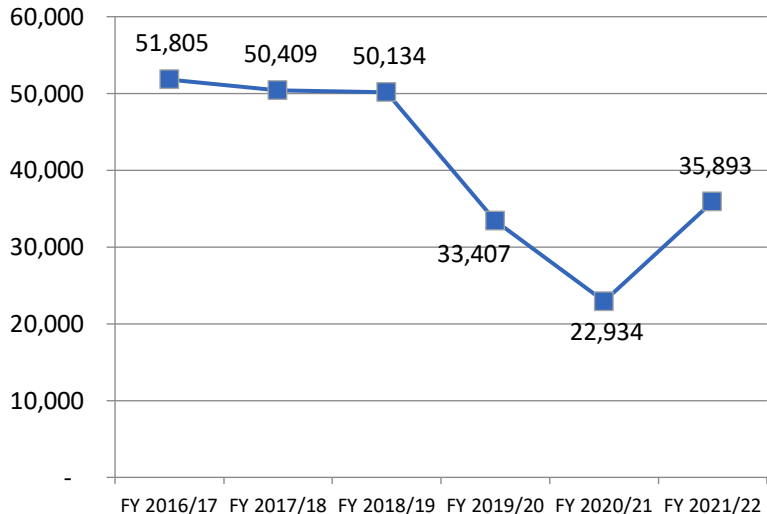


Exhibit 6.25 Demand-Response Operating Cost/VSH

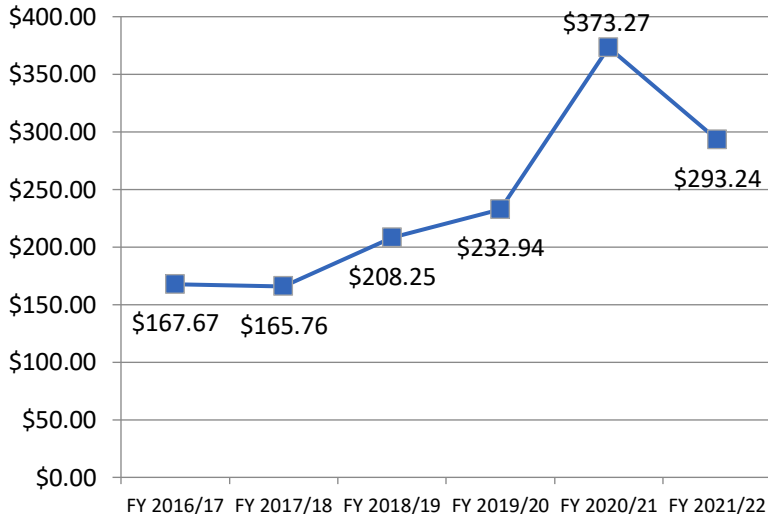


Exhibit 6.26 Demand-Response Operating Cost/VSM

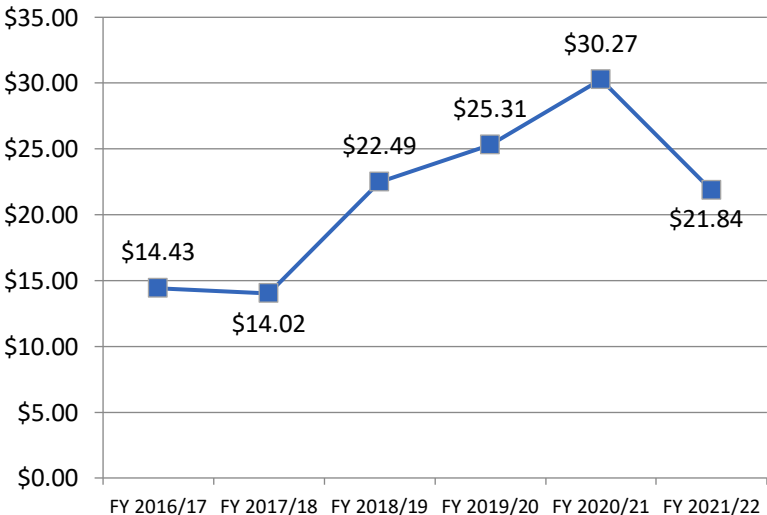


Exhibit 6.27 Demand-Response VSM/VSH

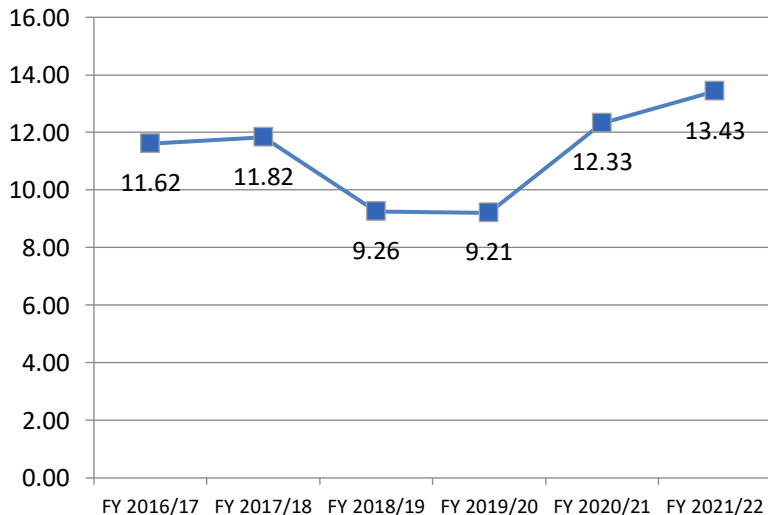


Exhibit 6.28 Demand-Response Operating Cost/Passenger

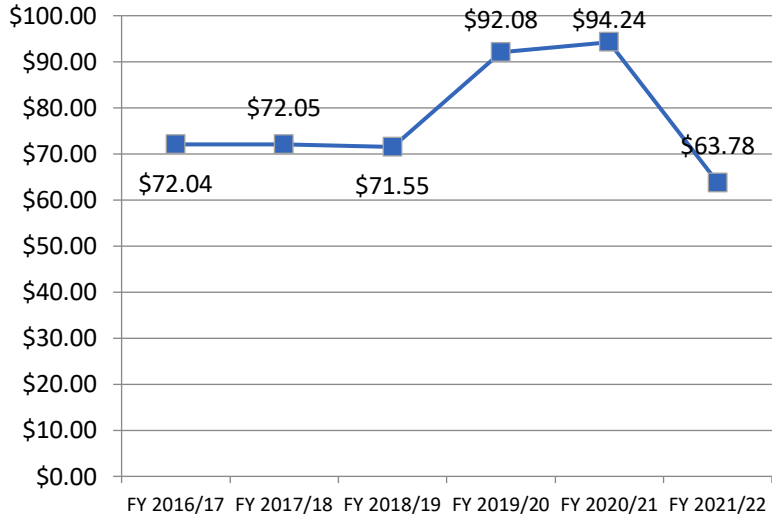


Exhibit 6.29 Demand-Response Passengers/VSH

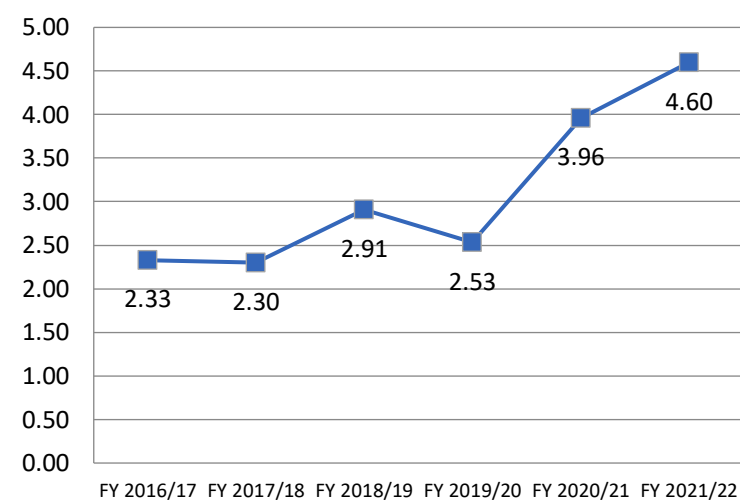


Exhibit 6.30 Demand-Response Passengers/VSM

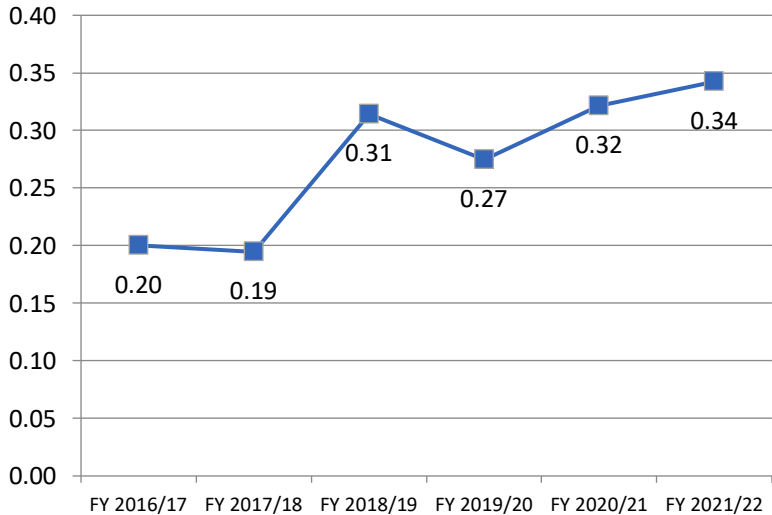


Exhibit 6.31 Demand-Response VSH/FTE

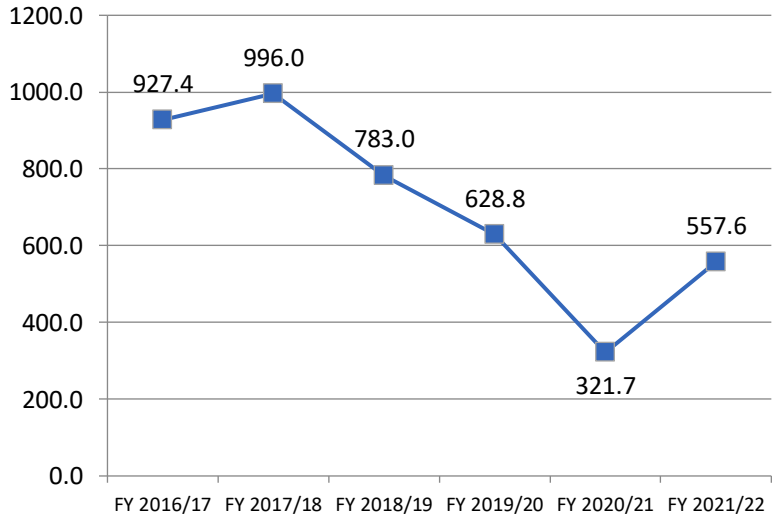


Exhibit 6.32 Demand-Response Farebox Recovery

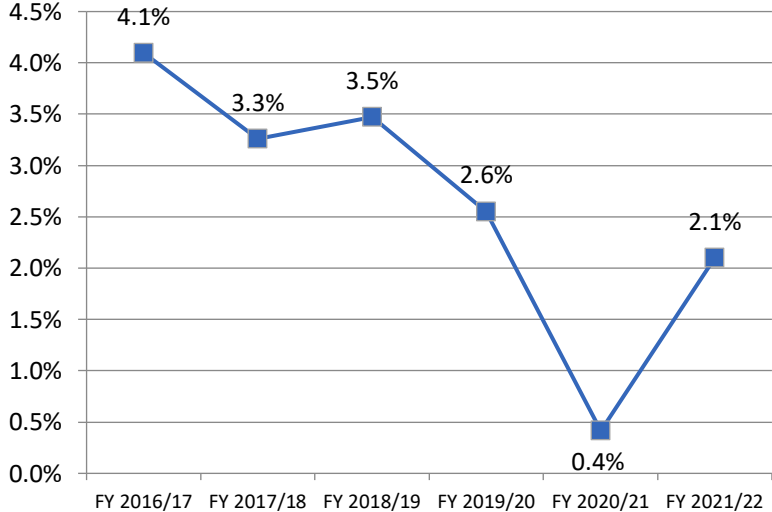
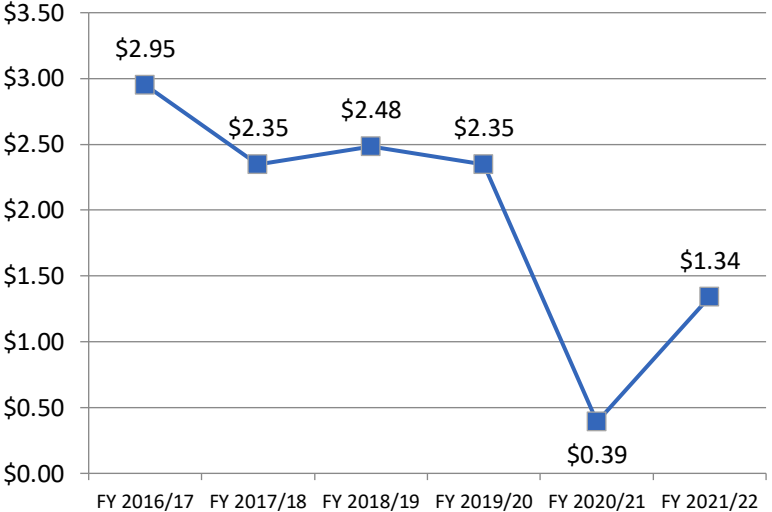


Exhibit 6.33 Demand-Response Fare/Passenger



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Chapter 7 | Functional Review

A functional review of Simi Valley Transit’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by Simi Valley Transit through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

The City of Simi Valley, located in eastern Ventura County, provides public transit service consisting of three fixed routes and an ADA/senior Dial-A-Ride service within Simi Valley. Route 10 also serves Moorpark College and the Chatsworth Metrolink Station. The service operates Monday through Saturday (excluding designated holidays). Hours of operation are 5:00 a.m. to 8:00 p.m.

The City’s Dial-A-Ride is a shared-ride, curb-to-curb service for ADA-certified individuals as well as seniors age 65 and above. Prospective riders must complete a Dial-A-Ride application in order to be eligible for the service.

The current fare structure for fixed-route service is shown in Exhibit 7.1, while Exhibit 7.2 details the Dial-A-ride fare structure. Upon request, the City also provides transfers to Ventura County Transportation Commission’s Intercity Bus. College students and youth, age 18 and under, ride any public transit bus in Ventura County free for during the 2022/2023 and 2023/2024 school year. Students must show their school ID.

Passes may be purchased at City Hall and most middle and senior high schools. Riders may also purchase trips and passes using the City’s mobile ticketing app, Token Transit, as well as use stored value and passes on the VCbuspass through the county-wide ticketing app, Umo. Using stored value from the VCbuspass also provides a discount of 10 percent per ride.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Base Price	VCbuspass stored value	VCbuspass 31-day pass Zone 1
Full Fare			
Single trip	\$1.50		N/A
Youth (up to age 18)	Free	N/A	N/A
College students	Free	N/A	N/A
Unlimited Day Pass	\$5.00	N/A	N/A
Unlimited Monthly Pass	\$50.00	N/A	\$50.00
Reduced Fare			
Single trip	\$0.75		N/A
Unlimited Day Pass	\$2.50	N/A	N/A
Unlimited Monthly Pass	\$25.00	N/A	\$25.00

Exhibit 7.2 Demand-Response Fare Structure

Fare Category	Price
Single trip (one-way)	\$2.00
Personal Care Attendant (PCA) (w/ ADA-certified rider)	Free
10-ride book of passes	\$20.00
Out-of-area service (one-way) (ECTA)	\$6.00

Recent service and fare changes

In early 2020, the City began implementing recommendations from its 2019 Short Range Transit Plan. This included the launch of Token Transit in February and a complete revisioning of the route network beginning March 2, replacing Route C with Route 10 and Routes A, B, and D with Routes 20 and 30. The new system offered 30-minute service between 6:00 a.m. and 6:00 p.m., and 60-minute service until 8:00 p.m., Monday through Saturday. It also established a temporary transit center at Avenida Simi and Tapo Canyon Blvd. and recommended the introduction of an app-based electronic fare media. The new routes were in place a very short time before the onset of the COVID-19 pandemic, which impacted the City's ability to gauge the effectiveness of the changes.

The City Manager is interested in possible micro-transit service; however, the City would need additional operators to run the service.

Response to COVID-19 pandemic

In response to the pandemic, Simi Valley Transit required masks onboard, employed rear-door boarding, and enhanced cleaning practices. Staffing was the greatest challenge during the COVID-19 pandemic. Operators were short staffed, resulting in no back-up. The City struggled to get the service out, and had to call on supervisors to cover several routes, as the City does not have an extra board. Fares were suspended beginning April 10, 2020 and were reintroduced on September 1, 2021. There has been a significant recovery noted since October 2022.

Simi Valley Transit has begun attending in-person events again to get the word out about transit. Staff are definitely seeing positive trends, although the program remains short-staffed.

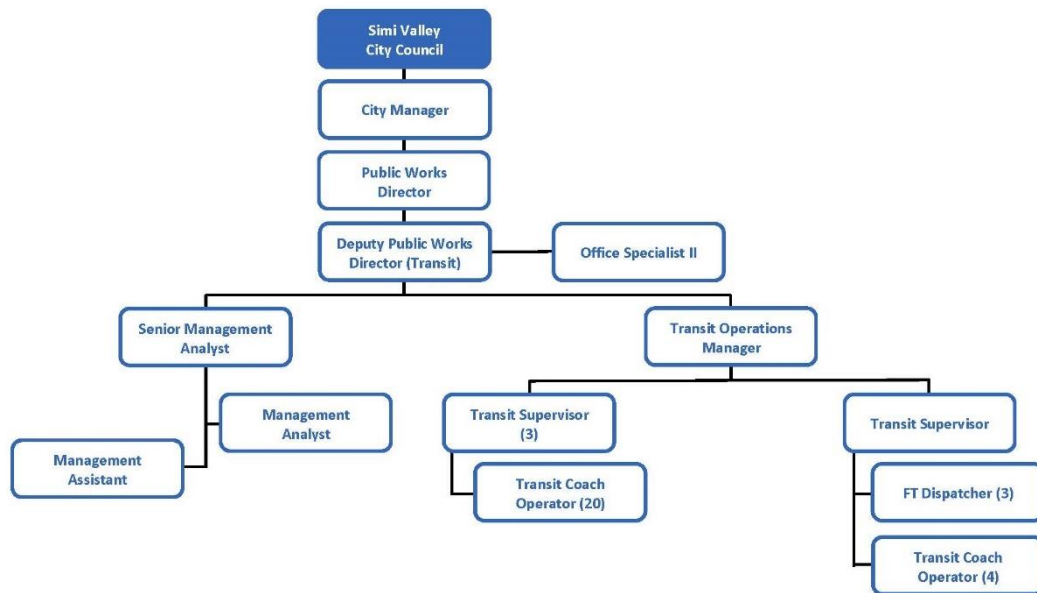
General Management and Organization

The Simi Valley City Council is the governing body for the City’s transit program. The City Council meets at 6:30 p.m. on Monday at city hall (2929 Tapo Canyon Road) typically twice monthly.

The City’s transit system is a division of the City of Simi Valley’s Community Services Department. The Transit Division occupies the Transit Maintenance Facility (490 West Los Angeles Avenue). The division is managed by the Deputy Public Works Director (Transit), supported by a Senior Management Analyst, Management Analyst, Management Assistant, and Transit Operations Manager. The Transit Operations Manager is supported by four Transit Supervisors who oversee drivers, dispatchers, and Transit Operations Assistants. Fleet maintenance lies under the Deputy Public Works Director (Maintenance Services).

The City’s Transit organizational chart is included as Exhibit 7.3.

Exhibit 7.3 Organizational Chart



With the exception of transit operators, the program is organized effectively and staffed appropriately. A newly created Management Analyst position was filled approximately six months prior to the site visit, which has been helpful.

The City’s Transit Supervisors monitor performance measures on a daily basis. Fixed-route metrics include ridership, farebox, and on-time performance. DAR metrics include trip denials, productivity, missed trips/no-shows, and additional resources needed to meet demand. In-service evaluations of drivers/ride-alongs are conducted at least twice yearly.

City staff believes VCTC provides sufficient support and is a valuable resource. City staff participate in VCTC’s Transcom for transit operators, which fosters regional collaboration. The City is also a member of CalACT.

Service Planning

The last SRTP, completed in 2019, included development of a Transit mission statement, goals, and performance standards for the program. It also included recommendations for a transit management system, staff reductions, cost allocations, and technology, in addition to recommendations about routes. The SRTP also included an ADA/DAR service plan, which addressed recent performance for the City's local ADA/DAR program and ECTA CONNECT and included recommendations specific to the demand-response mode. Finally, the SRTP set forth a series of marketing objectives and strategies focusing on maximizing ridership on the revised system. While many elements of the SRTP were implemented in March 2020, it was difficult to evaluate their impact given the changes resulting from the COVID-19 pandemic. The City intends to update its SRTP in 2023.

During the 2019 SRTP, the City (through its consultant) conducted five facilitated focus groups, two open house sessions, interviews with 27 stakeholders, an onboard rider survey (490 completed questionnaires) two public workshops, and three meetings with transit drivers.

Simi Valley Transit has now returned to in-person events such as street fairs, health and wellness fairs, and the touch-a-truck event. A representative brings a vehicle, a driver, and a customer service representative to staff a booth and will participate at local schools.

At present, VCTC is finalizing its county-wide Transit Integration and Efficiency Study (TIES), which further examines opportunities for regional coordination and service integration. The TIES project, which was launched after it became apparent COVID would have a long-term impact on transit, has presented three separate alternatives: 1) better coordination between procurement, technology, and marketing; 2) consolidating some of the services; and 3) full consolidation of all transit operators.

Administration

The transit budget is handled by the Public Works Director and the Senior Management Analyst. Together they look at revenues, capital projects, etc. The draft budget then goes through the division, then a department meeting, the City manager, and then for approval by the City Council. Finance provides monthly YTD budgets reports to the City Council. Financial data is tracked using Munis software. Staff review grant projects and expenses every time they process an invoice.

Grants are handled by the Management Analyst and Accounting Assistant. Progress is reported quarterly in TrAMS. The City actively pursues discretionary grants.

The City's Risk Management department oversees insurance and risk management. Transit reports all accidents and injuries immediately, whether a claim is filed or not. The report is then sent to the City's risk management department. Transit provides supporting information, videos, etc. for any claims that are filed.

The City participates in the Drug and Alcohol Monitoring and Information System (DAMIS), which provides information about emerging trends in drug misuse, to enable quick action regarding employees who misuse drugs. The City also participates in the CalTIP self-insurance pool and utilizes self-funded workers' compensation insurance. Vehicles have onboard cameras for added security. Transit's role in the City's emergency plan is well-defined; the Deputy Public Works Director (Transit) serves as one of the emergency services leads and attends quarterly meetings with emergency response team.

While the transit service is operated in-house, several contracts are managed by the transit department. These include software contracts, reimbursement contracts (with VCTC and Metrolink), and the Simi Valley Unified School District (regarding fuel sales). Assigned project managers regularly monitor contract performance.

Payroll is processed through Executime, with Supervisor approval of time submittals. Direct deposit is offered, but participation is voluntary.

The City maintains a procurement manual, which is updated to reflect changes to regulations and other requirements. Each purchase order must go through the City's approval process. The City does utilize joint procurements, such as the CalACT bid for vehicles and a joint VCTC procurement for Syncromatics software.

The City does not have an internal audit function. The transit program is routinely subject to IRS, Proposition 1B, TDA, and FTA audits through contracted auditors.

Marketing and Public Information

The City utilizes multiple channels for marketing and public information, including media releases, websites, onboard notices, Rider Guides, and outreach to community partners. It is planning additional marketing activities in the next fiscal year, which will also include digital signage. Transit has been more present in the community since the pandemic, including launch of mobile ticketing. The City has worked with local schools and the Youth in Government committee to promote the countywide Youth Ride Free program. The City recently added seven new bus shelters which will feature advertisements for City activities. As the City procures new buses (CNG cutaways and fixed-route buses) in the next 18 months, it is considering new branding. The first zero-emission buses are expected to arrive in 2026.

Customer concerns/complaints are documented within TransTrack and escalated as necessary. Driver issues are routed to the driver's supervisor, with the operations manager and Deputy Public Works Director copied, and the driver is brought in for counseling. Complainants are contacted within 48 hours. Bilingual (English/Spanish) customer service is provided in-house.

Ridership is typically the key performance indicator with respect to marketing, as well as the frequency of complaints. Staff also review participation in events to evaluate what works and what does not. Public perception of Simi Valley Transit is generally positive.

Scheduling, Dispatch, and Operations

Simi Valley Transit is operated in-house. Service is currently staffed by 11 full-time employees and 12 part-time employees. To be fully staffed, there would need to be 11 full-time drivers and 16 to 17 part-time drivers. Employees are represented by SEIU Local #721. Drivers bid on schedules two times per year, with assignments based on seniority. Both full-time and part-time drivers receive the same licensing and certifications. Full-time drivers work fixed routes Monday through Friday, while part-time drivers are primarily assigned to part-time Dial-A-Ride shifts.

Absences, whether scheduled vacations or call-outs, utilize off-duty drivers whenever possible. Supervisors may also be assigned to cover a driver shift. Approval of time off requests is based on available manpower.

Vehicles are assigned after maintenance produces its daily hold list. Fixed-route vehicles are rotated through routes and drivers. Downed vehicles are communicated effectively on a daily basis via email. Mechanics can pull vehicles from service if they do not meet operability requirements.

The City uses GFI Genfare fareboxes, with which drivers manually enter the fare type when riders board. At the end of each shift, transit supervisors pull the secured fareboxes and Dial-A-Ride vaults from vehicles and place them in the secure cash room. The cash room features controlled access and is monitored by cameras. Two dispatchers count fare revenue. The money is then stored in the safe, which is only accessible by supervisors. An armored car picks up the money twice a week and delivers to the bank. Dial-A-Ride fares are reconciled against trip manifests. Bank deposits are monitored against unclassified fares. Fixed-route fare media is sold at city hall and the Transit Maintenance Facility (with an appointment). One-day passes are sold onboard the bus. Credit card payments are processed into the transit account. Mobile ticketing is offered through Token Transit and Umo. Token Transit has been working well for several years. Umo is the county-wide contactless app that is part of the VCbuspass program. It is still fairly new to Simi Valley Transit users.

Personnel Management and Training

As mentioned earlier, the City is not currently recruiting enough drivers to meet its needs. Drivers are recruited using a variety of methods, including CalOpps, TransitTalent, Simi Valley *Acorn*, Facebook, LinkedIn, and other websites. So far LinkedIn and TransitTalent have been the most effective. Simi Valley Transit is also interested in advertising at City events, including a job fair later this year.

Until recently, driver candidates had to already possess a Class B commercial driver's license with the proper endorsement. Given they were not getting any candidates, the City has revisited this requirement and is now advertising for recruits with a Class C license and a good driving record. Recruitment has increased since this change. Training new drivers through commercial licensing takes longer, typically between eight and ten weeks, although this could be as little as seven weeks.

One of the biggest motivators for employees is that the transit program is operated in-house. Employees are eligible for City pay and excellent benefits. Food is also a great motivator. Prior to COVID, Transit staff held potlucks, chili cookoffs, and other events. Late last fall they held a couple of barbecues and intend to continue these activities. The City is more limited in what they can give as incentives. They are looking at acknowledging driver birthdays and other celebrations, but want to be able to do so without the employees having to contribute.

The City also tries to engage in meaningful dialogue with its drivers. Formal communications are provided during performance evaluations, which have been the subject of positive comments from drivers. Before COVID, turnover was low; however, over the last year five part-time drivers went elsewhere due to better opportunities (Amazon and Waste Management are two competitors). Many of the full-time drivers have been with the City from 10 to 15 years.

Comprehensive training is capable of taking an inexperienced driver all the way through commercial licensing. Training typically takes eight to ten weeks to complete. It includes 40 hours in the classroom, 30 hours on the vehicle, 30 hours behind-the-wheel, and 10 hours cadetting for an experienced recruit. The City also conducts mandatory monthly safety meetings. Ongoing training exceeds state requirements.

Full-time drivers receive a full benefits package, including health insurance, dental and vision insurance, life insurance, retirement, health accounts, employee assistance program, tuition reimbursement, alternative work schedule, annual leave, and holidays. Part-time drivers receive prorated benefits. Drivers receive proportionate benefits based on hours worked. There is no threshold for receiving the benefit adjustment; anything above their full-time status is compensated. Benefits are detailed in the employee handbook.

Maintenance

The City's Transit Maintenance Facility (490 West Los Angeles Avenue) is a certified LEED-Gold building which realized a 25 percent energy savings following renovations in 2011. The City's renovations included a CNG fueling facility that enables the City to sell fuel to other fleet operators, including the City of Moorpark, Simi Valley Unified School District, and a local waste management company.

At present, one mechanic is dedicated to transit while another is approximately 60 percent transit. Others are shared between transit, police, and other public works vehicles. All time is logged and charged appropriately.

The City's preventive maintenance program includes monthly inspections, pre- and post-trip driver inspections, and servicing every 6,000 miles. This schedule complies with manufacturers' recommended schedules. Other issues are addressed based on need. Maintenance staff can reschedule preventive maintenance to optimize vehicle availability.

The Maintenance Facility and Garage are sufficient for the current transit fleet, including three bays, two lifts, and a pit. Specialized repairs such as engine/transmission overhauls, body work, and warranty work may be contracted out.

The facility features a parts room which is secure and accessible by all maintenance personnel. All parts are labeled and access is limited to the parts room. Parts are tracked via an Excel spreadsheet.

Maintenance schedules are repeatedly communicated to dispatch. Should an unsafe vehicle be identified, it is tagged out and marked on the fleet status board, and dispatch is notified. If there is any doubt to a vehicle's soundness, it is kept out of service.

The City's fleet is summarized in Exhibit 7.4.

Exhibit 7.4 Simi Valley Transit's Fleet

Year	Make/Model	Length	Capacity	Fuel type	Mode	Qty
2010	New Flyer	40'	37/2 WC	CNG	Fixed-route	2
2014	New Flyer	40'	40/2 WC	CNG	Fixed-route	3
2014	New Flyer	35'	32/2 WC	CNG	Fixed-route	3
2020	New Flyer	35'	32/2 WC	CNG	Fixed-route	3
2015	Chevrolet	28'	13/3 WC	CNG	ADA/DAR	12
2003	Dodge Caravan		7/0 WC	Gas	Supervisory	1
2000	Ford Crown Victoria		4/0 WC	Gas	Supervisory	1
2020	Ford Fusion		5/0 WC	Hybrid	Relief	5

Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds Simi Valley Transit to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with Simi Valley Transit staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City's driver shortage is impacting its ability to effectively operate its transit programs.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the City of Simi Valley's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Functional Finding 1: The City's driver shortage is impacting its ability to effectively operate its transit programs.

Criteria: The City requires approximately 11 full-time drivers and 16-17 part-time drivers to effectively staff its transit program.

Condition: At the time of the site visit, all full-time driver positions were filled, but only 12 of the part-time positions were filled. This primarily impacts the City's extra board, which is used to cover absences. The driver shortage also impacts drivers' ability to take time off, as off-duty drivers may be called in to cover shifts or time-off requests may not be approved. While the City may still be able to provide all of its transit services, existing drivers may be at risk of burning out due to the extra workload. The City has taken steps to increase recruitment, including eliminating the requirement that new recruits already possess a Class B commercial driver's license.

Cause: There are two primary causes of the current staffing shortage: Recovery from the COVID-19 pandemic, and the City's prior requirement that driver candidates must already possess a commercial driver's license.

Effect: As a result, it has been more difficult to recruit operations personnel.

Recommendation: Continue to recruit drivers to fill the open driver positions and ensure sufficient back-up coverage.

Recommended Action: The City should continue to work to recruit and train drivers to fill the open part-time positions to ensure adequate back-up coverage is available.

Timeline: Ongoing until positions are fully staffed.

Anticipated Cost: Modest; while open positions should already be budgeted, there may be additional costs for DMV testing and licensing that were not previously necessary.

Exhibit 8.1 Audit Recommendations

	Functional Recommendations	Importance	Timeline
1	Continue to recruit drivers to fill the open driver positions and ensure sufficient back-up coverage.	High	Until filled

Ventura County Transportation Commission

Valley



Express

Triennial Performance Audit, FY 2019/20 - FY 2021/22 Valley Express

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	3
Chapter 3 Program Compliance	7
Chapter 4 Prior Recommendations	11
Chapter 5 Data Reporting Analysis	13
Chapter 6 Performance Analysis	15
Chapter 7 Functional Review.....	33
Chapter 8 Findings and Recommendations	41

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Table of Exhibits

Exhibit 3.1 Transit Development Act Compliance Requirements	9
Exhibit 5.1 Data Reporting Comparison.....	14
Exhibit 6.1 System Performance Indicators	18
Exhibit 6.2 System Ridership	19
Exhibit 6.3 System Operating Cost/VSH	19
Exhibit 6.4 System Operating Cost/VSM.....	19
Exhibit 6.5 System VSM/VSH.....	19
Exhibit 6.6 System Operating Cost/Passenger	20
Exhibit 6.7 System Passengers/VSH	20
Exhibit 6.8 System Passengers/VSM.....	20
Exhibit 6.9 System VSH/FTE	20
Exhibit 6.10 System Farebox Recovery	21
Exhibit 6.11 System Fare/Passenger.....	21
Exhibit 6.12 Fixed-Route Performance Indicators.....	23
Exhibit 6.13 Fixed-Route Ridership.....	24
Exhibit 6.14 Fixed-Route Operating Cost/VSH	24
Exhibit 6.15 Fixed-Route Operating Cost/VSM	24
Exhibit 6.16 Fixed-Route VSM/VSH	24
Exhibit 6.17 Fixed-Route Operating Cost/Passenger.....	25
Exhibit 6.18 Fixed-Route Passengers/VSH	25
Exhibit 6.19 Fixed-Route Passengers/VSM	25
Exhibit 6.20 Fixed-Route VSH/FTE	25
Exhibit 6.21 Fixed-Route Farebox Recovery.....	26
Exhibit 6.22 Fixed-Route Fare/Passenger	26
Exhibit 6.23 Demand-Response Performance Indicators	28
Exhibit 6.24 Demand-Response Ridership.....	29
Exhibit 6.25 Demand-Response Operating Cost/VSH.....	29
Exhibit 6.26 Demand-Response Operating Cost/VSM.....	29
Exhibit 6.27 Demand-Response VSM/VSH.....	29
Exhibit 6.28 Demand-Response Operating Cost/Passenger	30
Exhibit 6.29 Demand-Response Passengers/VSH.....	30
Exhibit 6.30 Demand-Response Passengers/VSM.....	30
Exhibit 6.31 Demand-Response VSH/FTE	30
Exhibit 6.32 Demand-Response Farebox Recovery	31
Exhibit 6.33 Demand-Response Fare/Passenger.....	31
Exhibit 7.1 Fixed-Route Fare Structure	34
Exhibit 7.2 Demand-Response Fare Structure	34

Exhibit 7.3 Organizational Chart..... 35
Exhibit 7.4 Valley Express’ Transit Fleet 39

Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Valley Express as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the Valley Express public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The Valley Express fixed-route service includes four routes serving the cities of Fillmore and Santa Paula as well as the unincorporated community of Piru. Two additional school trippers operate during the school year. Service hours vary by route.

Dial-A-Ride service is available to the general public, with priority given to ADA-certified individuals and seniors (65+). General Public Dial-A-Ride service is available throughout Santa Paula, Fillmore, and the unincorporated areas that make up the Heritage Valley. Seniors and ADA Paratransit Dial-A-Ride service is available throughout Santa Paula, Fillmore, and Saticoy. Reservations for ADA paratransit riders and seniors (65+) can be made up to seven days in advance

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with Valley Express staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included no recommendations.

Findings and Recommendations

Based on discussions with Valley Express staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance or functional findings for Valley Express.

Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Valley Express' public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Valley Express as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of Valley Express included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Valley Express included thorough review of documents relevant to the scope of the audit, as well as information contained on the Valley Express website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the COVID-19 pandemic, the methodology for this audit included a virtual site visit with Valley Express representatives on February 13, 2023. The audit team met with Claire Grasty (Transit Director, VCTC), Matt Miller (Program Manager, Transit Services, VCTC), Erin Kenneally (Transit Specialist, VCTC), and Tom Conlon (General Manager, MV Transportation), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the Valley Express program’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. Valley Express considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with Valley Express staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for Valley Express.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: December 14, 2020 FY 2020/21: December 15, 2021 FY 2021/22: December 14, 2022
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: November 17, 2020 FY 2020/21: November 30, 2021 FY 2021/22: December 8, 2022
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	Satisfactory inspections dated: July 18, 2018 July 29, 2019 July 28, 2020 July 21, 2021
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	In compliance	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: -0.30% FY 2020/21: +3.57% FY 2021/22: +2.77% <i>Source: VCTC budgets FY 2019 – FY 2022</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	Not applicable	

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	In compliance	FY 2019/20: 11.67% FY 2020/21: 0.04% (waived) FY 2021/22: 10.00%
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	VCTC staff are eligible for CalPERS. Operations staff are employed by a third-party contractor.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	Not applicable	Valley Express does not receive STA funds.
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	Not applicable	Valley Express does not receive STA funds.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance Valley Express has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included no recommendations.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Valley Express both internally as well as to outside entities during the audit period.

Data items were reported consistently except as indicated below.

- **Operating cost:** Data reported in the TDA fiscal audit and to the State Controller were consistent with one another, but higher than that reported to the NTD. The difference is approximately \$100,000 each year.
- **Fare Revenue:** In FY 2019/20, fare revenues reported in the fiscal audit and to the State Controller were consistent, but significantly higher than that reported to the NTD. This is due to only passenger fares being reported to the NTD, but organization-paid fares and route guarantees being included in the other reports. In FY 2021/22, all documents appeared to report only passenger fares as fare revenue, but there was a variance of approximately 40 percent between the NTD report and the TDA fiscal audit.
- **Vehicle Service Hours (VSH):** In FY 2020/21 and FY 2021/22, data reported to the NTD and on the monthly performance reports were consistent, but higher than that reported to the State Controller. This is due to differences in demand-response hours.
- **Vehicle Service Miles (VSM):** In FY 2020/21, data reported to the NTD and State Controller were consistent, but lower than that reported in the monthly performance reports. This is due to a difference in demand-response hours, which were 7.4 percent higher in the monthly reports than in the external reporting. October 2019 appears to be an outlier, with an increase in revenue miles of more than 45 percent over the prior month, so it is possible an error in internal reporting may have been the cause of the discrepancy, especially if it was identified by VCTC prior to any of the external reporting but not reflected on the contractor's summary.
- **Full-Time Equivalent (FTE) Employees:** Based on the data provided by the contractor, the correct definition is being used to calculate FTE. However, it is not clear whether VCTC hours are being included in the State Controller Report. In addition, in FY 2019/20, it appears all employees were reported under both fixed-route and demand-response modes, resulting in a much higher system-wide total.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$1,679,394	\$1,511,657	\$1,688,165
<i>National Transit Database</i>	\$1,588,153	\$1,417,147	\$1,586,997
<i>State Controller Report</i>	\$1,679,394	\$1,511,657	\$1,688,165
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$189,112	\$0	\$40,535
<i>National Transit Database</i>	\$56,014	\$0	\$28,936
<i>State Controller Report</i>	\$189,112	\$0	\$29,200
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	21,730	18,685	19,571
<i>National Transit Database</i>	21,729	18,686	19,571
<i>State Controller Report</i>	21,730	17,077	18,892
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	268,774	225,339	218,590
<i>National Transit Database</i>	255,611	225,207	218,589
<i>State Controller Report</i>	255,611	225,339	218,590
Passengers			
<i>Monthly Performance Reports</i>	65,319	33,838	55,832
<i>National Transit Database</i>	65,319	33,638	55,832
<i>State Controller Report</i>	65,319	33,838	55,832
Full-Time Equivalent Employees			
<i>State Controller Report</i>	64	20	19
<i>Per TDA methodology</i>	23	20	22

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for Valley Express, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via National Transit Database (NTD) reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in Valley Express' audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via National Transit Database (NTD) reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts. NTD reports may not include all revenues cited as fare revenues within the State Controller Reports.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. Valley Express' calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. Valley Express' calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. Valley Express calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 0.5 percent increase during the audit period, and a 7.0 percent net increase across the last six years. Fare revenue significantly decreased during the six-year period, with most of the decline (100 percent) occurring in FY 2020/21 due to a free-fare period. This resulted in a net 84.6 percent decrease during the audit period.

Vehicle service hours (VSH) declined between FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 13.1 percent decrease during the audit period and a net 18.5 percent decrease during the six-year period. Vehicle service miles (VSM) steadily decreased during the last six years. This resulted in an overall net decrease of 14.5 percent during the audit period and 39.7 percent over the six-year period. Ridership declined during four years of the six-year period, though the most significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 14.5 percent net decrease during the audit period and a 42.9 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite decreases in operating cost during the audit period, cost-related metrics increased due to corresponding decreases in other performance

measures. Operating cost per passenger was impacted the most, given the 14.5 percent decrease in ridership during the audit period. Passenger-related metrics fell slightly during the audit period, with passengers per VSH decreasing by 1.7 percent and passengers per VSM remaining the same.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$1,577,117	\$1,688,129	\$1,634,190	\$1,679,394	\$1,511,657	\$1,688,165
<i>Annual Change</i>	0.2%	7.0%	-3.2%	2.8%	-10.0%	11.7%
Fare Revenue (Actual \$)	\$105,847	\$193,612	\$214,979	\$189,112	\$0	\$29,200
<i>Annual Change</i>	-7.6%	82.9%	11.0%	-12.0%	-100.0%	2919900.0%
Vehicle Service Hours (VSH)	23,193	21,732	21,916	21,730	17,077	18,892
<i>Annual Change</i>	-9.9%	-6.3%	0.8%	-0.8%	-21.4%	10.6%
Vehicle Service Miles (VSM)	362,402	312,816	274,931	255,611	225,339	218,590
<i>Annual Change</i>	19.1%	-13.7%	-12.1%	-7.0%	-11.8%	-3.0%
Passengers	97,812	83,391	89,296	65,319	33,838	55,832
<i>Annual Change</i>	-23.9%	-14.7%	7.1%	-26.9%	-48.2%	65.0%
Employees	68	68	64	64	20	19
<i>Annual Change</i>	0.0%	0.0%	-5.9%	0.0%	-68.8%	-5.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$68.00	\$77.68	\$74.57	\$77.28	\$88.52	\$89.36
<i>Annual Change</i>		14.2%	-4.0%	3.6%	14.5%	0.9%
Operating Cost/Passenger (Actual \$)	\$16.12	\$20.24	\$18.30	\$25.71	\$44.67	\$30.24
<i>Annual Change</i>		25.5%	-9.6%	40.5%	73.8%	-32.3%
Passengers/VSH	4.22	3.84	4.07	3.01	1.98	2.96
<i>Annual Change</i>		-9.0%	6.2%	-26.2%	-34.1%	49.1%
Passengers/VSM	0.27	0.27	0.32	0.26	0.15	0.26
<i>Annual Change</i>		-1.2%	21.8%	-21.3%	-41.2%	70.1%
Farebox Recovery	6.7%	11.5%	13.2%	11.3%	0.0%	1.7%
<i>Annual Change</i>		70.9%	14.7%	-14.4%	-100.0%	17196.9%
Hours/Employee	341.1	319.6	342.4	339.5	853.9	994.3
<i>Annual Change</i>		-6.3%	7.1%	-0.8%	151.5%	16.5%
TDA Non-Required Indicators						
Operating Cost/VSM	\$4.35	\$5.40	\$5.94	\$6.57	\$6.71	\$7.72
<i>Annual Change</i>		24.0%	10.1%	10.5%	2.1%	15.1%
VSM/VSH	15.63	14.39	12.54	11.76	13.20	11.57
<i>Annual Change</i>		-7.9%	-12.8%	-6.2%	12.2%	-12.3%
Fare/Passenger	\$1.08	\$2.32	\$2.41	\$2.90	\$0.00	\$0.52
<i>Annual Change</i>		114.5%	3.7%	20.3%	-100.0%	5130.0%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.

FY 2019/20 – FY 2021/22 data from State Controller Reports.

FY 2019/20 – FY 2021/22 financial data from NTD reports.

Exhibit 6.2 System Ridership

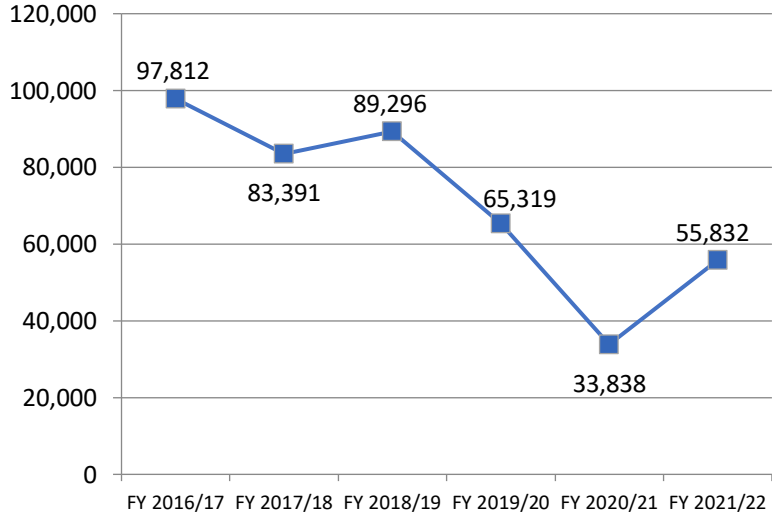


Exhibit 6.3 System Operating Cost/VSH

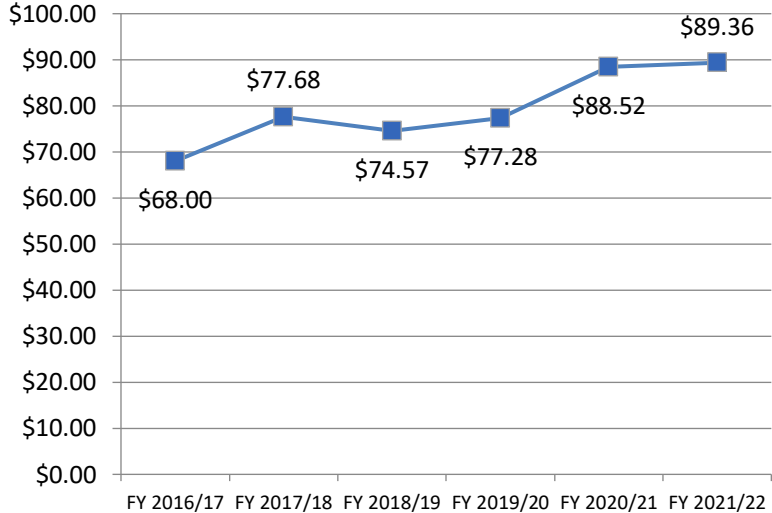


Exhibit 6.4 System Operating Cost/VSM

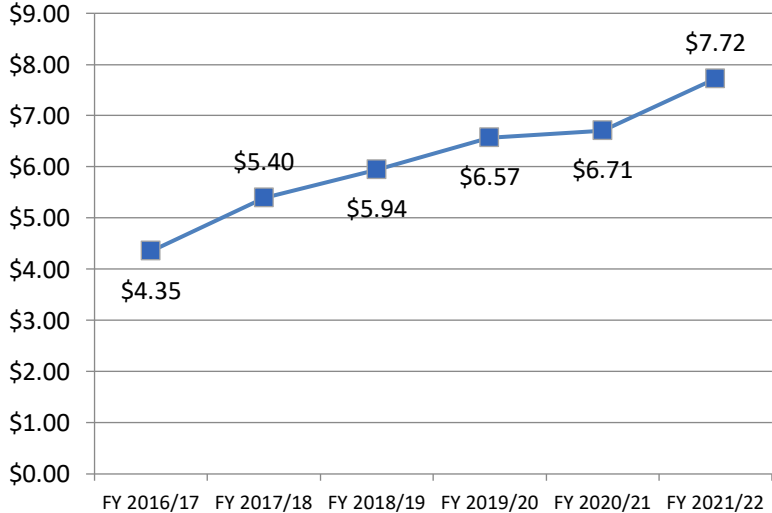


Exhibit 6.5 System VSM/VSH

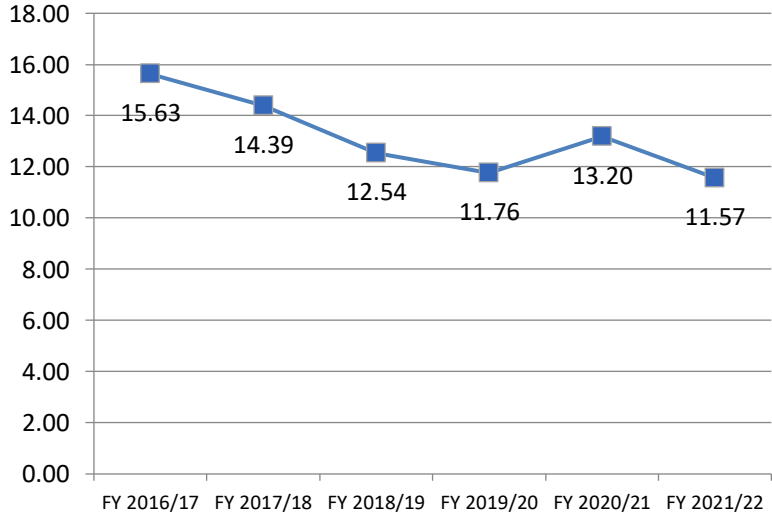


Exhibit 6.6 System Operating Cost/Passenger

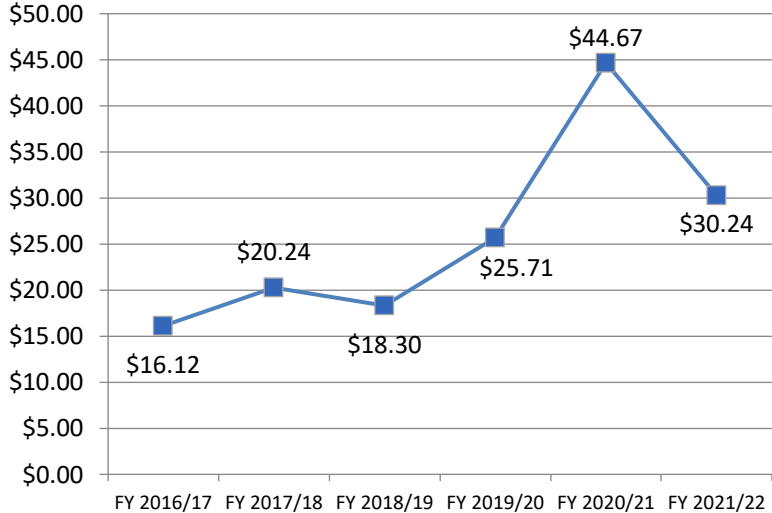


Exhibit 6.7 System Passengers/VSH

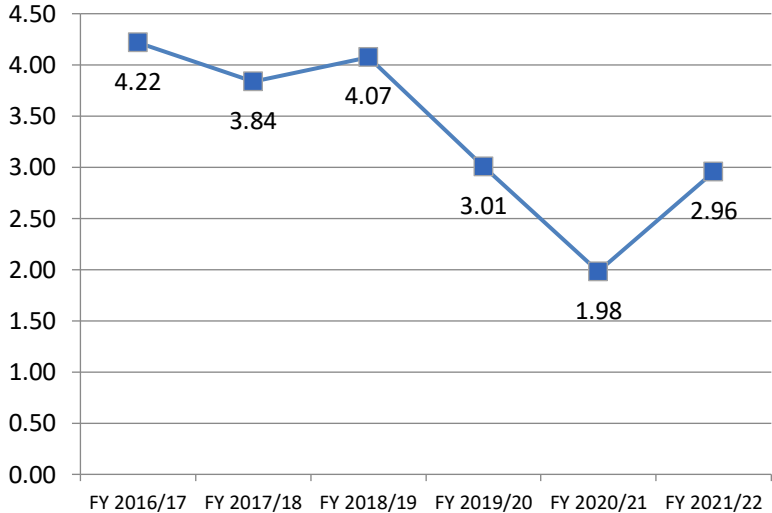


Exhibit 6.8 System Passengers/VSM

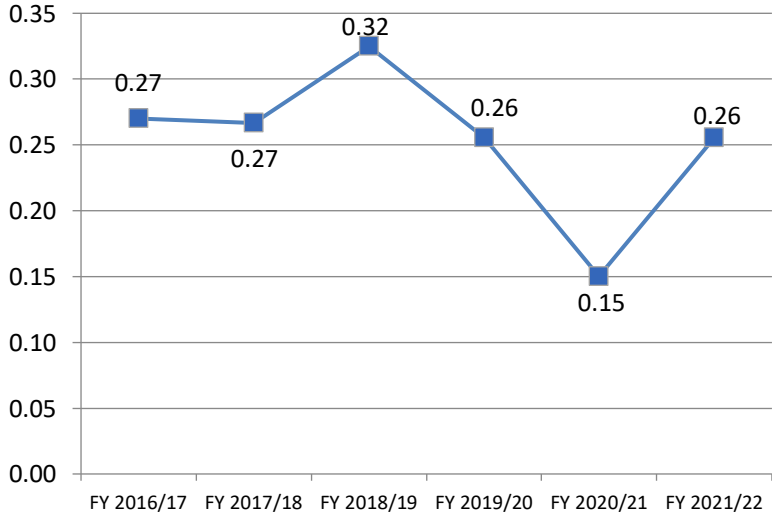


Exhibit 6.9 System VSH/FTE

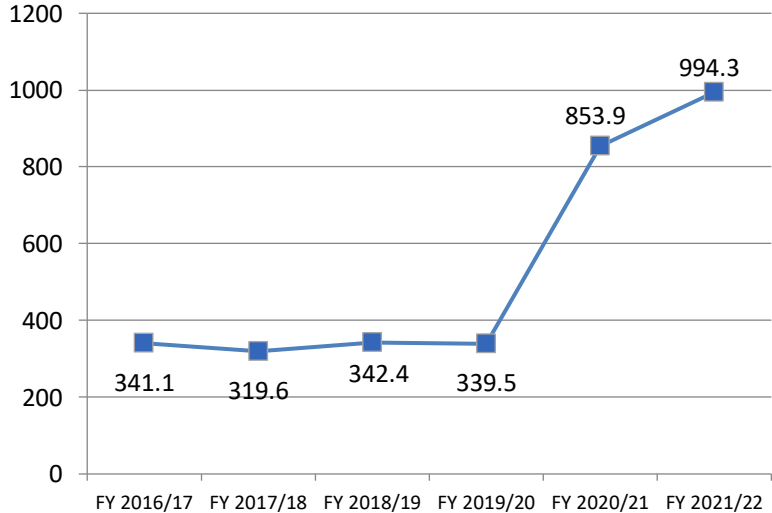


Exhibit 6.10 System Farebox Recovery

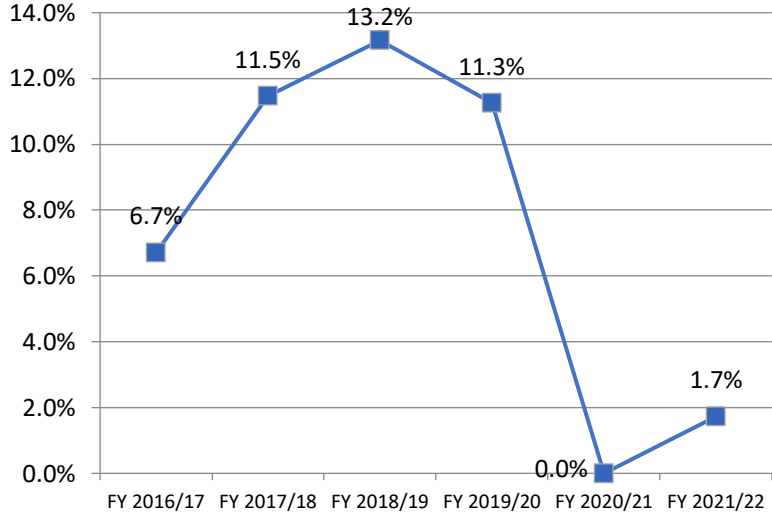
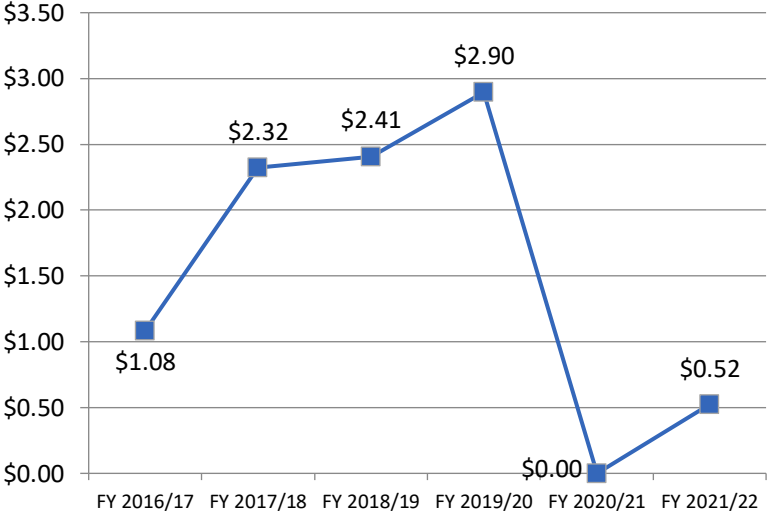


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route service increased operating costs during the audit period, but experienced a 27.6 percent net decrease over the six-year period. Fare revenue declined every year during the six-year period. This resulted in a net 40.1 percent net decrease during the audit period, and a 74.8 percent net decrease over the six-year period.

Fixed-route vehicle service hours decreased through FY 2020/21. This resulted in a net 46.3 percent decrease across the six-year period but a net 1.8 percent increase during the audit period. Vehicle service miles decreased through FY 2019/20, decreasing 38.8 percent during the six-year period and a net 48.5 percent during the audit period. Ridership fluctuated throughout the six-year period with the most significant decrease occurring in FY 2020/21 (49.6 percent). Ultimately ridership experienced a net increase of 1.3 percent during the audit period.

Operating cost per vehicle service hour and operating cost per passenger increased during the audit period, with operating cost per passenger exhibiting the greatest change (10.9 percent). Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 0.5 percent and 31.8 percent respectively.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$700,589	\$438,685	\$424,792	\$451,806	\$439,518	\$507,345
<i>Annual Change</i>	-17.5%	-37.4%	-3.2%	6.4%	-2.7%	15.4%
Fare Revenue (Actual \$)	\$61,599	\$40,767	\$38,692	\$25,925	\$0	\$15,523
<i>Annual Change</i>	-8.3%	-33.8%	-5.1%	-33.0%	-100.0%	1552200.0%
Vehicle Service Hours (VSH)	12,012	7,030	6,480	6,333	5,448	6,449
<i>Annual Change</i>	-11.9%	-41.5%	-7.8%	-2.3%	-14.0%	18.4%
Vehicle Service Miles (VSM)	190,221	101,189	79,049	78,457	112,231	116,476
<i>Annual Change</i>	14.5%	-46.8%	-21.9%	-0.7%	43.0%	3.8%
Passengers	72,999	50,315	52,540	37,884	19,094	38,373
<i>Annual Change</i>	-24.7%	-31.1%	4.4%	-27.9%	-49.6%	101.0%
Employees	34	34	32	32	6	6
<i>Annual Change</i>	0.0%	0.0%	-5.9%	0.0%	-81.3%	0.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$58.32	\$62.40	\$65.55	\$71.34	\$80.68	\$78.67
<i>Annual Change</i>		7.0%	5.1%	8.8%	13.1%	-2.5%
Operating Cost/Passenger (Actual \$)	\$9.60	\$8.72	\$8.09	\$11.93	\$23.02	\$13.22
<i>Annual Change</i>		-9.2%	-7.3%	47.5%	93.0%	-42.6%
Passengers/VSH	6.08	7.16	8.11	5.98	3.50	5.95
<i>Annual Change</i>		17.8%	13.3%	-26.2%	-41.4%	69.8%
Passengers/VSM	0.38	0.50	0.66	0.48	0.17	0.33
<i>Annual Change</i>		29.6%	33.7%	-27.4%	-64.8%	93.6%
Farebox Recovery	8.8%	9.3%	9.1%	5.7%	0.0%	3.1%
<i>Annual Change</i>		5.7%	-2.0%	-37.0%	-100.0%	30496.5%
Hours/Employee	353.3	206.8	202.5	197.9	908.0	1074.8
<i>Annual Change</i>		-41.5%	-2.1%	-2.3%	358.8%	18.4%
TDA Non-Required Indicators						
Operating Cost/VSM	\$3.68	\$4.34	\$5.37	\$5.76	\$3.92	\$4.36
<i>Annual Change</i>		17.7%	24.0%	7.2%	-32.0%	11.2%
VSM/VSH	15.84	14.39	12.20	12.39	20.60	18.06
<i>Annual Change</i>		-9.1%	-15.2%	1.6%	66.3%	-12.3%
Fare/Passenger	\$0.84	\$0.81	\$0.74	\$0.68	\$0.00	\$0.40
<i>Annual Change</i>		-4.0%	-9.1%	-7.1%	-100.0%	40352.9%

Exhibit 6.13 Fixed-Route Ridership

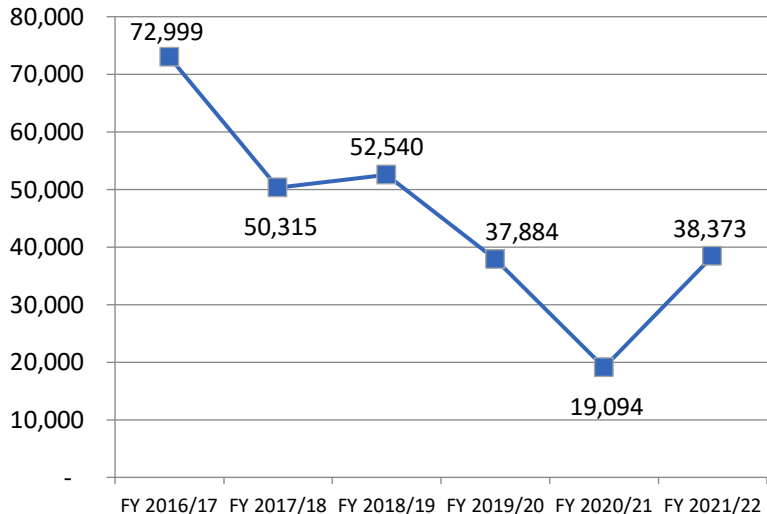


Exhibit 6.14 Fixed-Route Operating Cost/VSH

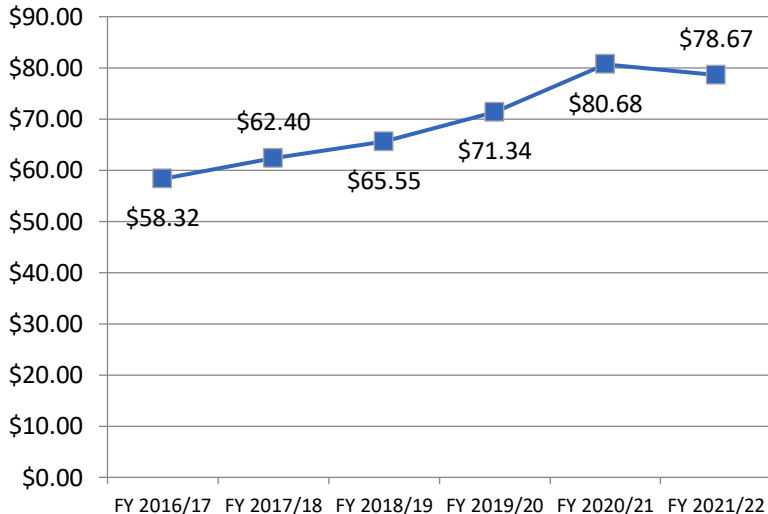


Exhibit 6.15 Fixed-Route Operating Cost/VSM

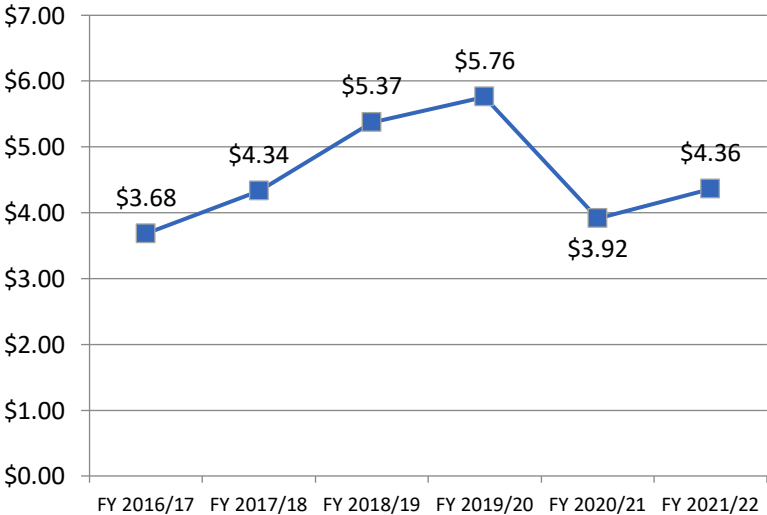


Exhibit 6.16 Fixed-Route VSM/VSH

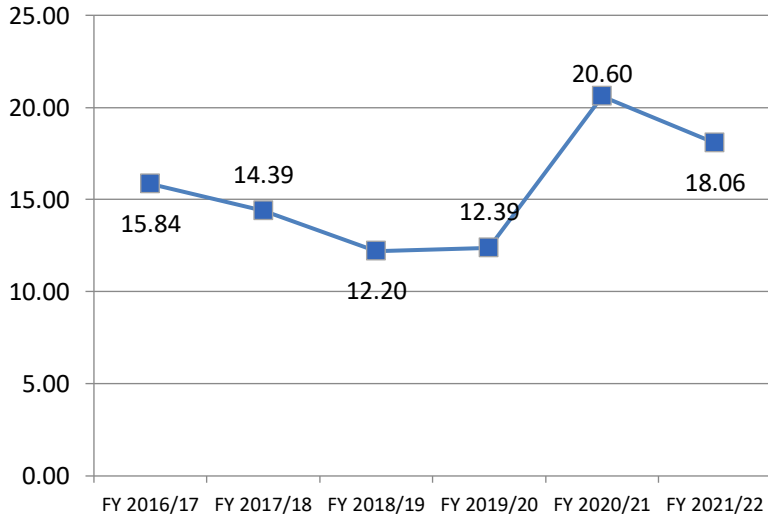


Exhibit 6.17 Fixed-Route Operating Cost/Passenger

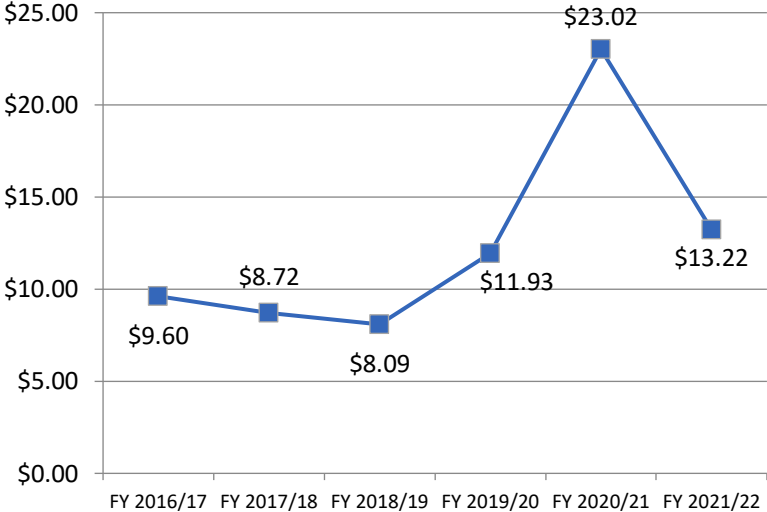


Exhibit 6.18 Fixed-Route Passengers/VSH

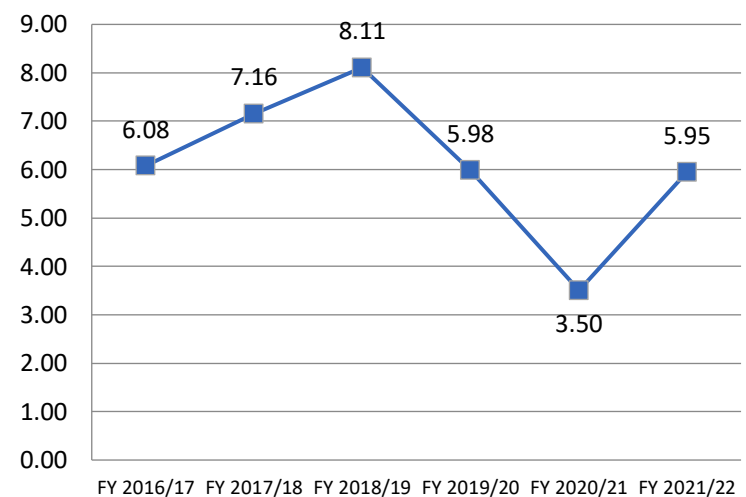


Exhibit 6.19 Fixed-Route Passengers/VSM

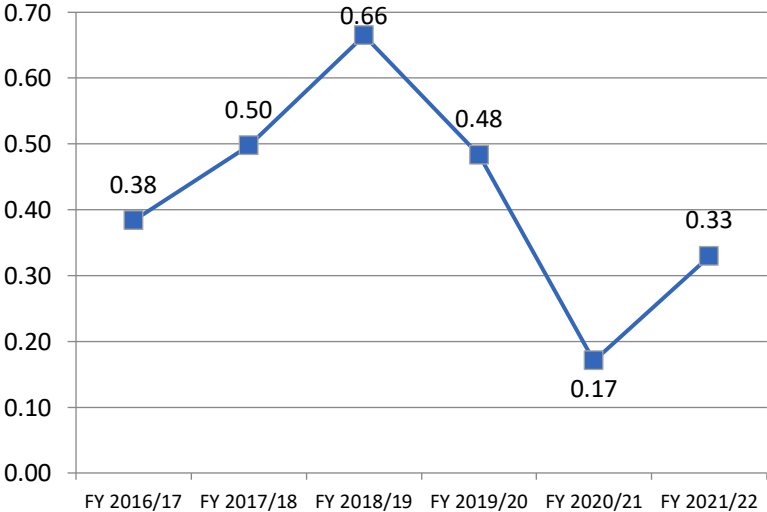


Exhibit 6.20 Fixed-Route VSH/FTE

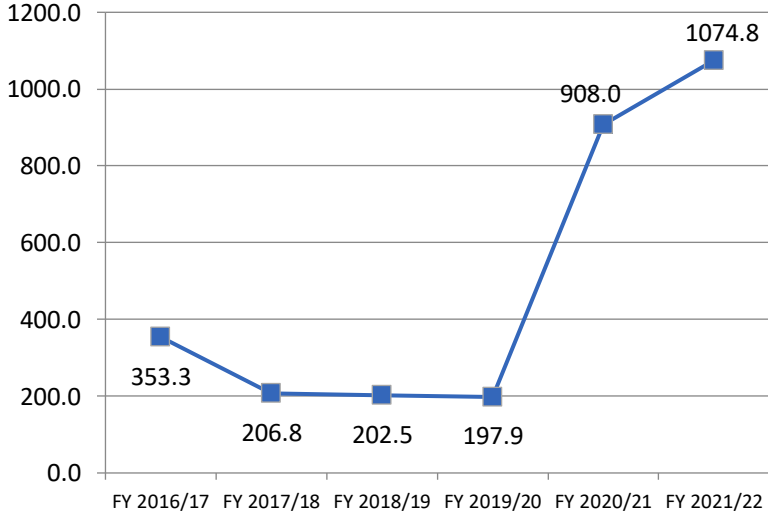


Exhibit 6.21 Fixed-Route Farebox Recovery

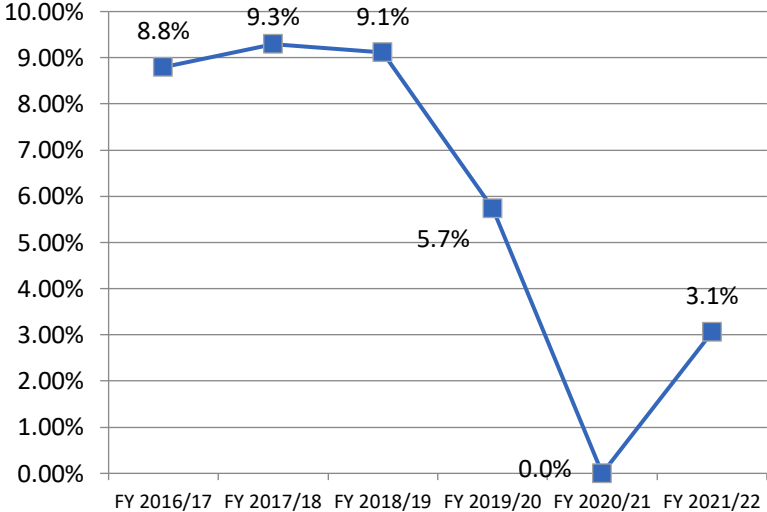
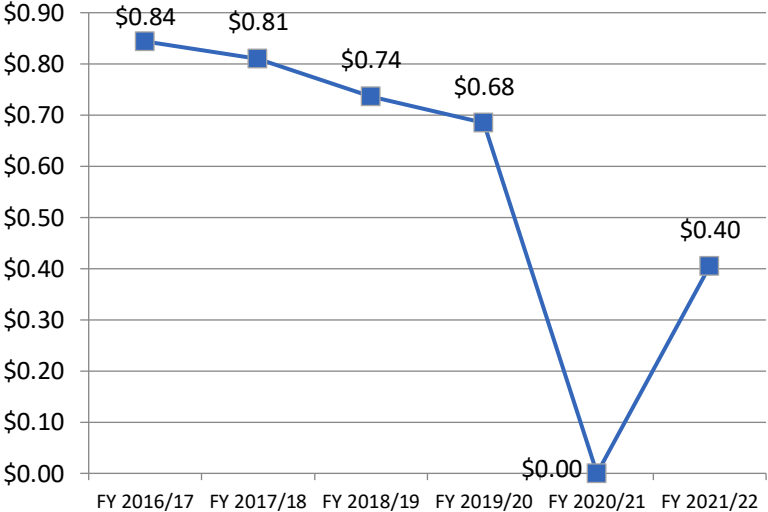


Exhibit 6.22 Fixed-Route Fare/Passenger



Demand-Response Performance Trends

Demand-response service experienced increases in operating cost in four of the six years. Decreasing costs in FY 2020/21 are due primarily to a decrease in demand arising from the COVID-19 pandemic. This resulted in a net 5.0 percent decrease during the audit period. Fare revenue increased until FY 2018/19, declining 55.4 percent during the audit period and a net 66.7 percent decrease across the six-year period.

Demand-response vehicle service hours experienced a 19.2 percent net decrease during the audit period, but a 11.3 percent net increase across the six-year period. Vehicle service miles saw a net decrease of 42.4 percent during the audit period and 40.7 percent across the six-year period. Ridership also decreased significantly, declining 36.4 percent during the audit period.

Operating cost per vehicle service hour, operating cost per vehicle service mile, and operating cost per passenger experienced year-over-year increases during the audit period. Passengers per VSH decreased 21.3 percent during the audit period, while passengers per VSM had a net increase of 10.4 percent.

Exhibit 6.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$634,482	\$924,090	\$1,012,595	\$1,136,347	\$977,629	\$1,079,652
<i>Annual Change</i>	-12.6%	45.6%	9.6%	12.2%	-14.0%	10.4%
Fare Revenue (Actual \$)	\$40,235	\$51,576	\$55,418	\$30,089	\$0	\$13,413
<i>Annual Change</i>	-15.2%	28.2%	7.4%	-45.7%	-100.0%	1341200.0%
Vehicle Service Hours (VSH)	11,181	14,702	15,436	15,397	11,629	12,443
<i>Annual Change</i>	-7.5%	31.5%	5.0%	-0.3%	-24.5%	7.0%
Vehicle Service Miles (VSM)	172,181	211,627	195,882	177,154	113,108	102,114
<i>Annual Change</i>	24.5%	22.9%	-7.4%	-9.6%	-36.2%	-9.7%
Passengers	24,813	33,076	36,756	27,435	14,744	17,459
<i>Annual Change</i>	-21.2%	33.3%	11.1%	-25.4%	-46.3%	18.4%
Employees	34	34	32	32	14	13
<i>Annual Change</i>	0.0%	0.0%	-5.9%	0.0%	-56.3%	-7.1%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$56.75	\$62.85	\$65.60	\$73.80	\$84.07	\$86.77
<i>Annual Change</i>		10.8%	4.4%	12.5%	13.9%	3.2%
Operating Cost/Passenger (Actual \$)	\$25.57	\$27.94	\$27.55	\$41.42	\$66.31	\$61.84
<i>Annual Change</i>		9.3%	-1.4%	50.3%	60.1%	-6.7%
Passengers/VSH	2.22	2.25	2.38	1.78	1.27	1.40
<i>Annual Change</i>		1.4%	5.8%	-25.2%	-28.8%	10.7%
Passengers/VSM	0.14	0.16	0.19	0.15	0.13	0.17
<i>Annual Change</i>		8.5%	20.1%	-17.5%	-15.8%	31.2%
Farebox Recovery	6.3%	5.6%	5.5%	2.6%	0.0%	1.2%
<i>Annual Change</i>		-12.0%	-1.9%	-51.6%	-100.0%	12323.4%
Hours/Employee	328.9	432.4	482.4	481.2	830.6	957.2
<i>Annual Change</i>		31.5%	11.6%	-0.3%	72.6%	15.2%
TDA Non-Required Indicators						
Operating Cost/VSM	\$3.68	\$4.37	\$5.17	\$6.41	\$8.64	\$10.57
<i>Annual Change</i>		18.5%	18.4%	24.1%	34.7%	22.3%
VSM/VSH	15.40	14.39	12.69	11.51	9.73	8.21
<i>Annual Change</i>		-6.5%	-11.8%	-9.3%	-15.5%	-15.6%
Fare/Passenger	\$1.62	\$1.56	\$1.51	\$1.10	\$0.00	\$0.77
<i>Annual Change</i>		-3.8%	-3.3%	-27.3%	-100.0%	7582.6%

Exhibit 6.24 Demand-Response Ridership

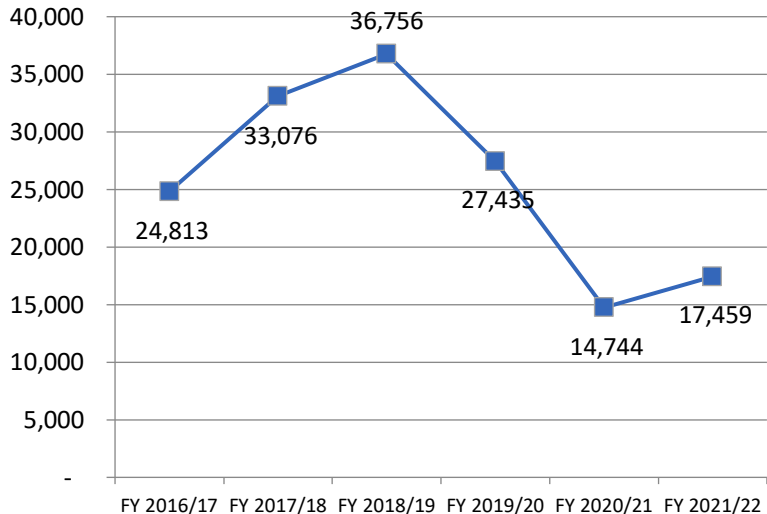


Exhibit 6.25 Demand-Response Operating Cost/VSH

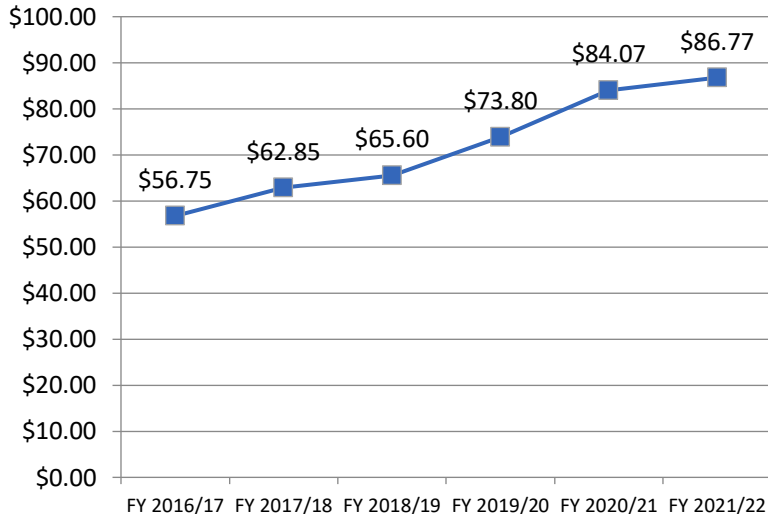


Exhibit 6.26 Demand-Response Operating Cost/VSM

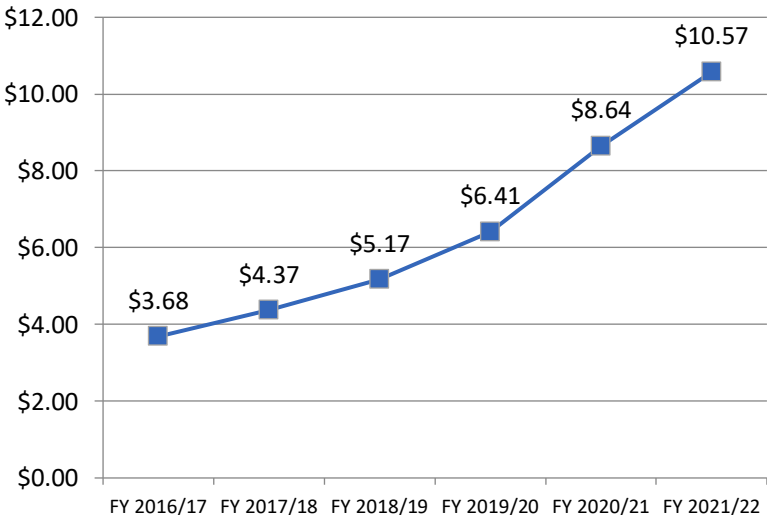


Exhibit 6.27 Demand-Response VSM/VSH

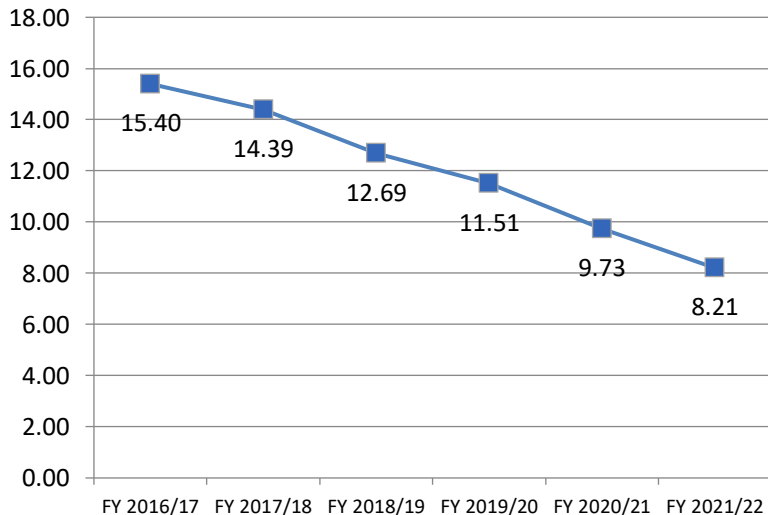


Exhibit 6.28 Demand-Response Operating Cost/Passenger

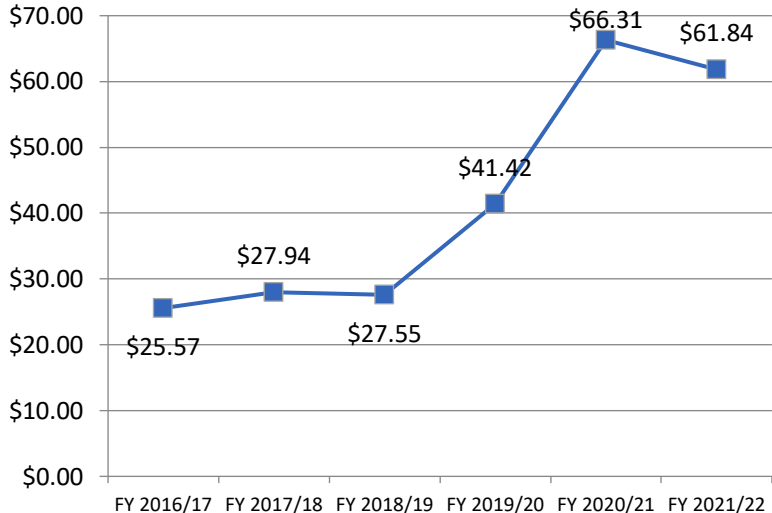


Exhibit 6.29 Demand-Response Passengers/VSH

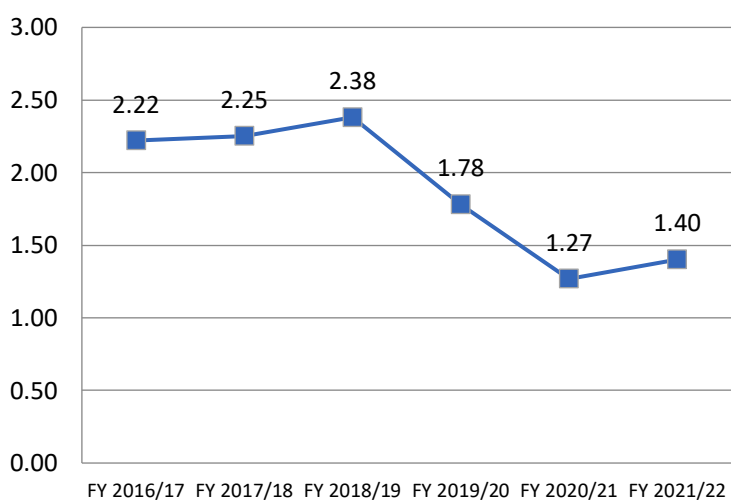


Exhibit 6.30 Demand-Response Passengers/VSM

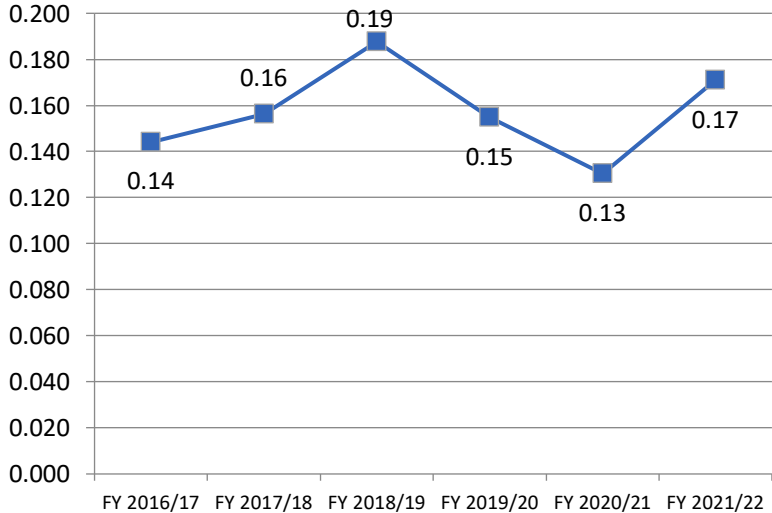


Exhibit 6.31 Demand-Response VSH/FTE

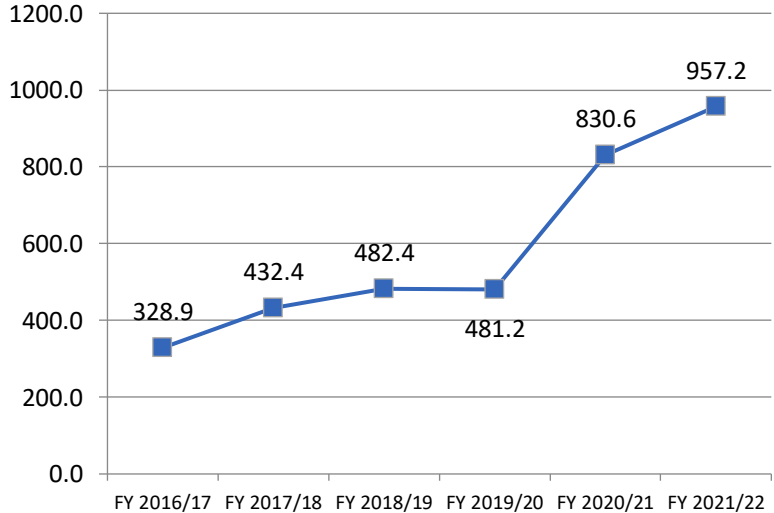


Exhibit 6.32 Demand-Response Farebox Recovery

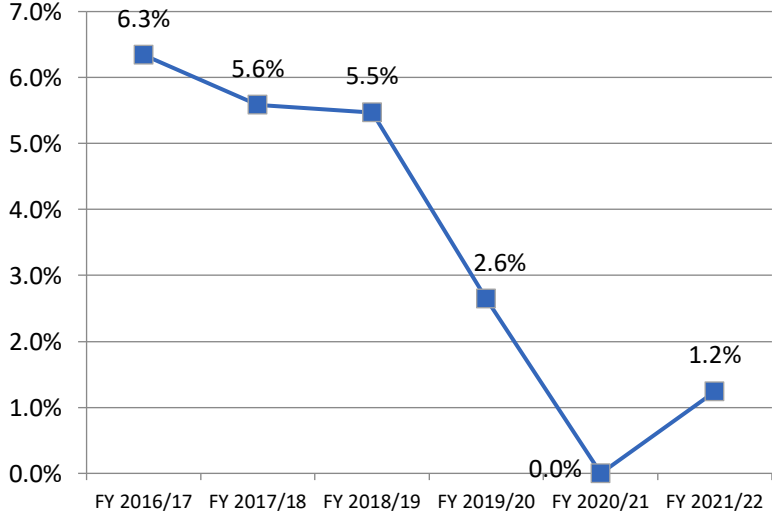
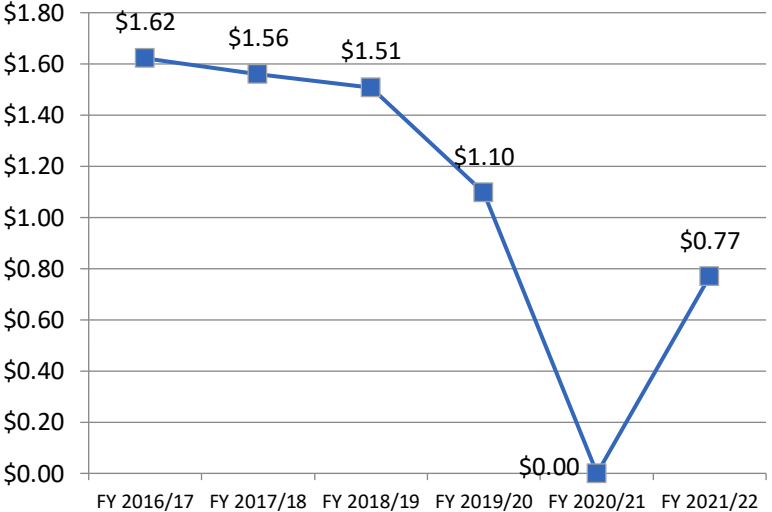


Exhibit 6.33 Demand-Response Fare/Passenger



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Chapter 7 | Functional Review

A functional review of the Valley Express transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by Valley Express through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

The Valley Express service is managed and administered by the Ventura County Transportation Commission and provided through a cooperative agreement between VCTC, the cities of Fillmore and Santa Paula, and the County of Ventura. Valley Express routes link passengers to medical, civic, shopping, educational, and tourist destinations, as well as provide regional connectivity via VCTC Intercity's Highway 126 service.

The Valley Express fixed-route service includes four routes serving the cities of Fillmore and Santa Paula as well as the unincorporated community of Piru. Two additional school trippers operate during the school year. Service hours vary by route. Weekday service operates from approximately 6:15 a.m. to 7:45 p.m. Weekend service operates in Santa Paula and Piru from approximately 8:00 a.m. to 5:45 p.m. Service is not operated on designated holidays.

Dial-A-Ride service is available to the general public, with priority given to ADA-certified individuals and seniors (65+). General Public Dial-A-Ride service is available throughout Santa Paula, Fillmore, and the unincorporated areas that make up the Heritage Valley. Seniors and ADA Paratransit Dial-A-Ride service is available throughout Santa Paula, Fillmore, and Saticoy. The Dial-A-Ride service operates weekdays from 5:45 a.m. to 7:45 p.m. and weekends from 8:00 a.m. to 6:00 p.m., excluding designated holidays. Reservations for ADA paratransit riders and seniors (65+) can be made up to seven days in advance.

The current fare structure is shown in Exhibit 7.1 and Exhibit 7.2. All Valley Express services offer free transfers to VCTC Highway 126, and Valley Express Dial-A-Ride users also transfer for free to the Valley Express Fixed-Route service. Transfers onto Dial-A-Ride from any service require a \$0.50 transfer fee.

VCTC provides grant-funded free bus service for students throughout the county, including on Valley Express buses. The College Ride program allows students of all Ventura County Adult Schools, California Lutheran University, CSUCI, Moorpark College, Ventura College, Oxnard College, UCSB, and SBCC with school ID. This program was introduced during the audit period and continues into FY 2022/23. A second similar program, Youth Ride Free, for youth 18 and under, was launched September 1, 2022.

The 31-day fixed route pass is good for 31 consecutive days of unlimited usage on the Valley Express Fixed Route. The 31-Day Super Pass is good for 31 consecutive days of unlimited usage on the Valley Express Fixed Route and Valley Express Dial-A-Ride. The 31-Day VCbuspass is good for 31 consecutive days of unlimited usage on the Valley Express Fixed Route, Valley Express Dial-A-Ride, as well as six other operators in Ventura County (VCTC Intercity, Gold Coast Transit, Simi Valley Transit, Thousand Oaks Transit, Ojai Trolley, and Moorpark Transit).

Exhibit 7.1 Fixed-Route Fare Structure

Single Ride		
	Cash Fare	VCbuspass stored value
Adult	\$1.25	\$1.12
Senior (65+)/Medicare/ADA	\$0.60	\$0.54
Children (under 5)	Free	Free
Youth (up to age 18)	Free	Free
College students	Free	Free
31-Day Pass		
	Fixed Route Pass	Super Pass
Adult	\$20.00	\$30.00
Senior (65+)/Medicare/ADA	\$10.00	\$25.00
Children (under 5)	Free	Free
VCbuspass 31-Day Pass (all participating operators)		
	Zone 1	Zone 2
Full	\$50.00	\$130.00
Senior (65+)/Medicare/ADA	\$25.00	\$65.00

Exhibit 7.2 Demand-Response Fare Structure

	Cash	VCbuspass stored value
Adult	\$2.00	\$1.80
Senior (65+)/Medicare/ADA	\$2.00	\$1.80

Recent service and fare changes

There were no service or fare changes during the audit period beyond those changes made in response to the COVID-19 pandemic.

Response to COVID-19 pandemic

Beginning on March 20, 2020, all Tripper services were suspended and Dial-A-Ride service was restricted to one passenger per vehicle. Fares were also suspended on all routes on March 18, 2020. Fare collection resumed on July 1, 2021, with a half-fare promotion that extended through June 30, 2022. This also coincided with the introduction of contactless fare payment (VCbuspass). Tripper services resumed in August 2021, with service times adjusted each fall to reflect school bell schedules.

To enhance onboard safety, Valley Express introduced additional cleaning and social distancing. Drivers exited the vehicle before passengers boarded to allow for social distancing. Fares were suspended and contactless fare payment introduced to reduce touch points.

All services and schedules have returned to pre-COVID services. Fixed-route ridership has recovered to approximately 75 to 80 percent of its pre-COVID status, with the Piru route now exceeding pre-COVID numbers. Dial-A-Ride ridership has slowly returned to approximately 60 percent of its pre-COVID state.

General Management and Organization

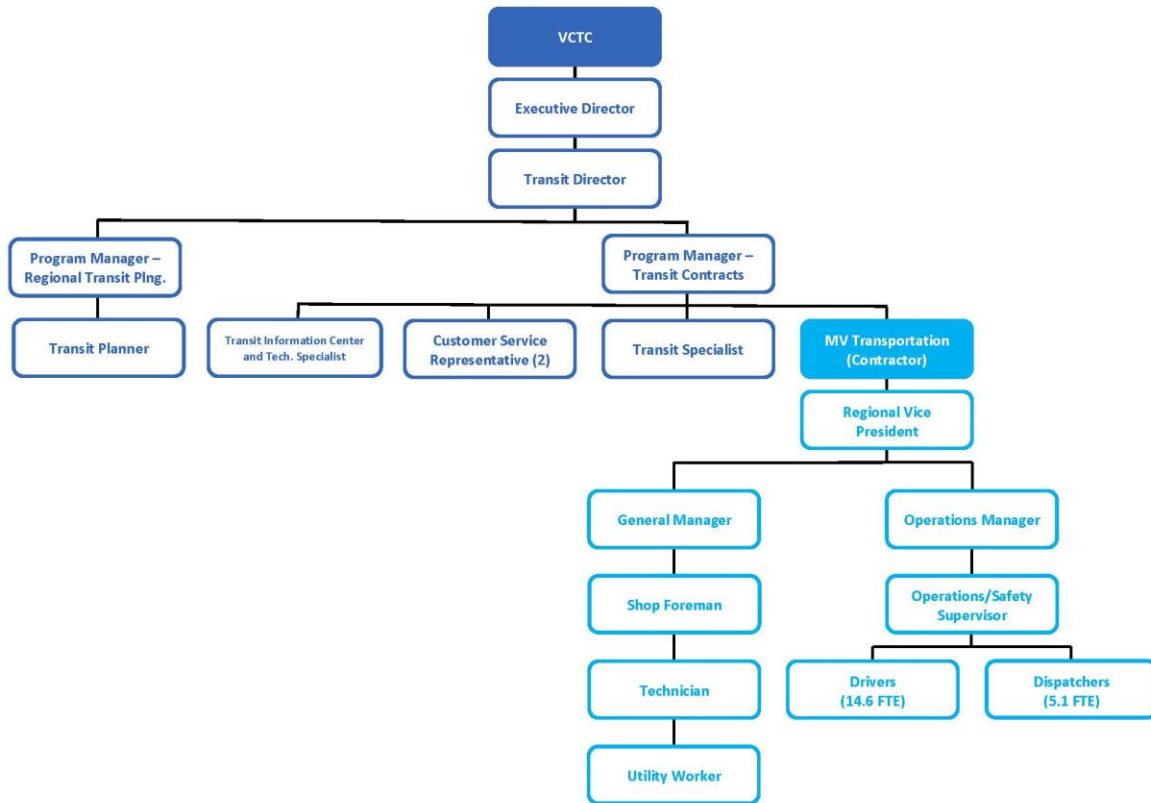
Valley Express service is managed and administered by the Ventura County Transportation Commission and provided through a cooperative agreement between VCTC, the cities of Fillmore and Santa Paula, and the County of Ventura. As the contracting entity, VCTC is responsible for project management and oversight.

The Valley Express program is guided by two committees:

- The Heritage Valley Policy Advisory Committee (HVPAC), which consists of representatives from the cities of Santa Paula and Fillmore and the Third Supervisorial District of Ventura County, and determines the routes, schedules and operation of the service; and
- The Heritage Valley Technical Advisory Committee (HVTAC), which is comprised of technical staff from the cities of Santa Paula, Fillmore, the County of Ventura, VCTC, and the transit operator, and provides recommendations to the HVPAC.

Exhibit 7.3 illustrates the Valley Express organizational structure.

Exhibit 7.3 Organizational Chart



VCTC staff monitor the MV Transportation contract through bi-monthly meetings. Ridership and operating costs are tracked on monthly contract invoices. VCTC and the operator have adjusted their way of monitoring vehicle service miles and vehicle service hours using formulas built in Excel to flag anything significantly different from the month prior. Valley Express is structured and staffed appropriately. VCTC is assisting MV Transportation in the driver recruitment process. MV recently hired one additional driver, but could still use two more. The contractor noted it could benefit from hiring an additional part-time administrative employee. Many tasks are still completed by hand (such as handwritten driver logs) and need to be transcribed and recorded. The turn-around time on this has been improving, however, and monthly reports are being completed in a more timely manner. During the site visit, VCTC staff noted the contractor has been very responsive in providing information and is helpful in discussing and addressing any problems or issues as they occur.

The HVPAC and the HVTAC have shown particular interest in ridership recovery, zero-emission vehicle planning, and new service between Fillmore and Moorpark. VCTC has shown interest in expanding contactless payment options within the Valley Express service area. Some riders are using the stored value feature of the VCbuspass cards, but not as many as they would like. One of the challenges is that Valley Express has its own passes that are not part of the VCbuspass offerings. As a result, there is a need for greater passenger education regarding the VCbuspass.

Relationships between VCTC staff, the operator, Caltrans, and the FTA are positive and effective. Much of the relationship with Caltrans goes through VCTC's Programming and Planning staff.

Service Planning

Service planning documents for Valley Express include the Heritage Valley Transit System Study (2013) and the county-wide Short Range Transit Plan (2015). These documents provide strategies for improved regional coordination and connectivity and establish program goals and performance standards. At present, VCTC is finalizing its county-wide Transit Integration and Efficiency Study (TIES), which further examines opportunities for regional coordination and service integration. The TIES project, which was launched after it became apparent COVID would have a long-term impact on transit, has presented three separate alternatives: 1) better coordination between procurement, tech, and marketing; 2) consolidating some of the services; and 3) full consolidation of all transit operators. After the conclusion of the TIES project, VCTC will begin updating its short-range transit plan. Now that the Valley Express service has been in operation for eight years, it is time for a thorough review of the program.

The HVPAC and HVTAC meetings transitioned to virtual meetings during the COVID-19 pandemic. Both groups meet on an as-needed basis. HVPAC and HVTAC meetings are open to the public and listed on the VCTC website. Both groups are expected to return to in-person meetings in March 2023.

The Unmet Transit Needs process went virtual during COVID, including the hearings. The most recent one (January 2023) was the first one to be held in-person. The most frequently requested items are for service between Fillmore and Moorpark and between the Heritage Valley and Santa Clarita.

Valley Express has also resumed its in-person outreach activities. These activities included participating in back to school nights in Fall 2022 to promote the youth ride free program and changes to the tripper schedules; senior center outreach for travel training; city council meetings; and a booth and parking shuttle at a health fair.

The most recent customer survey was conducted in 2019. VCTC is working on developing a new survey in-house now that COVID issues have slowed down. The most recent community survey was conducted as part of the Comprehensive Transportation Plan.

Administration

VCTC's annual budget includes a program-level annual budget for the Valley Express service. Program managers develop detailed line-item budgets which include objectives, recent accomplishments, work elements, funding sources, and expenditures. The Finance Director compiles all program budgets into the main budget. This is reviewed by the Executive Director. The draft budget is reviewed by the VCTC Finance Committee before being recommended to the full Board for a public hearing and approval.

Detailed monthly financial statements are created from the general ledger and presented to the Commission. The Program Manager for VCTC monitors actual versus budgeted expenses and requests budget amendments on an as-needed basis.

VCTC's Programming Department works with Transit on grant applications, management, and compliance.

The Program Manager is responsible for contract management. During the audit period, this has included the operations contract, Trapeze, video system (maintenance), and Celtis (marketing). The Transit Specialist addresses related operational issues. VCTC also manages several contracts on behalf of operators county-wide (including VCTC Intercity).

Risk management is handled through a risk management consultant through VCTC insurance broker. VCTC is not self-insured.

Twice a month, VCTC employees prepare a timesheet in Excel, print it, and submit it to their supervisor for approval and signature. The electronic timesheets are password protected, and only the employee and Manager of Information Technology have access. All time is coded and tracked for billing purposes, which ensures time spent working on VCTC Intercity is appropriately identified. Payroll is then prepared by the Senior Accountant. Payroll is paid via direct deposit unless specifically otherwise requested.

Accounts receivable and accounts payable are handled collectively by the senior accountant, accounting manager, and the finance director. Disbursements are coded and approved by program managers and reviewed and paid by the Finance Department. It is the responsibility of the program manager to ensure goods or services have been received before the invoice payment is approved.

Procurement procedures are guided by a VCTC procurement manual, per recommendation from an FTA Triennial Review. The Programming Department leads all procurement activities. Procurement practices conform to all applicable requirements.

VCTC does not have an internal audit function. All audits are outsourced.

Marketing and Public Information

VCTC contracts with a marketing consultant, Celtis, to provide marketing services for Valley Express. This is a separate contract from the VCTC Intercity bus service. Valley Express conducted two types of

marketing during the audit period. One centered around COVID-19 and included promotion of new enhanced cleaning methods, wearing a mask, social distancing, and free rides to COVID vaccination sites. The second was its regular marketing of the transit service. This included promotion of the VCTC-sponsored college and youth ride free programs, changes to the tripper schedules, health fairs, and shuttles to events. Valley Express is working to update its website, bus book, and route brochures.

Valley Express maintains a social media presence. Customer calls and complaints are logged with the Regional Transit Information Center (RTIC). Complaints are addressed within five business days. Valley Express receives minimal complaints, though it is not clear whether this is due to satisfaction with the service or apathy. One of the most frequent complaints received is regarding the lack of Dial-A-Ride drivers as more people become interested in the service. General public Dial-A-Ride fills up fast. A planned survey will provide further insight into the public perception of the service, though the rebound in fixed-route ridership seems to indicate the value of the service within the community.

Scheduling, Dispatch, and Operations

Operations and maintenance are provided under contract with MV Transportation. Employees are not currently represented. Drivers bid for work assignments approximately two times per year, with awards based on seniority and time of day (for Dial-A-Ride shifts). MV currently employs 11 full-time and one part-time driver. Any driver working more than 37.5 hours per week is considered full-time. There is no extra board. All drivers are required to have the same certifications to offer maximum flexibility in assignments.

Planned time off is scheduled at least a week in advance, and other drivers are given the opportunity to cover. With no extra board, the priority is to cover the fixed-route service first, then adjust the Dial-A-Ride drivers and trips if someone calls out sick.

Vehicles are assigned in the morning via the pull-out sheet, with dispatchers checking with maintenance staff to ensure vehicles are service-ready. All vehicles are cutaway buses. The five low-floor Arboc buses are typically used on the fixed-route service and the medium-sized buses are assigned to Dial-A-Ride trips. Smaller vehicles are used for Dial-A-Ride only.

Valley Express uses Diamond drop-style fareboxes. The fareboxes are locked with no driver access. At the end of each day, a utility worker pulls all fareboxes and places the locked boxes in a secure room. Money is counted the next day by a supervisor or manager and a dispatcher. All fares are tied to a route and driver. Fares are deposited in a designated VCTC account at Wells Fargo. Deposits are reconciled with trip sheets.

Personnel Management and Training

MV is currently short three drivers, though it recently hired one new recruit who is in training. MV advertises open positions on Indeed, Monster, and Craigs List, in the local newspaper, and through a tab on the Valley Express website (with a link to MV). MV is revamping its the recruitment flyer for online circulation and will be reaching out to advertise with Santa Paula and Fillmore local television. MV has two regional recruiters that manage recruitment.

Roughly half of recruits already possess necessary certifications, while the other half are inexperienced. This does not reduce the number of training hours required, however, as all recruits receive

comprehensive training. MV Transportation has a fairly intense training program, and can train non-CDL recruits through their licensing. The contractor has a TSI-certified operations safety supervisor who conducts monthly safety meetings, but also partners with its Santa Clarita division for some of the initial training and DMV testing. Retraining can be triggered by DriveCam violations or incident reports. Points-based disciplinary policies are covered in the MV Transportation Employee Handbook.

Drivers are rewarded with aggressive wage scale increases over last nine months, as well as individualized awards for no DriveCam violations. Turnover has remained low since the peak of COVID, losing only two drivers in the last two years. Supervisors conduct monthly onboard ride checks once a month and staff are evaluated every six months. Executive staff receive a formal performance evaluation every quarter.

Full-time employees are eligible for holidays, vacation, bereavement, health insurance, dental and vision insurance, life insurance, 401(k), and a recruitment bonus. Part-time drivers receive prorated sick leave. Vacation is typically scheduled eight to 30 days in advance, up to one year. Drivers can receive a \$200 annual safety bonus for 12 months without a preventable incident.

Maintenance

MV Transportation utilizes preventive and predictive maintenance practices. Preventive maintenance schedules follow manufacturer recommendations. Predictive maintenance uses software to identify trends within the fleet, resulting in maintenance or parts replacement before a failure occurs. Enterprise asset management software (Maximus FleetFocus) tracks preventive and predictive maintenance, parts purchase orders, work codes, and road calls, and has the benefit of tying in with Trapeze software. The software also tracks warranty work, though none of the current vehicles are still under warranty. MV’s maintenance manager can review division compliance with preventive maintenance schedules.

MV provides all preventive maintenance records to VCTC on a monthly basis via hard copy, but is working on providing VCTC with direct access to the system. Digital data is provided on a semi-annual basis.

Vehicles are owned by VCTC and were all purchased at the same time – prior to the service launch in 2015. As a result, all vehicles are eight years old. The larger vehicles have a seven-year/200,000-mile useful life benchmark (ULB), while the smaller ones have a five-year/150,000-mile ULB. All vehicles have now exceeded their ULB in years. VCTC received funding from the last CMAQ/State of Good Repair call for projects and will be procuring replacements for all 15 vehicles. Exhibit 7.4 details the Valley Express fleet.

Exhibit 7.4 Valley Express Transit Fleet

Manufacturer	Year	Passengers	WC Capacity	Quantity
Arboc	2015	23	2	5
Glaval	2015	12	2	5
Glavac	2015	16	2	5

VCTC is currently preparing a zero-emission vehicle plan for Valley Express and has selected battery-electric as the fuel path. However, all vehicles will be replaced with conventional fuel vehicles before the plan is implemented. There are significant hurdles that will need to be overcome before Valley Express can transition to zero-emission. Since MV does not own its current facility, investing in the charging infrastructure will be a challenge. In addition, the technology is not as advanced with respect to cutaway

vehicles as it is for larger buses. VCTC expects that replacing the vehicles with conventional fuel vehicles at this point will give them some time to resolve some of these issues and still have sufficient time to procure its zero-emission fleet before the 2040 deadline.

The maintenance facility has sufficient space for the fleet (one bay, one lift) with ample outdoor work space. Engine and transmission replacements are typically sent out, though rebuilds are done in-house. MV's parts inventory is sufficient to minimize down time. The FleetFocus software monitors the minimum/ maximum status of parts and notifies the maintenance manager when a part hits the minimum number in stock and needs to be reordered.

Mechanics review daily vehicle inspection reports at the end of the day and in the morning prior to rollout. Once a vehicle is identified as unsafe, the keys are pulled from dispatch and kept in maintenance. Lock-out/tag-out procedures are used in the yard to ensure an unsafe bus is not used. Keys are returned to dispatch when the vehicle is cleared. All drivers have access to a mechanic during the pre-trip inspection; there is always a mechanic on duty when there is a driver on duty.

Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds Valley Express to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with VCTC and contractor staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no findings or recommendations.

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Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 City of Ojai

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	5
Chapter 3 Program Compliance	9
Chapter 4 Prior Recommendations	13
Chapter 5 Data Reporting Analysis	17
Chapter 6 Performance Analysis	19
Chapter 7 Functional Review.....	27
Chapter 8 Findings and Recommendations	33

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	3
Exhibit 3.1 Transit Development Act Compliance Requirements	11
Exhibit 5.1 Data Reporting Comparison.....	18
Exhibit 6.1 System Performance Indicators	22
Exhibit 6.2 System Ridership	23
Exhibit 6.3 System Operating Cost/VSH	23
Exhibit 6.4 System Operating Cost/VSM.....	23
Exhibit 6.5 System VSM/VSH.....	23
Exhibit 6.6 System Operating Cost/Passenger	24
Exhibit 6.7 System Passengers/VSH	24
Exhibit 6.8 System Passengers/VSM.....	24
Exhibit 6.9 System VSH/FTE	24
Exhibit 6.10 System Farebox Recovery	25
Exhibit 6.11 System Fare/Passenger.....	25
Exhibit 7.1 Fixed-Route Fare Structure	28
Exhibit 7.2 Organizational Chart.....	29
Exhibit 7.3 City of Ojai’s Transit Fleet	32
Exhibit 8.1 Audit Recommendations	34

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Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Ojai as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the City of Ojai's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

The City of Ojai operates the Ojai Trolley, a fixed-route service linking key trip generators along Maricopa Highway and Ojai Avenue within Ojai as well as the unincorporated areas of Meiners Oaks and Mira Monte. The County of Ventura provides TDA funding to the City to serve areas outside city limits. The City is a member of the Gold Coast Transit District. ADA Paratransit service in Ojai is provided by Gold Coast ACCESS.

Service is operated every day except for designated holidays. The two routes, Route A and Route B, primarily operate along the same alignment, although Route A serves Whispering Oaks and East End, while Route B serves the Ojai Valley Inn. Route B is currently suspended due to a driver shortage arising from the COVID-19 pandemic.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with City staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included four recommendations:

1. [Expand marketing efforts to attract new riders and reverse the significant ridership loss.](#)
Status: No longer relevant.
2. [Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while implementing service changes in an effort to reduce operating cost and increase ridership/fare revenue for the City’s fixed-route service.](#)
Status: No longer relevant.
3. [Develop and utilize a process to ensure data is compiled and reported consistently.](#)
Status: Implementation in progress.
4. [Transit staff should thoroughly review any reports prepared by Finance prior to submittal.](#)
Status: Not implemented.

Findings and Recommendations

Based on discussions with City staff, analysis of program performance, and a review of program compliance and function, the audit team submits no compliance findings for the City of Ojai.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City’s performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.

In completing this Triennial Performance Audit, we submit the following recommendations for the City of Ojai’s public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the

TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

Functional Recommendations		Importance	Timeline
1	The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.	Medium	FY 2023

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of the City of Ojai’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Ojai as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of the City of Ojai included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of the City of Ojai included thorough review of documents relevant to the scope of the audit, as well as information contained on City's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with City representatives on March 3, 2023. The audit team met with Phil Pulley (Transit Operations Specialist), Pam Greer (Finance Director), and Daniel Cruz (Accounting Supervisor), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines the City of Ojai’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. The City considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with City staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

No compliance issues were identified for the City of Ojai.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: February 2, 2021 FY 2020/21: January 14, 2022 FY 2021/22: January 31, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: February 10, 2021 FY 2020/21: March 4, 2022 FY 2021/22: March 31, 2023
Operator’s terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	January 10, 2019 February 3, 2020 February 4, 2021 February 4, 2022
Operator’s claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator’s operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: +18.78% FY 2020/21: +14.85% FY 2021/22: +15.21% The City tends to overbudget for its transit program. This was especially the case in the years following COVID-19, as the City hoped to restore Route B service. <i>Source: SCO reports.</i>
The operator’s definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 16.13% (waived) FY 2020/21: 7.24% (waived) FY 2021/22: 42.87% (inclusive of federal funds) <i>Source: SCO report data.</i>

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	Complementary ADA Paratransit provided by Gold Coast Transit District's ACCESS Paratransit Service
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	City employees are eligible for retirement benefits through CalPERS.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance the City of Ojai has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included four recommendations:

1. [Expand marketing efforts to attract new riders and reverse the significant ridership loss.](#)

Discussion: FY 2016/17, the City’s fixed-route farebox recovery ratio stood at 11.82 percent. In FY 2017/18, the Gold Coast Transit District “swapped” some of the TDA funds that would be allocated to the City of Ojai for Air District funds that could be counted as local supplementation, which enabled the City to meet its 20 percent goal. In FY 2018/19, however, these funds were not available. In addition, the City’s fiscal auditor did not include any local funds to supplement fare revenue (e.g., Ojai Valley Inn route guarantee and advertising program). As a result, the farebox recovery ratio was 15.61 percent. It is possible some of these local funds were included in the fare revenue cited in the audit, as the fare revenue reported in the audit was considerably higher than that reported to outside entities or accounted for in the monthly performance reports.

While inclusion of these additional funds would not have resulted in compliance with the TDA requirement, they should still have been included. Regardless, they should be included in the fiscal audit’s compliance review as individual line items to promote transparency. Failing to include valid revenues can also impact how much of a penalty the City must bear.

The prior auditor recommended the City expand its marketing budget to accommodate more marketing campaigns, community outreach, and public engagement. A good rule of thumb for transit operators marketing is to spend three percent of the operating budget on marketing. In order to increase ridership, the City must position its transit program as a viable option for choice riders; a reliable mobility option; and a good community partner. The more people can interact with and learn about transit, the more likely they are to consider riding. The auditor recommended the City start with a transit marketing plan, so as to optimize the value of every marketing dollar. Marketing could be handled internally or through a third-party contract.

Progress: The COVID-19 pandemic has made it difficult to implement this recommendation. Ridership is only now back to 64 percent of its pre-pandemic level, and while it increases each month, those increases are modest. The biggest increase in ridership can be attributed to the county-wide College and Youth Ride Free programs. While it remains important for the City to strive to increase ridership, doing so through marketing is not likely to have the desired effect. Therefore this recommendation is considered no longer relevant, though the underlying finding that the City needs to increase ridership and revenues remains relevant.

Status: No longer relevant.

2. Continue to utilize local supplementation to ensure compliance with the farebox recovery ratio while implementing service changes in an effort to reduce operating cost and increase ridership/fare revenue for the City's fixed-route service.

Discussion: As noted above, the City experienced challenges in meeting the required 20 percent farebox recovery ratio. The prior auditor recommended the City continue to identify local funding to supplement its farebox recovery ratio, including the Ojai Valley Inn route guarantee and transit advertising. It must work with the TDA fiscal auditor to ensure these revenues are reflected in the farebox recovery ratio calculation in the TDA fiscal audit. However, given these revenue streams were not sufficient to enable the City to meet its farebox recovery ratio threshold in FY 2018/19, the City should be prepared to contribute revenues from the City's General Fund in order to meet the 20 percent minimum.

Progress: Under AB 149, the City may count federal funds in its farebox recovery ratio calculation. Doing so for FY 2021/22 (the first year this legislation was in effect), results in a farebox recovery ratio of 42.87 percent, well above the 20 percent threshold. It should be noted that while this maintains compliance with the farebox recovery ratio, it does not result in any additional operating funds that would be realized if additional (new) local revenue sources were identified.

Status: No longer relevant.

3. Develop and utilize a process to ensure data is compiled and reported consistently.

Discussion: When data reported to the State Controller, National Transit Database, within monthly performance reports, and on the TDA fiscal audits was compared side to side as part of the prior audit, there were some clear discrepancies. Some data appeared to be reported in the wrong place, while other data seemed to repeat data from the prior year. During the preparation of the audit, the Transit Operations Supervisor determined some of the FY 2018/19 reporting included errors, as it drew on data recorded in spreadsheets and workbooks with mistakes and bad formulas. The final version of this report reflected revised data from the monthly performance reports as well as a revised NTD submittal. The spreadsheets and workbooks were updated so that the errors would not carry forward to the FY 2019/20 data.

The prior audit recommended Transit and Finance staff work together to develop a single point of record for the various types of information used in the different reports. This may involve fiscal information (operating cost and revenues) being documented in a system used by Finance and performance data being logged in a spreadsheet used by Transit. Regardless of what system is used, the prior audit noted it should be used consistently for all reports, and any significant discrepancies or variances should be examined as to their cause.

Progress: The Syncromatics system used by the transit program (under the VCTC contract) has continued to be problematic. When he first assumed the role, the Transit Operations Supervisor initially used that data without knowing it was problematic. Since then the issues with the data have been identified and transit staff utilize spreadsheets to track data to ensure it is more reliable. Complete resolution of this issue is still in progress.

Status: Implementation in progress.

4. Transit staff should thoroughly review any reports prepared by Finance prior to submittal.

Discussion: As noted above, the City has experienced some challenges in documenting and reporting data. The prior auditor recommended any City staff who work on preparing the State Controller and NTD reports have a clear understanding of what data should be entered where. Even if Finance is responsible for preparing the reports, it is vital that Transit staff also understand how the reports are put together so that they can provide a “second set of eyes” prior to each report’s submittal. All staff involved with the State Controller’s Report should review the instruction guide for the Transit Operators Financial Transaction Report (available on the State Controller’s website) prior to and as needed during the completion of the report. This should address questions of what revenues or expenses should be entered on which lines. The auditor recommended Transit staff review the reports against the single point of record (cited above) prior to each report being submitted. In addition, if any changes were made to the data between the submittal of the NTD report and submittal of the State Controller Report, a notation should be provided wherever the data is being recorded. Transit staff should also have the opportunity to review the annual TDA fiscal audit prior to its finalization.

Progress: At present, State Controller Reports are completed by an external contractor, and the Transit Operations Supervisor does not recall reviewing them prior to submittal. Likewise, the Finance Director does not review National Transit Database reports prior to submittal by the Transit Operations Supervisor.

Status: Not implemented.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by the City of Ojai both internally as well as to outside entities during the audit period.

- **Operating cost:** The most significant issue with operating cost was in the FY 2020/21 and FY 2021/22 fiscal audits, which reported the amount of LTF received as the operating cost. This figure was also used to calculate the farebox recovery ratio that year, which resulted in an artificially high farebox recovery ratio. However, this was incorrect, as the actual farebox recovery ratio must be based off of the full operating cost of the transit program, less allowable exclusions.

The operating cost reported to the NTD is, in some years, closer to the operating cost inclusive of depreciation, which is excluded from the operating cost from the State Controller report. However, the depreciation amount does not fully align with the variance, so the cause is unknown.

- **Fare Revenue:** Differences in fare revenue are often due to some sources (such as the fiscal audit) including route guarantees as fare revenue, while they may not be labeled fare revenues in other reports. Fare revenues in FY 2019/20 were reported differently in each report, but consistency improved in subsequent years.
- **Vehicle Service Hours (VSH):** In FY 2019/20, different vehicle service hours were reported in the three different reports. In FY 2020/21 and FY 2021/22, data reported to the NTD and State Controller Reports were largely consistent, though higher than in the monthly performance reports.
- **Vehicle Service Miles (VSM):** In FY 2019/20, different vehicle service miles were reported in the three different reports. VSM reported to the State Controller is obviously in error, as it is less than 10 percent of that reported elsewhere. In FY 2020/21 and FY 2021/22, data reported to the NTD and State Controller Reports were largely consistent, though higher than in the monthly performance reports.
- **Passengers:** Ridership was the most consistently reported metric, despite the FY 2019/20 NTD report being higher than data reported elsewhere.
- **Full-Time Equivalent (FTE) Employees:** The City demonstrated correct calculation of FTE in documentation submitted as part of this audit, but this did not match the data reported to the State Controller. It appears a person-count was reported on the State Controller Reports.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$727,641	\$124,666	\$111,550
<i>National Transit Database</i>	\$732,334	\$806,495	\$733,466
<i>State Controller Report</i>	\$695,896	\$695,959	\$631,137
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$111,664	\$30,627	\$79,785
<i>National Transit Database</i>	\$74,464	\$30,851	\$39,335
<i>State Controller Report</i>	\$62,464	\$30,627	\$39,325
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	6,597	4,320	4,233
<i>National Transit Database</i>	6,350	4,654	4,649
<i>State Controller Report</i>	6,737	4,667	4,654
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	86,864	53,150	52,283
<i>National Transit Database</i>	81,200	64,799	62,878
<i>State Controller Report</i>	7,494	61,725	62,875
Passengers			
<i>Monthly Performance Reports</i>	57,701	30,758	37,069
<i>National Transit Database</i>	61,650	30,758	37,070
<i>State Controller Report</i>	57,701	30,758	37,070
Full-Time Equivalent Employees			
<i>State Controller Report</i>	15	12	12
<i>Per City methodology</i>	6	5	4

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for the City of Ojai, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the City's audited financial reports and National Transit Database report and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses. However, the variances between reports called into question which one accurately reflects the costs for the City's transit services.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology appears consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for for each fiscal year covered by this audit. The City's calculation methodology appears consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. The City's calculation methodology appears consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from data submitted by the City for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 9.3 percent decrease during the audit period, and a 10.3 percent net decrease across the last six years. Fare revenue, however, steadily decreased through FY 2020/21 before significantly increasing in FY 2021/22. This resulted in a net 37 percent decrease during the audit period and a net 48.2 percent decrease over six years.

Vehicle service hours (VSH) experienced modest changes between FY 2016/17 and FY 2018/19, then declined significantly during FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 30.9 percent decrease during the audit period and a net 44.4 percent decrease during the six-year period. This is due primarily to the suspension of Route B due to staffing shortages. Vehicle service miles (VSM) fluctuated during the six-year period, with declines in FY 2019/20 and FY 2020/21 for the same reason. This resulted in an overall net increase of 22.6 percent during the audit period and an 41.6 percent decrease over the six-year period. Ridership declined every year with the exception of FY 2021/22. The significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. Ridership began recovering in FY 2021/22. This resulted in a 35.8 percent net decrease during the audit period and a 65.7 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite the decreased operating cost in FY

2020/21, cost-related metrics increased during the audit period. Operating cost per passenger increased by 41.2 percent during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing by 7.0 percent and passengers per VSM decreasing by 17 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$703,946	\$766,969	\$709,780	\$695,896	\$695,959	\$631,137
<i>Annual Change</i>		9.0%	-7.5%	-2.0%	0.0%	-9.3%
Fare Revenue (Actual \$)	\$75,860	\$73,576	\$74,835	\$62,464	\$30,627	\$39,325
<i>Annual Change</i>		-3.0%	1.7%	-16.5%	-51.0%	28.4%
Vehicle Service Hours (VSH)	8,373	7,274	8,041	6,737	4,667	4,654
<i>Annual Change</i>		-13.1%	10.5%	-16.2%	-30.7%	-0.3%
Vehicle Service Miles (VSM)	107,697	107,874	101,929	81,200	61,725	62,875
<i>Annual Change</i>		0.2%	-5.5%	-20.3%	-24.0%	1.9%
Passengers	108,078	88,236	74,056	57,701	30,758	37,070
<i>Annual Change</i>		-18.4%	-16.1%	-22.1%	-46.7%	20.5%
Employees	7	6	6	6	5	4
<i>Annual Change</i>		-14.3%	0.0%	0.0%	-16.7%	-20.0%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$84.07	\$105.44	\$88.27	\$103.29	\$149.12	\$135.61
<i>Annual Change</i>		25.4%	-16.3%	17.0%	44.4%	-9.1%
Operating Cost/Passenger (Actual \$)	\$6.51	\$8.69	\$9.58	\$12.06	\$22.63	\$17.03
<i>Annual Change</i>		33.5%	10.3%	25.8%	87.6%	-24.8%
Passengers/VSH	12.91	12.13	9.21	8.56	6.59	7.97
<i>Annual Change</i>		-6.0%	-24.1%	-7.0%	-23.1%	20.9%
Passengers/VSM	1.00	0.82	0.73	0.71	0.50	0.59
<i>Annual Change</i>		-18.5%	-11.2%	-2.2%	-29.9%	18.3%
Farebox Recovery	10.8%	9.6%	10.5%	9.0%	4.4%	6.2%
<i>Annual Change</i>		-11.0%	9.9%	-14.9%	-51.0%	41.6%
Hours/Employee	1,196.1	1,212.3	1,340.2	1,122.8	933.4	1,163.5
<i>Annual Change</i>		1.4%	10.5%	-16.2%	-16.9%	24.7%
TDA Non-Required Indicators						
Operating Cost/VSM	\$6.54	\$7.11	\$6.96	\$8.57	\$11.28	\$10.04
<i>Annual Change</i>		8.8%	-2.1%	23.1%	31.6%	-11.0%
VSM/VSH	12.86	14.83	12.68	12.05	13.23	13.51
<i>Annual Change</i>		15.3%	-14.5%	-4.9%	9.7%	2.1%
Fare/Passenger	\$0.70	\$0.83	\$1.01	\$1.08	\$1.00	\$1.06
<i>Annual Change</i>		18.8%	21.2%	7.1%	-8.0%	6.5%

Sources: FY 2016/17 – FY 2018/19 data from prior audit. Most FY 2019/20 – FY 2021/22 data from State Controller Reports. Vehicle service miles from FY 2019/20 from the NTD report. FTE data as provided by the City of Ojai.

Exhibit 6.2 System Ridership

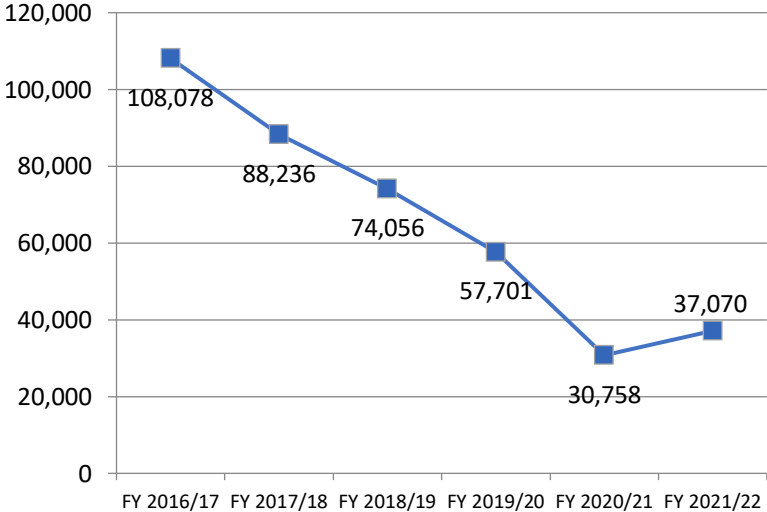


Exhibit 6.3 System Operating Cost/VSH

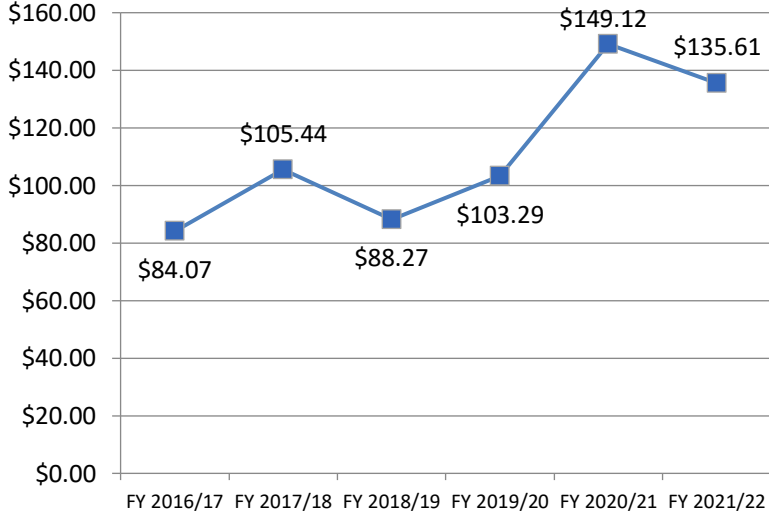


Exhibit 6.4 System Operating Cost/VSM

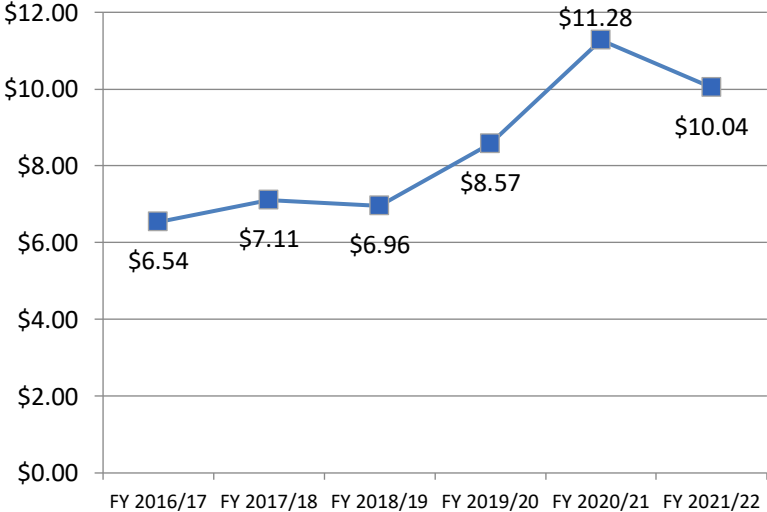


Exhibit 6.5 System VSM/VSH

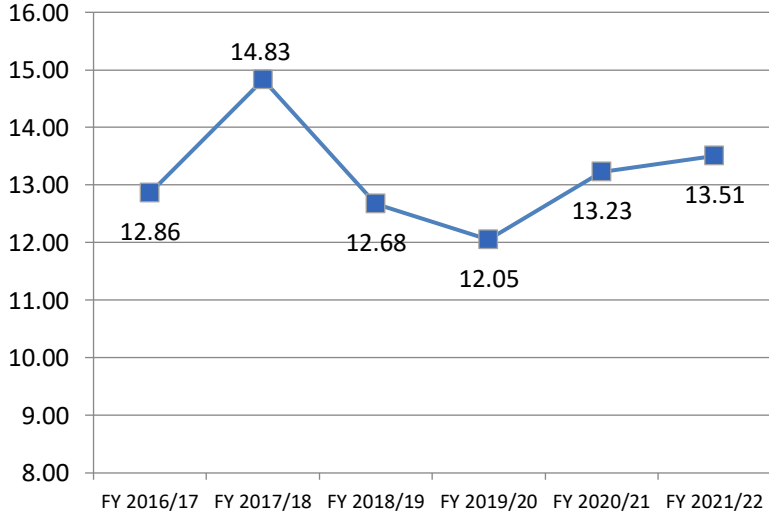


Exhibit 6.6 System Operating Cost/Passenger

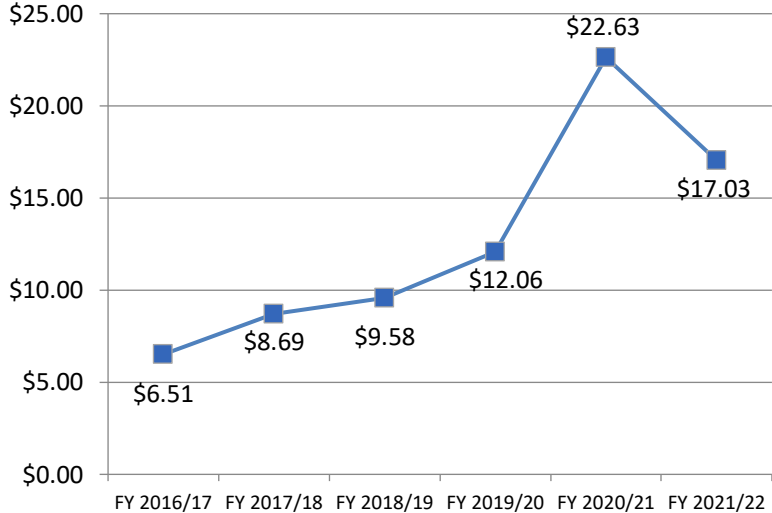


Exhibit 6.7 System Passengers/VSH

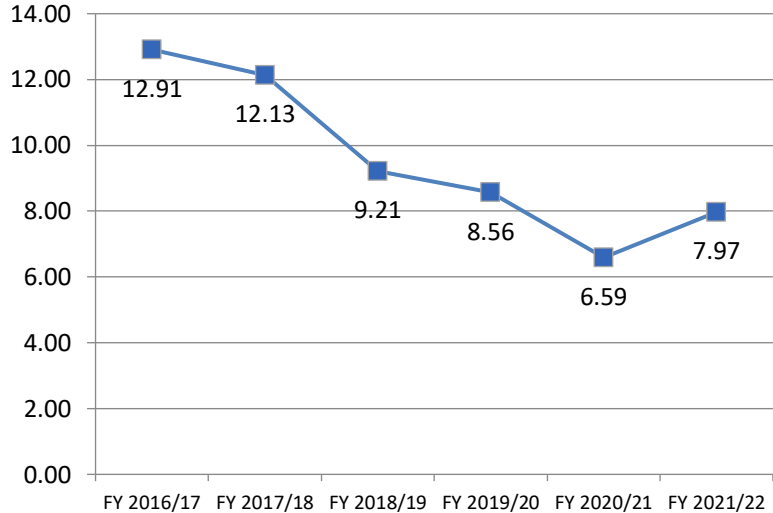


Exhibit 6.8 System Passengers/VSM

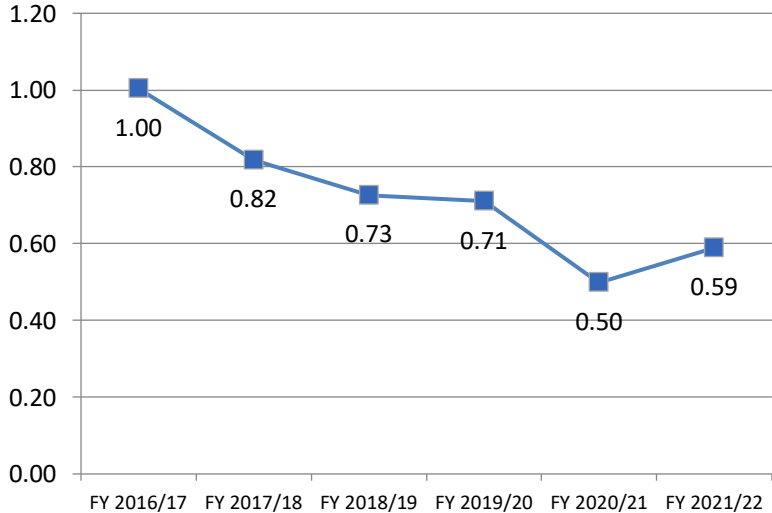


Exhibit 6.9 System VSH/FTE

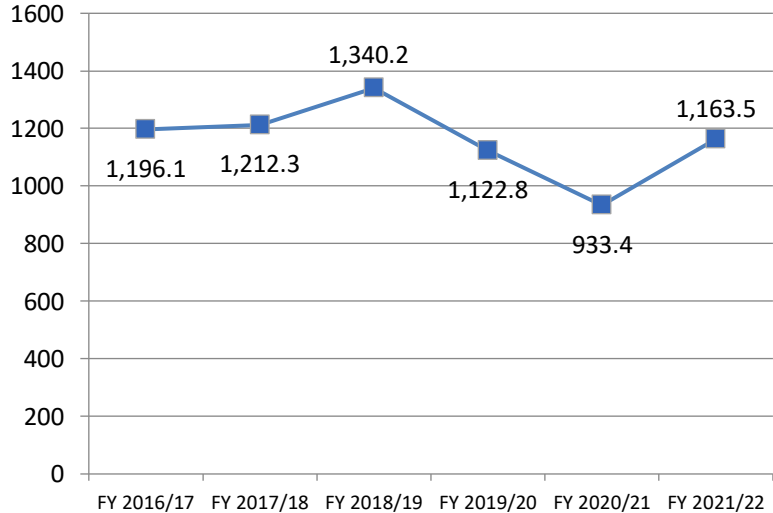


Exhibit 6.10 System Farebox Recovery

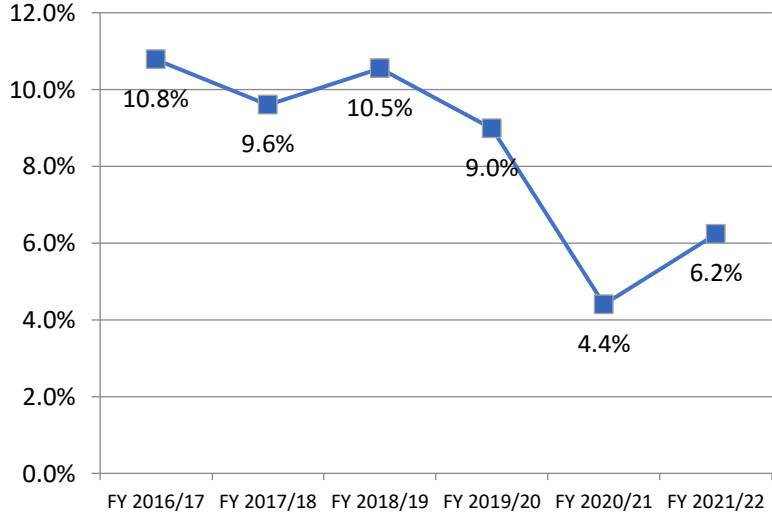
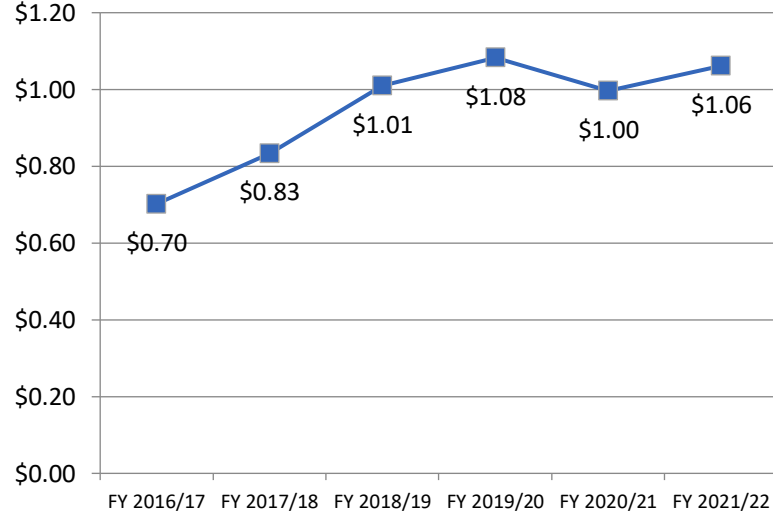


Exhibit 6.11 System Fare/Passenger



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Chapter 7 | Functional Review

A functional review of the City of Ojai’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by the City through its transit program:

- General management and organization;
- Service planning;
- Scheduling, dispatch, and operations;
- Personnel management and training;
- Administration;
- Marketing and public information; and
- Fleet maintenance.

Service Overview

The City of Ojai operates the Ojai Trolley, a fixed-route service linking key trip generators along Maricopa Highway and Ojai Avenue within Ojai as well as the unincorporated areas of Meiners Oaks and Mira Monte. The County of Ventura provides TDA funding to the City to serve areas outside city limits. The City is a member of the Gold Coast Transit District. ADA Paratransit service in Ojai is provided by Gold Coast ACCESS.

Service is operated every day except for designated holidays. The two routes, Route A and Route B, primarily operate along the same alignment, although Route A serves Whispering Oaks and East End, while Route B serves the Ojai Valley Inn.

On weekdays, service is offered from approximately 6:30 a.m. to 8:00 p.m., with both routes operating most of the day on one-hour headways, although from approximately 5:30 p.m. to 8:00 p.m. just one trolley (Route B) is in service. On weekends, both routes operate yet offer hourly service to most stops from approximately 7:00 a.m. to 8:00 p.m. All trolleys feature wheelchair lifts and are frequently used by seniors. As of March 25, 2020, Route B (which operates only on weekdays) is suspended due to the impact of the COVID-19 pandemic. Weekend service has not been affected.

The Ojai Trolley fare structure is provided in Exhibit 7.1.

Exhibit 7.1 Fixed-Route Fare Structure

Fare Category	Fare
Single ride, general fare	\$1.50
Single ride, reduced fare (seniors age 65+, disabled, Medicare cardholder)	\$0.75
Day pass, general fare	\$4.00
Day pass, reduced fare (seniors age 65+, disabled, Medicare cardholder)	\$2.00
Seniors age 75+	Free
Children under 45" tall	Free
Youth age 18 and under	Free
College students	Free
Transfers from Gold Coast Transit	Free
Tokens (25)	\$30.00
31 day pass full fare Zone 1 (VCbuspass)	\$50.00
31 day pass reduced fare Zone 1 (VCbuspass)	\$25.00

Recent service and fare changes

There have been no service changes within or just prior to the audit period beyond those related to COVID-19. Fares have also remained stable, with the exception of the VCTC-led College and Youth Ride Free programs and the new VCbuspass and related Umo app.

Response to COVID-19 pandemic

Service was reduced by 38 percent due to a loss of nearly 50 percent of drivers. The service reduction, elimination of Route B weekday service, is still in effect. The service also lost approximately 50 percent of its riders. Enhanced cleaning, mask mandates, and social distancing were implemented for the protection of the riders and the operators.

General Management and Organization

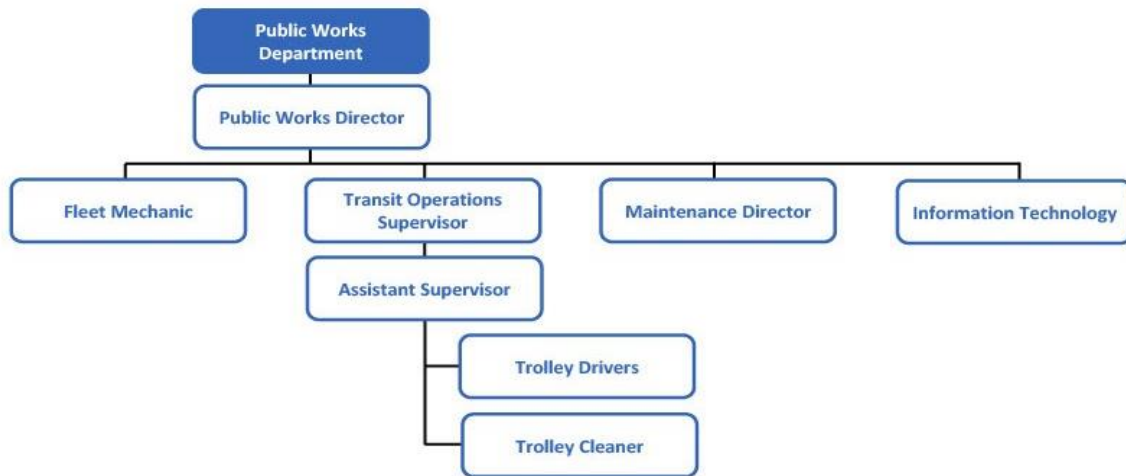
The City of Ojai’s public transit program is administered within the Transportation Division of the City’s Public Works department. The Ojai city council is the governing body of the Transportation Division. The Transit Operations Supervisor oversees the service. In addition to one full-time Transit Operations Supervisor, the program utilizes 12 part-time drivers, one full-time driver supervisor, and one full-time mechanic. The City is currently short staffed, with vacancies for drivers, a backup transit supervisor, a full-time mechanic, and a full time Public Works Director. Transit is supported by other City departments (such as Finance) as needed.

Transit personnel monitor program performance (ridership, budget, fare revenue, etc.) via monthly ridership reports and on-time performance via Syncromatics. However, spreadsheets are also used as the software is not 100 percent dependable. Effective data monitoring is an issue the City has been struggling with for several years. Both tools are used in concert as part of the monthly monitoring.

The City Council has shown interest in the program’s recovery from the pandemic, as well as the transition to a zero-emission fleet. Both the Council and citizens are supportive of the transit program as a whole.

The City is a sub-recipient of, and coordinates closely with, the Gold Coast Transit District. City staff also reports a good working relationship with VCTC and the County of Ventura. City staff has monthly Transcom meetings with VCTC and participates in monthly Transportation Advisory Committee (TAC) meetings with other service providers in the area.

Exhibit 7.2 Organizational Chart



Service Planning

Given the limited nature of the program, not much service planning is conducted. Service planning during the audit period has been focused on recovery from the pandemic. Service standards are presented in the City's Title VI Plan. On-time performance is monitored closely, however. Service changes are largely reactive.

A service change in March 2020 reduced services by 38 percent by eliminating operation of Route B on weekdays. The change was brought on due to the loss of over 50 percent of passengers and nearly 50 percent of drivers. Weekday Route B service has yet to resume. Ridership and staff retention have been major issues during the audit period, though the City has continued small improvements at its bus stops.

The City considers special needs passengers for all decisions. All vehicles in the City's fleet have wheelchair lifts. Demand-response service is offered via Gold Coast Transit District's ACCESS program. Local transportation services for seniors and persons with disabilities are also provided through HELP of Ojai, a local non-profit.

Public participation efforts are modest. The City participates in regional/county-wide free ride days and promotions as well as some local events (such as Ojai Day). Comment cards and locked drop boxes are available for public comment and an ongoing survey of riders. The last community survey was conducted in 2018 prior to the purchase of new trolleys.

Administration

Budgeting is based on anticipated revenues (FTA, TDA) and expected expenses and looks for gaps in funding. The City compares year-to-date revenue and expenses to budgeted levels. The Transit budget goes to the Public Works Director, then to Finance, and finally the City Manager. An informal budget review is conducted quarterly. Occasionally, the City will conduct a more formal mid-year budget adjustment, but typically annual assumptions are fairly close. In recent years, the Transit program has been overbudgeted due to the expectation that service will eventually return to pre-pandemic levels.

Grant applications are prepared by the Transit Operations Supervisor in conjunction with VCTC staff, then reviewed and signed by the Public Works Director. Standard Agreements are prepared by the Transit Operations Supervisor, reviewed by the Public Works Director, then reviewed and signed by the City Manager. Certifications and Assurances are prepared by the Transit Operations Supervisor, reviewed by the Public Works Director, then reviewed and signed by the City Manager and City Attorney. Requests for reimbursement are prepared through a joint effort by the Transit Operations Supervisor and Finance Department, then reviewed and signed by the Public Works Director.

The City monitors driver records and conducts ridealongs as necessary as part of its risk management activities. The City is self-insured via the California Joint Powers Insurance Authority (CJPIA). The City also utilizes CJPIA forms for incident reports. The City investigates all accident and injury claims. It also periodically reviews the safety of operating practices and has a current disaster preparedness and response plan.

The City's transit program utilizes a limited number of contracts for small infrastructure improvement projects. The contracts are managed through the Transit Operations Supervisor with assistance from the Public Works Director and City Inspector. Procurement procedures are outlined by the City. Large projects or purchases are put out to bid, and the City has used the CalACT joint procurement platform for vehicle purchases. Bus stops are maintained by the City of Ojai and County of Ventura.

Payroll is based on employee timesheets, which are reviewed and signed by the Transit Operations Supervisor and then the Public Works Director. The Finance department is responsible for changes to personnel and payroll data. All employees utilize direct deposit.

Accounts receivable is handled primarily by the Finance department. Invoices are reviewed, coded, and signed by the Transit Operations Supervisor, then reviewed, approved and signed by the Public Works Director. Invoices greater than \$5,000 are then also reviewed, approved, and signed by the City Manager. The transit advertising program is managed by the Transit Operations Supervisor.

Marketing and Public Information

The City's transit marketing efforts include a service brochure, website, and advertisements in local publications (such as *Ojai Valley News* and *Ojai Quarterly*), as well as on the websites of other area transit providers and on Facebook. Prior to the pandemic, the City participated in as many events as it could, and has resumed passing out promotional items such as pens and business card magnets. The City provides brochures available on transit vehicles, at City facilities, and at some local businesses.

The City incorporates performance data into marketing decisions. Most planning for marketing consists of an advertising plan.

In general, the public's perception of the service is very positive. The City accepts feedback via phone, mail, and a website form, and Transit maintains a log of significant complaints. However, this is a potential area for improvement, as the City does not currently document all complaints.

Scheduling, Dispatch, and Operations

All City transit services are operated in-house. The workforce is not represented. Currently there is one full-time Transit Operations Supervisor and 10 part-time drivers. Driver schedules are created every six weeks. Each of the part-time drivers lists availability and desired shifts. The Transit Operations Supervisor is fully licensed and can drive if needed.

Vacations are scheduled in advance and worked into the driving schedule. When a driver calls out sick, off-duty drivers are contacted to cover the shift.

The mechanic reviews maintenance sheets in the afternoon and determines which vehicles will be in service the next day based on maintenance needs. Newer vehicles get used more. All vehicles require the same licensing and certifications.

All vehicles have manual drop-style vault fareboxes. Drivers pull the vaults (which are self-locking) and deposit them in lockers. The City employs a two-person count (Transit Operations Supervisor and either someone from Finance or a senior driver) and both sign the final count document. The money is then taken to Finance, where it is stored in the safe until a recount is conducted and it is deposited in the bank. Tokens sold at City Hall are processed directly by the Finance department. The City also receives reimbursement checks from VCTC for the youth and college free-fare programs.

Personnel Management and Training

The City is not currently recruiting enough drivers to meet its needs. This has been a huge issue since the beginning of the COVID-19 pandemic. Driver recruitment is a continuous process via the City's website and Applicant Pro, with resumes kept on file. Experience varies among recruits and the City has been requiring a commercial driver's license (CDL) as a minimum. While the majority of applicants do not have a CDL, taking a driver through the licensing process is time-consuming and expensive, and the City runs the risk that a driver will get certified and then leave the City to go elsewhere. At present, the part-time schedule is more of an incentive than a deterrent for the type of recruits the City gets. Many are older drivers who do not want to work full-time and enjoy having a flexible schedule.

To bring back Route B service, staff believes an additional five part-time drivers would be needed. The Transit Operations Supervisor is DOT-certified and handles most training. All initial and ongoing training meets state requirements. All new drivers are required to have a VTT card. Safety meetings are conducted quarterly, with memos and other information distributed in between. The City also utilizes resources from TSI and RTAP.

As part-time employees, drivers receive paid sick time, unpaid vacation time, and no health insurance. The Transit Operations Supervisor and Mechanic are full-time positions and are both eligible for full City benefits. The City is considering making some drivers full-time due to the difficulty in recruiting drivers.

The City is in the process of creating a driver retention bonus program to incentivize employees. Some drivers have other jobs, while others do it to earn extra money. A more informal atmosphere works for them. Turnover is generally low and attributable to personal reasons or retirement. Money is the biggest motivator. Performance evaluations are completed annually.

The code of conduct and disciplinary procedures are spelled out in the employee handbook and are subject to City policies. The City also utilizes third-party testing and reporting for drugs/alcohol.

Maintenance

Inspections are done in accordance with DOT and CHP regulations. Preventive maintenance is done in accordance with manufacturers’ recommendations, with other maintenance and repairs completed on an as needed basis. The City has enough vehicles that maintenance rarely affects operation, especially with the current reduced service. Warranty repairs are used as much as possible.

The full-time mechanic position is currently vacant. This position is approximately 80 percent dedicated to transit, with the remaining 20 percent of the mechanic’s time spent on other City fleets. The position has been open about 18 months, due in part to DOT delays in completing background checks. Typically, larger repairs, such as wheelchair lifts and valves, are sent to outside mechanics. Outside repairs are handled by local mechanics or mechanics in nearby cities. The City is currently using a local contractor while it fills the its mechanic position.

The City’s maintenance facility includes one available bay and an outside permanent lift. Parts inventory includes basics utilized for routine repairs. Valuable parts are secured with limited access.

The City’s fleet consists of five vehicles, three of which are model year 2011 and two are 2018. All vehicles utilize propane fuel. The fleet’s average age is 8.6 years with an average mileage of 171,620 miles. The older vehicles are considered to be in poor to fair condition and have exceeded their useful life benchmark (ULB). A vehicle replacement program is in effect with identified funding sources. A sixth trolley was retired in 2018 and was not in use during the audit period, although it had yet to be disposed of.

The City’s fleet is detailed in Exhibit 7.3.

Exhibit 7.3 City of Ojai’s Transit Fleet

Vehicle #	Make/Model	Year	Passengers
9	Hometown Villager/Ford	2011	30/2 WC
10	Hometown Villager/Ford	2011	30/2 WC
11	Hometown Villager/Ford	2011	30/2 WC
12	Hometown Villager/Ford	2018	30/2 WC
13	Hometown Villager/Ford	2018	30/2 WC

Chapter 8 | Findings and Recommendations

Conclusions

Moore & Associates, Inc. finds the City of Ojai to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with City staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance findings.

The audit team has identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the City of Ojai's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no compliance findings, only functional findings and recommendations are provided below.

Functional Finding 1: The City's performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.

Criteria: PUC 99247 sets forth specific definitions of various performance indicators used in TDA reporting. In most cases, these are standard industry definitions, and performance data such as ridership, vehicle service hours, and vehicle service miles should be the same, whether reported to the State Controller or National Transit Database.

Condition: As noted in the prior audit, when data reported to the State Controller, National Transit Database, within monthly performance reports, and on the TDA fiscal audits is compared side to side, there are some clear discrepancies. While spreadsheets used for documenting performance data were updated and corrected during the prior audit period, the City still lacks a review process to ensure accurate data is reported.

Cause: Failure to document data in a single location, and to use that data to complete all reports likely contributed to inconsistencies and inaccuracies in reporting in prior years. Changes in staffing in the Transit and Finance departments may also have contributed to this matter.

Effect: Inaccurate and inconsistent reporting can make it challenging to effectively assess program performance.

Recommendation: Transit and Finance staff should thoroughly review any reports prepared by other departments or outside auditors prior to their submittal.

Recommended Action: Any City staff who work on preparing the State Controller and NTD reports should have a clear understanding of what data should be entered where. Even if Finance is responsible for preparing the reports, it is vital that Transit staff also understand how the reports are put together so that they can provide a “second set of eyes” prior to each report’s submittal. All staff involved with the State Controller’s Report should review the instruction guide for the Transit Operators Financial Transaction Report (available on the State Controller’s website) prior to and as needed during the completion of the report. This should address questions of what revenues or expenses should be entered on which lines. Transit and Finance staff should also have the opportunity to review the annual TDA fiscal audit prior to its finalization.

Timeline: FY 2022/23.

Anticipated Cost: Negligible.

Exhibit 8.1 Audit Recommendations

Functional Recommendations		Importance	Timeline
1	The City’s performance data continues to be reported inconsistently and, in some cases inaccurately, both internally and to outside entities.	Medium	FY 2023

Ventura County Transportation Commission



Triennial Performance Audit, FY 2019/20 - FY 2021/22 VCTC Intercity Bus

Table of Contents

Chapter 1 Executive Summary	1
Chapter 2 Audit Scope and Methodology	3
Chapter 3 Program Compliance	7
Chapter 4 Prior Recommendations	11
Chapter 5 Data Reporting Analysis	13
Chapter 6 Performance Analysis	15
Chapter 7 Functional Review.....	23
Chapter 8 Findings and Recommendations	31

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Table of Exhibits

Exhibit 1.1 Summary of Audit Recommendations	2
Exhibit 3.1 Transit Development Act Compliance Requirements	9
Exhibit 5.1 Data Reporting Comparison.....	14
Exhibit 6.1 System Performance Indicators	18
Exhibit 6.2 System Ridership	19
Exhibit 6.3 System Operating Cost/VSH	19
Exhibit 6.4 System Operating Cost/VSM.....	19
Exhibit 6.5 System VSM/VSH.....	19
Exhibit 6.6 System Operating Cost/Passenger	20
Exhibit 6.7 System Passengers/VSH	20
Exhibit 6.8 System Passengers/VSM.....	20
Exhibit 6.9 System VSH/FTE	20
Exhibit 6.10 System Farebox Recovery	21
Exhibit 6.11 System Fare/Passenger.....	21
Exhibit 7.1 Fixed-Route Fare Structure	24
Exhibit 7.2 Organizational Chart.....	25
Exhibit 7.4 VCTC Intercity Transit Fleet	29
Exhibit 8.1 Audit Recommendations	32

Chapter 1 | Executive Summary

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the Ventura County Transportation Commission (VCTC) as operator of the VCTC Intercity public transit service, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of VCTC's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

VCTC Intercity Transit bus service provides six fixed routes linking the cities of Ventura County and providing connections to neighboring Santa Barbara and Los Angeles counties. VCTC Intercity fixed-route hours of operation vary by route, starting as early as 4:30 a.m. and running as late as 9:30 p.m., Monday through Friday. Saturday service is offered between 6:30 a.m. and 8:00 p.m. on five of the six routes, and Sunday service is limited to four routes: Route 60/62, Highway 126; Route 80, Coastal Express; and Route 70, East County (Simi Valley-Moorpark-Thousand Oaks); Route 99, Channel Islands (Oxnard-CSU Channel Islands-Camarillo). VCTC Intercity Transit does not operate on designated holidays.

VCTC utilizes a zonal fare structure. Zone 1 includes routes traveling within Ventura County, while Zone 2 includes routes traveling beyond Ventura County.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. believes the evidence obtained provides a reasonable basis for our findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with Ventura County Transportation Commission staff, analysis of program performance, and an audit of program compliance and function, the audit team presents one compliance finding:

1. VCTC does not include staff time in the full-time equivalent calculation, only reporting FTE provided by the operations contractor.

Status of Prior Recommendations

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included no recommendations.

Findings and Recommendations

Based on discussions with VCTC staff, analysis of program performance, and a review of program compliance and function, the audit team submits the aforementioned compliance finding for VCTC Intercity bus.

1. VCTC does not include staff time in the full-time equivalent calculation, only reporting FTE provided by the operations contractor.

The audit team has identified no functional findings.

In completing this Triennial Performance Audit, we submit the following recommendations for VCTC’s public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.	Medium	FY 2023

Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Ventura County Transportation Commission’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2022, the Ventura County Transportation Commission (VCTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the 10 transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Ventura County Transportation Commission as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of VCTC included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Ventura County Transportation Commission included thorough review of documents relevant to the scope of the audit, as well as information contained on VCTC's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the COVID-19 pandemic, the methodology for this audit included a virtual site visit with VCTC and contractor representatives on February 15, 2023. The audit team met with Claire Grasty (Transit Director, VCTC), Matt Miller (Program Manager, Transit Services, VCTC), Erin Kenneally (Transit Specialist, VCTC), and Syed Shadab (General Manager, RATP Dev), and reviewed materials germane to the triennial audit.

This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.

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Chapter 3 | Program Compliance

This section examines Ventura County Transportation Commission’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. VCTC considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with VCTC staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

One compliance issue was identified for VCTC:

1. VCTC does not include staff time in the full-time equivalent calculation, only reporting FTE provided by the operations contractor.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how COVID-19 impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2019/20: December 14, 2020 FY 2020/21: December 15, 2021 FY 2021/22: December 14, 2022
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: November 17, 2020 FY 2020/21: December 14, 2021 FY 2021/22: December 6, 2022
Operator’s terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	Satisfactory ratings dated: March 27, 2019 March 18, 2020 March 18, 2021 March 16, 2022
Operator’s claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	VCTC Intercity does not receive funds under Article 8.
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	VCTC Intercity does not receive funds under Article 8.
The operator’s operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2019/20: -5.46% FY 2020/21: +2.72% FY 2021/22: +1.16%
The operator’s definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	Finding	VCTC only reports contractor FTE to the State Controller and does not include VCTC staff time.
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2019/20: 28.56% FY 2020/21: 10.20% (waived) FY 2021/22: 20.00% <i>Source: TDA fiscal audits, FY 2020 – FY 2022</i>

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	
The current cost of the operator’s retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	VCTC staff are eligible for CalPERS. Operations staff are employed by a third-party contractor.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator’s total operating cost per revenue hour does not exceed the sum of the preceding year’s total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year’s total operating cost per revenue hour. An operator may qualify based on the preceding year’s operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	In FY 2020, the TDA fiscal audit found that VCTC Intercity did not meet either of the efficiency tests and 2.33 percent of the allocation would need to be used for capital purposes. It also found VCTC Intercity to be in compliance with this requirement.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant’s capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance Ventura County Transportation Commission has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

The prior audit – completed in April 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2018 – included no recommendations.

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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Ventura County Transportation Commission both internally as well as to outside entities during the audit period.

Data items were reported consistently except as indicated below.

- **Operating cost:** Operating cost is generally consistent except for FY 2019/20, when the operating cost in the fiscal audit was approximately 63 percent higher than that reported elsewhere. This appears to be due to nearly \$6 million in vehicle leases that year. The cost of the vehicle leases in subsequent years was significantly lower (approximately \$261,000).
- **Fare Revenue:** For all years, the fiscal audit and the NTD report include passenger fares only, while the State Controller report includes route guarantees as well. As a result, reporting to the State Controller looks significantly higher than the other entities.
- **Full-Time Equivalent (FTE) Employees:** Per VCTC, the employees reported to the State Controller include only the FTE reported by the operations contractor and do not include VCTC staff time. In addition, it appears the contractor's FTE calculations are based on a four-week sampling of employee hours rather than the total hours worked for the full year.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$) (Less depreciation)			
<i>TDA fiscal audit</i>	\$14,231,568	\$7,653,690	\$8,894,079
<i>National Transit Database</i>	\$8,802,418	\$7,427,651	\$9,006,377
<i>State Controller Report</i>	\$8,726,563	\$7,653,690	\$8,945,535
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$670,800	\$0	\$322,080
<i>National Transit Database</i>	\$670,800	\$0	\$322,080
<i>State Controller Report</i>	\$2,190,743	\$753,815	\$1,257,626
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	60,996	49,078	59,825
<i>National Transit Database</i>	60,996	49,077	59,825
<i>State Controller Report</i>	60,996	49,078	59,221
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	1,481,474	1,186,545	1,406,898
<i>National Transit Database</i>	1,482,922	1,186,485	1,406,898
<i>State Controller Report</i>	1,481,474	1,186,545	1,406,898
Passengers			
<i>Monthly Performance Reports</i>	507,268	219,378	309,140
<i>National Transit Database</i>	507,268	219,254	310,051
<i>State Controller Report</i>	507,268	219,421	310,050
Full-Time Equivalent Employees			
<i>State Controller Report</i>	71	60	64

Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles (VSM)* are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for Ventura County Transportation Commission, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via State Controller Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in VCTC’s audited financial reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via State Controller Reports for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts. Fare revenue data reported to the State Controller reflects other revenues not reported as fare revenue to the NTD.
- Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. VCTC’s calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. VCTC’s calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this audit. VCTC’s calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from State Controller Reports for each fiscal year covered by this review. However, use of the TDA definition regarding FTE calculation was not confirmed.

System Performance Trends

System-wide, operating cost experienced a net 2.5 percent increase during the audit period, but a 1.9 percent net decrease across the last six years. Fare revenue, however, steadily decreased through FY 2020/21 before significantly increasing in FY 2021/22 (due to the resumption of fare collection following a lengthy free fare period). This resulted in a net 42.6 percent decrease during the audit period and a net 50.3 percent decrease across six years.

Vehicle service hours (VSH) experienced modest changes between FY 2015/16 and FY 2018/19, then declined during FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 2.9 percent decrease during the audit period and a net 1.6 percent increase during the six-year period. Vehicle service miles (VSM) fluctuated during the six-year period, with significant declines in FY 2019/20 and FY 2020/21. This resulted in an overall net decrease of 5.0 percent during the audit period and an 11.6 percent decrease over the six-year period. Ridership declined during four years of the six-year period, though the significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to a 38.9 percent net decrease during the audit period and a 57.1 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system’s efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite the decreased operating cost in FY 2020/21, cost-related metrics increased during the audit period. Operating cost per passenger was

impacted the most, given the 38.9 percent decrease in ridership during the audit period. Passenger-related metrics fell during the audit period, with passengers per VSH decreasing 37.0 percent and passengers per VSM decreasing 35.6 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$9,115,899	\$9,158,975	\$9,965,179	\$8,726,563	\$7,653,690	\$8,945,535
<i>Annual Change</i>	37.6%	0.5%	8.8%	-12.4%	-12.3%	16.9%
Fare Revenue (Actual \$)	\$2,528,741	\$2,205,508	\$2,375,531	\$2,190,743	\$753,815	\$1,257,626
<i>Annual Change</i>	45.9%	-12.8%	7.7%	-7.8%	-65.6%	66.8%
Vehicle Service Hours (VSH)	58,274	57,789	66,418	60,996	49,078	59,221
<i>Annual Change</i>	1.8%	-0.8%	14.9%	-8.2%	-19.5%	20.7%
Vehicle Service Miles (VSM)	1,591,629	1,471,359	1,564,942	1,481,474	1,186,545	1,406,898
<i>Annual Change</i>	0.4%	-7.6%	6.4%	-5.3%	-19.9%	18.6%
Passengers	723,221	640,121	654,595	507,268	219,421	310,050
<i>Annual Change</i>	-8.1%	-11.5%	2.3%	-22.5%	-56.7%	41.3%
Employees	79	79	71	71	60	64
<i>Annual Change</i>	0.0%	0.0%	-10.1%	0.0%	-15.5%	6.7%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$156.43	\$158.49	\$150.04	\$143.07	\$155.95	\$151.05
<i>Annual Change</i>		1.3%	-5.3%	-4.6%	9.0%	-3.1%
Operating Cost/Passenger (Actual \$)	\$12.60	\$14.31	\$15.22	\$17.20	\$34.88	\$28.85
<i>Annual Change</i>		13.5%	6.4%	13.0%	102.8%	-17.3%
Passengers/VSH	12.41	11.08	9.86	8.32	4.47	5.24
<i>Annual Change</i>		-10.7%	-11.0%	-15.6%	-46.2%	17.1%
Passengers/VSM	0.45	0.44	0.42	0.34	0.18	0.22
<i>Annual Change</i>		-4.3%	-3.9%	-18.1%	-46.0%	19.2%
Farebox Recovery	27.7%	24.1%	23.8%	25.1%	9.8%	14.1%
<i>Annual Change</i>		-13.2%	-1.0%	5.3%	-60.8%	42.7%
Hours/Employee	737.6	731.5	935.5	859.1	818.0	925.3
<i>Annual Change</i>		-0.8%	27.9%	-8.2%	-4.8%	13.1%
TDA Non-Required Indicators						
Operating Cost/VSM	\$5.73	\$6.22	\$6.37	\$5.89	\$6.45	\$6.36
<i>Annual Change</i>		8.7%	2.3%	-7.5%	9.5%	-1.4%
VSM/VSH	27.31	25.46	23.56	24.29	24.18	23.76
<i>Annual Change</i>		-6.8%	-7.5%	3.1%	-0.5%	-1.7%
Fare/Passenger	\$3.50	\$3.45	\$3.63	\$4.32	\$3.44	\$4.06
<i>Annual Change</i>		-1.5%	5.3%	19.0%	-20.5%	18.1%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from State Controller Reports.

Exhibit 6.2 System Ridership

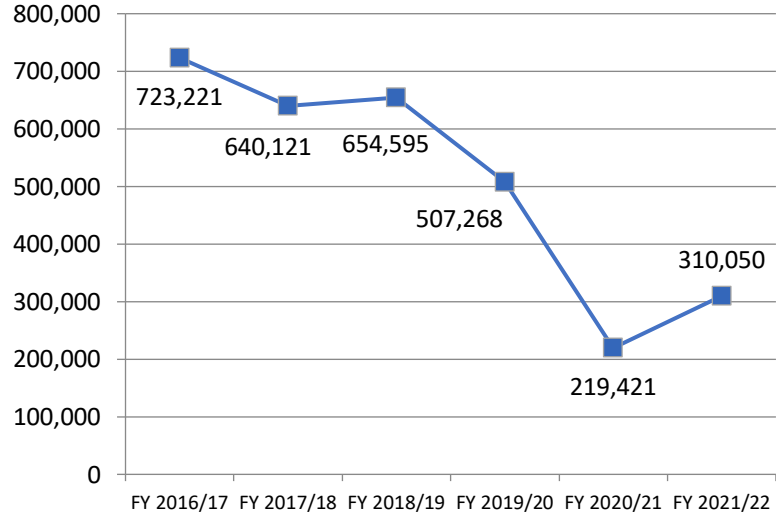


Exhibit 6.3 System Operating Cost/VSH

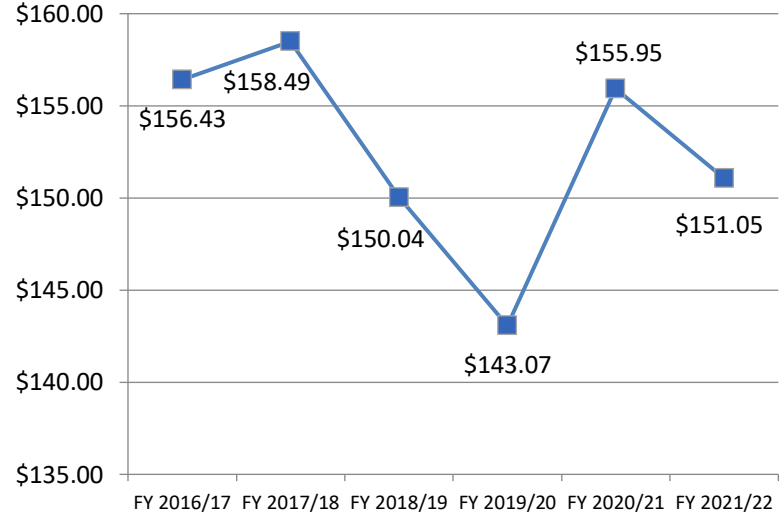


Exhibit 6.4 System Operating Cost/VSM

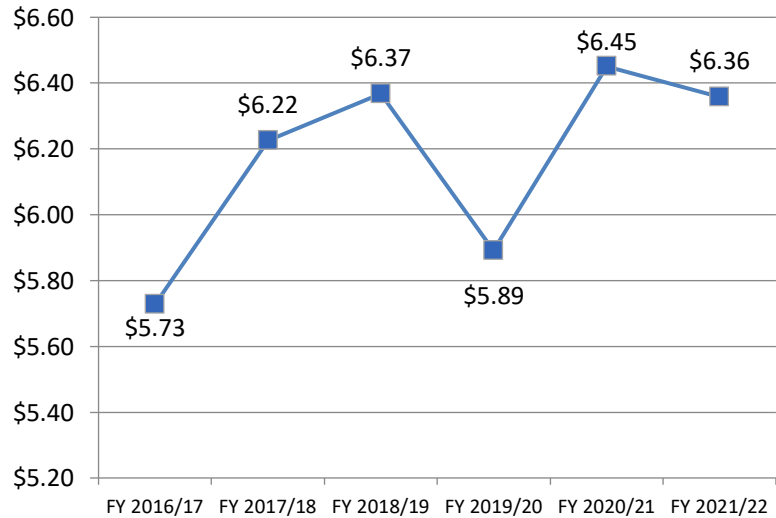


Exhibit 6.5 System VSM/VSH

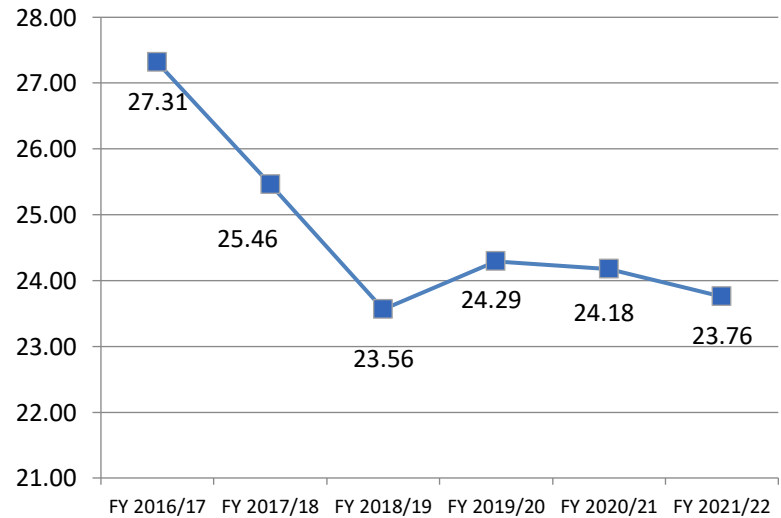


Exhibit 6.6 System Operating Cost/Passenger

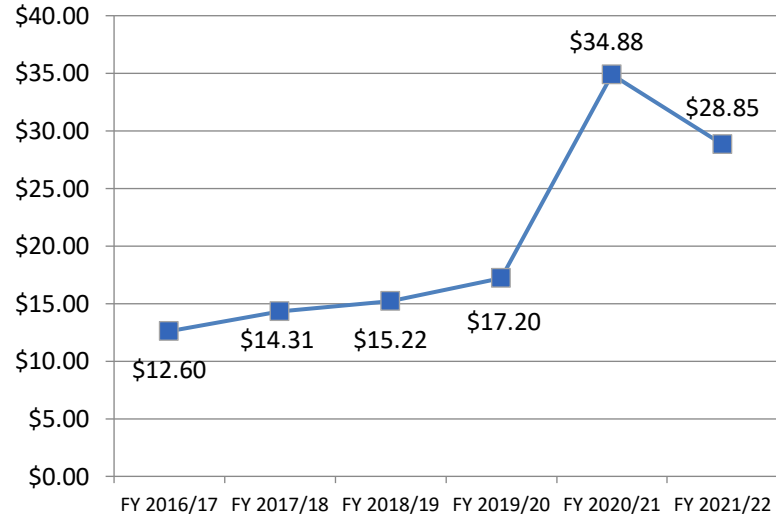


Exhibit 6.7 System Passengers/VSH

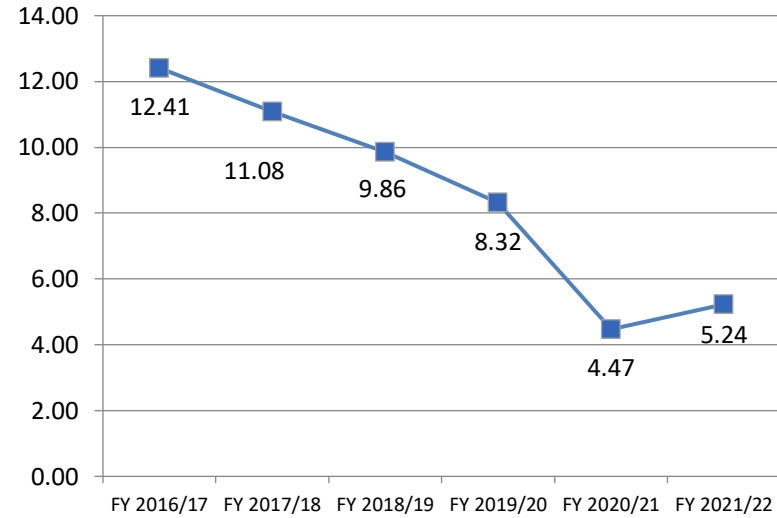


Exhibit 6.8 System Passengers/VSM

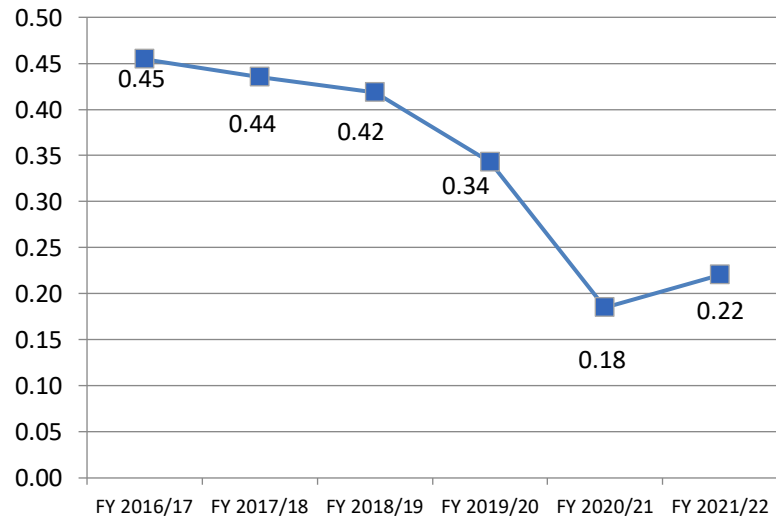


Exhibit 6.9 System VSH/FTE

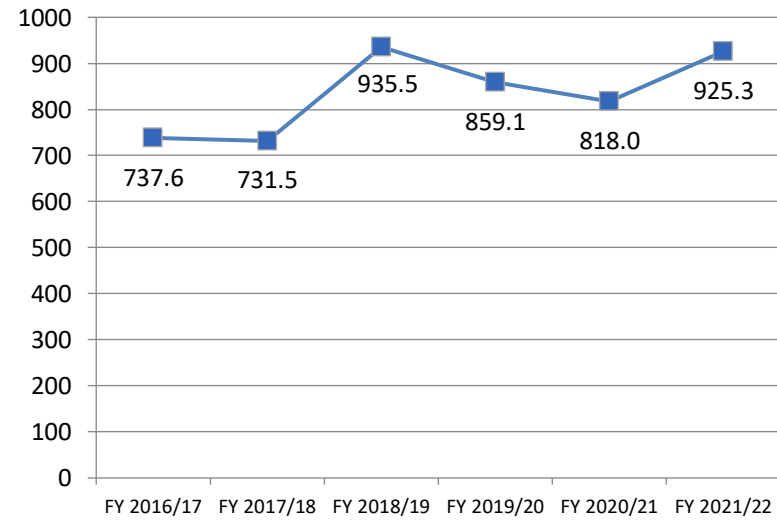


Exhibit 6.10 System Farebox Recovery

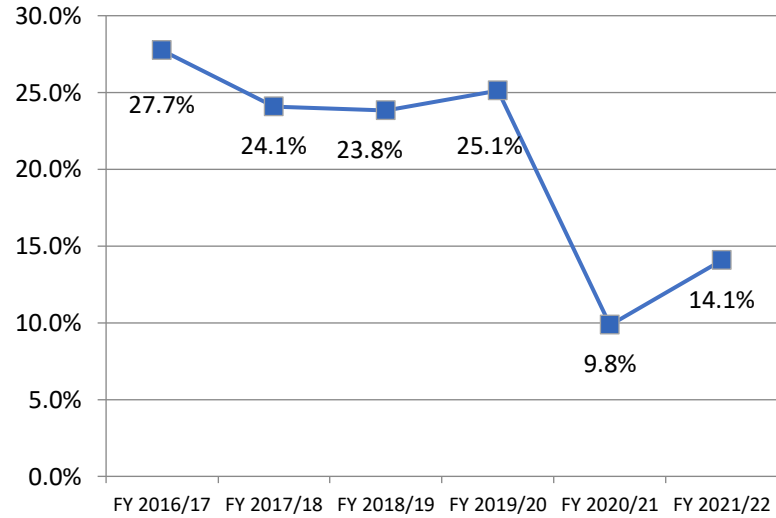
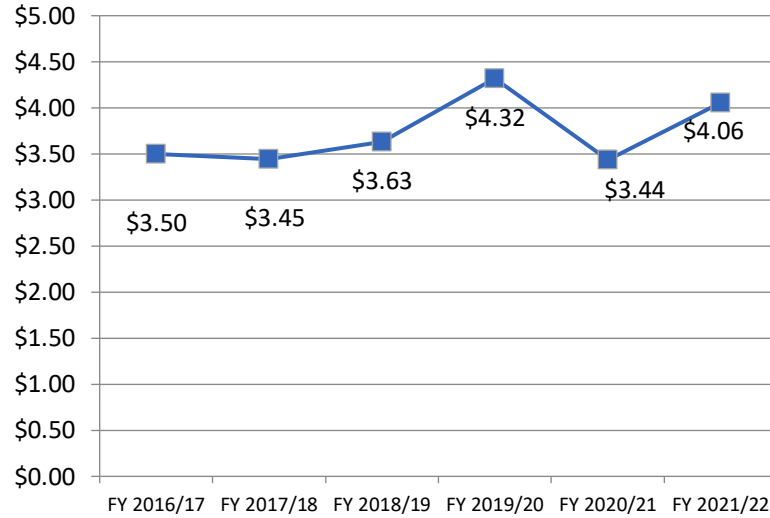


Exhibit 6.11 System Fare/Passenger



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Chapter 7 | Functional Review

A functional review of Ventura County Transportation Commission’s public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the City’s transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those transit services provided by VCTC through its transit program:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Fleet maintenance.

Service Overview

VCTC Intercity Transit bus service provides six fixed routes linking the cities of Ventura County and providing connections to neighboring Santa Barbara and Los Angeles counties. VCTC Intercity fixed-route hours of operation vary by route, starting as early as 4:30 a.m. and running as late as 9:30 p.m., Monday through Friday. Saturday service is offered between 6:30 a.m. and 8:00 p.m. on five of the six routes, and Sunday service is limited to four routes: Route 60/62, Highway 126; Route 80, Coastal Express; and Route 70, East County (Simi Valley-Moorpark-Thousand Oaks); Route 99, Channel Islands (Oxnard-CSU Channel Islands-Camarillo). VCTC Intercity Transit does not operate on designated holidays.

VCTC utilizes a zonal fare structure. Zone 1 includes routes traveling within Ventura County, while Zone 2 includes routes traveling beyond Ventura County.

VCTC provides grant-funded free bus service for students throughout the county, including on VCTC Intercity buses. The College Ride program allows students of all Ventura County Adult Schools, California Lutheran University, CSUCI, Moorpark College, Ventura College, Oxnard College, UCSB, and SBCC with school ID. This program was introduced during the audit period and continues into FY 2022/23. A second similar program, Youth Ride Free, for youth 18 and under, was launched on September 1, 2022.

During the audit period, VCTC utilized GFI paper fare media for 10-ride and 31-day passes. During the audit period, VCTC Intercity bus and other operators transitioned to the contactless VCbuspass program, which uses a smartcard or mobile phone app to store and pay fares. The VCbuspass card can be loaded with stored value funds or a 31-day pass. Using stored value funds on a VCbuspass offers a 10 percent discount over the cash fare. Paper passes are currently being phased out and will no longer be accepted after March 31, 2023.

Exhibit 7.1 Fixed-Route Fare Structure

	Zone 1	Zone 2
Cash Fares		
Full fare (one-way)	\$1.75	\$4.00
Reduced fare (senior 65+/Medicare/ADA)	\$0.80	\$2.00
Child under 5 (with fare-paying customer)	Free	Free
Youth (up to age 18)	Free	Free
College students	Free	Free
VCbuspass – Stored Value		
Full fare	\$1.57	\$3.60
Reduced fare (senior 65+/Medicare/ADA)	\$0.72	\$1.80
VCbuspass – 31-day pass		
Full fare	\$50.00	\$130.00
Reduced fare (senior 65+/Medicare/ADA)	\$25.00	\$65.00

Most transfers are free, however transfers to VCTC Coastal Express are \$1.50 (\$0.75 reduced). Transfers to Valley Express Dial-A-Ride are \$0.50.

Recent service and fare changes

In August 2019, VCTC Intercity made some changes to its Channel Islands routes, discontinuing Route 90, 96, and 97 and replacing them with the new Route 99. Weekday Coastal Express service to the Camarillo Metrolink station was also added at this time. Routes 90 and 97 were subsequently relaunched in January 2020, along with minor schedule changes on all routes. VCTC gathered data and evaluated the success of the August service changes, but was unable to gather much data from the January adjustments before the COVID-19 pandemic began.

A fare change went into effect in January 2020. It increased the base fare for Zone 1 from \$1.50 to \$1.75, and the base fare for Zone 2 from \$3.50 to \$4.00.

Response to COVID-19 pandemic

Beginning on March 26, 2020, VCTC Intercity transitioned to a Saturday schedule. Service returned to the January 2020 schedule for all routes more than a year later, on August 23, 2021. The driver shortage continued to impact operations, and some trips on the Coastal Express and Highway 101 routes were eliminated or modified in October 2021. In November 2021, VCTC implemented a service change that adjusted trip and stop times and eliminated some of the Coastal Express route variations to improve performance.

On March 18, 2020, fare collection was suspended on all routes. Fare collection resumed on July 1, 2021, with a half-fare promotion that extended through June 30, 2022. This also coincided with the introduction of contactless fare payment (VCbuspass).

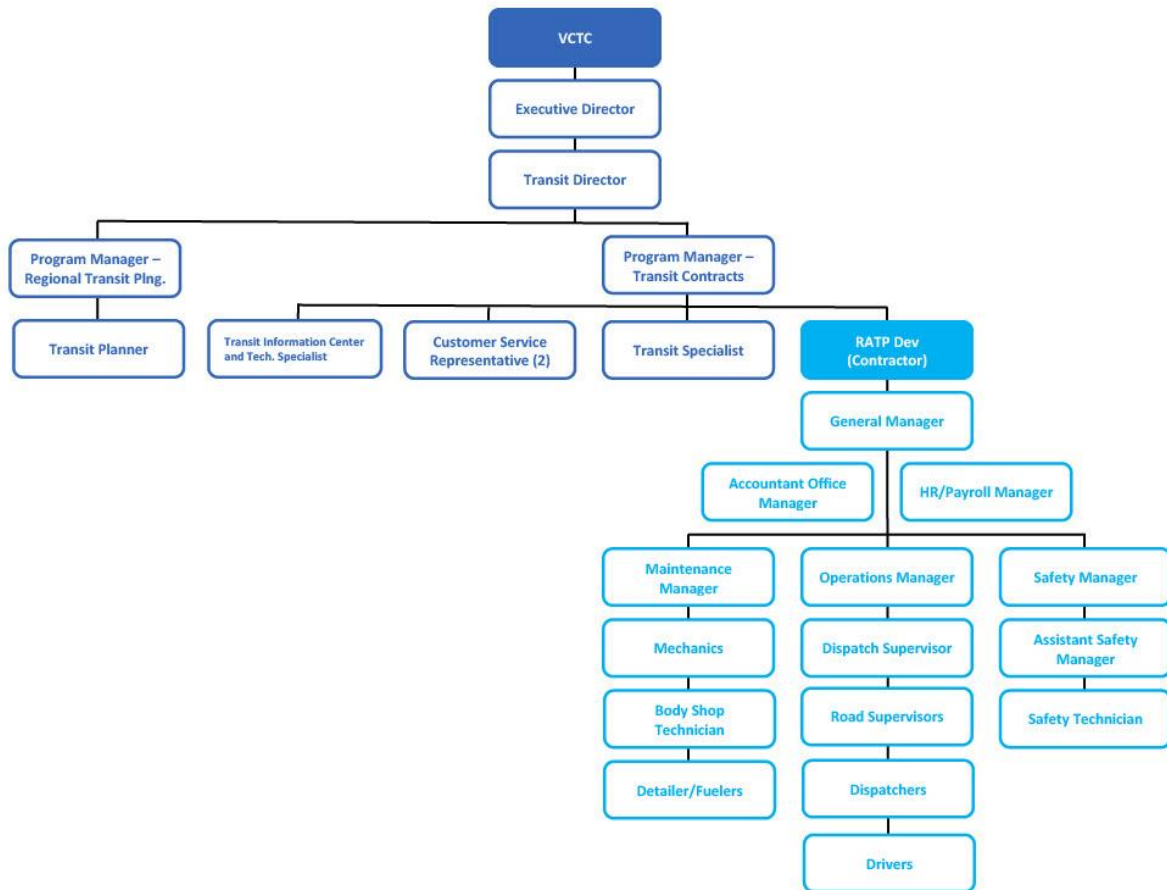
To enhance onboard safety, VCTC Intercity introduced enhance cleaning methods that included cleaning seats and the driver area and fogging the buses with a sanitizing agent. VCTC as an organization focused on examining travel patterns and created goals to better meet the needs of the community as a whole, not just commuters.

Ridership was impacted significantly by the pandemic, declining by 80 percent initially. The Coastal Express route has been slower to recover ridership due to the high volume of commuters that make up its customer base. Current ridership levels are approximately 65 to 70 percent of pre-COVID ridership. Ridership has been greatly affected by changes in work patterns, since many commuters began working remotely or reduced the number of days they were working in the office. VCTC continues to implement enhanced cleaning practices, although it is no longer fogging the buses regularly.

General Management and Organization

VCTC’s Executive Director manages four departments: Finance, Planning and Technology, Programming, and Transit. The Transit Director oversees a department which includes two Program Managers, a Transit Planner, a Transit Specialist, a Customer Service Lead, and two additional Customer Service personnel. The operations contractor reports to the Transit Director as well. VCTC’s organizational chart specific to VCTC - Intercity Bus is presented in Exhibit 7.2.

Exhibit 7.2 Organizational Chart



VCTC monitors program performance through monthly meetings and monthly reports from the operator, RATP Dev (formerly Roadrunner Management Services). Additionally, VCTC reviews bus tracking and cameras frequently.

The Transit Division is currently fully staffed. It includes multiple staff members focused on regional transit—including fareboxes, fare media, Nextbus, and regional trip planning. VCTC oversees or participates in numerous committees, including the Transportation Technical Advisory Committee and Transcom for transit operators.

Service Planning

The VCTC Intercity Five-Year Service Plan as well as a county-wide Short Range Transit Plan (SRTP) were completed in Fall 2015. These documents provide strategies for improved regional coordination and connectivity and establish program goals and performance standards. At present, VCTC is finalizing its county-wide Transit Integration and Efficiency Study (TIES), which further examines opportunities for regional coordination and service integration. The TIES project, which was launched after it became apparent COVID would have a long-term impact on transit, has presented three separate alternatives: 1) better coordination between procurement, technology, and marketing; 2) consolidating some of the services; and 3) full consolidation of all transit operators. Following conclusion of the TIES project, VCTC will begin updating its short-range transit plan.

VCTC conducts an annual Unmet Transit Needs process, which includes a survey. While many survey responses are not applicable to the VCTC service, all relevant input is documented. Comments have included a desire for improved service up to Santa Barbara and a need for expanded Coastal Express into Camarillo, which were not considered unmet needs but were still addressed. VCTC Intercity’s most recent rider survey was conducted in-house in 2019.

VCTC Intercity has a robust marketing program and active social media presence, which actively engages riders. Staff have resumed participation in in-person events since the pandemic. Some of the recent community outreach efforts have included an Easter touch-a-truck event; holiday toy drive; and the Ventura County Fair.

Administration

VCTC’s annual budget includes a program-level annual budget for the VCTC Intercity service. Program managers develop detailed line-item budgets which include objectives, recent accomplishments, work elements, funding sources, and expenditures. The Finance Director compiles all program budgets into the main budget. This is reviewed by the Executive Director. The draft budget is reviewed by the VCTC Finance Committee before being recommended to the full Board for a public hearing and approval.

Detailed monthly financial statements are created from the general ledger and presented to the Commission. The Program Manager for VCTC monitors actual versus budgeted expenses and requests budget amendments on an as-needed basis.

VCTC’s Programming Department works with Transit on grant applications, management, and compliance. VCTC has not lost any grants due to neglected or mismanaged opportunities.

The Program Manager is responsible for contract management. During the audit period, this has included the operations contract, Trapeze, video system (maintenance), and Celtis (marketing). The Transit Specialist addresses related operational issues. VCTC also manages several contracts on behalf of operators county-wide (including VCTC Intercity).

Risk management is handled through a risk management consultant through VCTC insurance broker. VCTC is not self-insured.

Twice a month, VCTC employees prepare a timesheet in Excel, print it, and submit it to their supervisor for approval and signature. The electronic timesheets are password protected, and only the employee and Manager of Information Technology have access. All time is coded and tracked for billing purposes, which ensures time spent working on VCTC Intercity is appropriately identified. Payroll is then prepared by the Senior Accountant. Payroll is paid via direct deposit unless specifically otherwise requested.

Accounts receivable and accounts payable are handled collectively by the senior accountant, accounting manager, and the finance director. Disbursements are coded and approved by program managers and reviewed and paid by the Finance Department. It is the responsibility of the program manager to ensure goods or services have been received before the invoice payment is approved.

Procurement procedures are guided by a VCTC procurement manual, per recommendation from an FTA Triennial Review. The Programming Department leads all procurement activities. Procurement practices conform to all applicable requirements.

VCTC does not have an internal audit function. All audits are outsourced.

Marketing and Public Information

At the beginning of each fiscal year, VCTC works with its marketing consultant, Celtis, to identify marketing campaigns and activities. A report is prepared at the end of each campaign detailing performance and impact to keep in mind for future similar activities. Currently, marketing efforts emphasize social media. VCTC Intercity recently received an AdWheel marketing award for its Spanish marketing campaign – a series of videos featuring a local influencer. The public’s perception of VCTC Intercity is generally positive.

VCTC Intercity has two dedicated customer service representatives (CSRs). During business hours, all calls come through VCTC. After 6:00 p.m., calls roll over to the operations contractor. Any complaint or fare call gets routed back to VCTC. Complaints are resolved within five business days. Customer service data is reported to VCTC as part of the contractor’s monthly reporting packet.

Scheduling, Dispatch, and Operations

Operation and maintenance of VCTC Intercity is provided by RATP Dev, formerly Roadrunner Management Services. RATP Dev employees are represented by Teamsters Local 186. Drivers bid for their work assignments three times annually (at the CSUCI break, in June, and at the beginning of the year), as well as prior to any major schedule change (which the collective bargaining agreement defines as any deviation of two hours or more per route). Awards are based on seniority. Drivers are rotated among routes only if they choose as part of the bid process.

RATP Dev currently employs 27 full-time drivers and six part-time drivers. Full-time drivers are eligible for health insurance, 401(k) retirement accounts, paid time off, and sick leave. Part-time drivers are not eligible for vacation or insurance; they do receive sick leave. Part-time drivers who work 32 or more hours per week are considered full-time, even though they may work a part-time bid.

Vacation time is scheduled in advance and cover drivers are scheduled for the route. RATP Dev has a clear communicated policy on absences and sick leave that requires notice prior to the driver's report time. Coverage for time off is normally through the extra board. However, RATP Dev finds it hard to maintain a part-time extra board due to the driver shortage. As a result, road supervisors, dispatchers, or other personnel with the required license/certification may be assigned to cover call-outs.

Vehicles are typically assigned to individual drivers rather than being assigned to routes. If a vehicle is downed for scheduled maintenance, a different vehicle will be assigned to that driver.

The fareboxes are locked with no driver access. As the buses return to the yard, they are probed by the dispatcher and the money dropped into the vault. The next day, RATP Dev's cashier clerk counts the money. RATP Dev utilizes a cash logistic company called Tectrans. Fares are deposited in a designated VCTC account at Wells Fargo.

Personnel Management and Training

RATP Dev is facing challenges in hiring a sufficient number of drivers. At present, the contractor is at least two drivers short. Jobs are advertised via Indeed, job fairs, advertisements around town, CalJobs, America's Job Center, and at military and veteran job fairs.

Most recruits require initial training, and all recruits receive full training even if they have a commercial license. RATP Dev's training program can take a driver with no experience through the DMV testing and commercial licensing process. For a good candidate, this takes about seven weeks.

RATP Dev's training program offers more than the minimum training. It includes 15 hours of classroom/VTT training, 15 hours of policies and procedures training, 20 hours of behind-the-wheel training, and 15 hours of pre-trip time. RATP Dev will not use a driver that is not ready or a good "fit" for the job. RATP Dev employs a state-certified training instructor as well as a behind-the-wheel trainer.

It is RATP Dev's corporate policy to offer both weekly and monthly programs for its drivers. The contractor recognizes graduations for new drivers, offers safe driver certificates, and offers driver incentives and referral bonuses. Incentives for new hires include payment of the union fee (\$600 after five months, the remaining \$400 after one year) and DMV testing fees. RATP Dev loses about two drivers each month. While new recruits are being brought in to replace the drivers being lost, DMV delays can impact this process.

Performance evaluations are conducted annually. Drivers are subject to counseling, warnings, suspension, and termination depending upon the severity of infraction according to the progressive discipline policy.

Full-time employees are eligible for vacation, sick leave, health insurance, dental, vision, and 401(k). Part-time drivers receive three days sick leave per state requirement, and those working 30 hours or more qualify for health insurance.

Maintenance

The contractor has a dedicated yard for VCTC operations, vehicle storage, and maintenance at 240 South Glenn Drive in Camarillo, adjacent to the Camarillo Metrolink Station. During the prior audit period, the facility was expanded by extending the depth of the three maintenance bays so that vehicles fit fully within them. The facility is sufficient for the number of vehicles. The only repair work sent out are engine rebuilds and major body work.

Preventive maintenance is conducted every 5,000 miles, and all preventive maintenance is delivered on time. FleetMate software tracks preventive maintenance and repairs. Repairs still covered by warranty are identified by FleetMate as well. VCTC Intercity currently has three buses that are still under transmission warranties.

Maintenance does not conflict with regular vehicle use. Most buses operate on a split shift, which allows maintenance to be completed during midday, and there is a sufficient spare ratio. The Samsara app reports defects, which are checked and addressed by a mechanic. Unless a mechanic signs off that the defect is fixed, it shows as unresolved in the system. The app sends an email to dispatch every time a driver downs a bus. During the pre-trip inspection, each driver receives a maintenance update letting them know if the bus is safe or unsafe. The only backlog of repairs is due to waiting on parts. There is no backlog of preventive maintenance.

All vehicles are owned by VCTC. The useful life benchmark for VCTC’s buses is 14 years. VCTC Intercity Bus is included in VCTC’s group Transit Asset Management Plan. The current fleet will operate through 2024 and then will be up for replacement. VCTC’s fleet is detailed in Exhibit 6.3.

Exhibit 7.4 VCTC Intercity Transit Fleet

Make/Model	Year	Quantity
Volvo 9700	2013	3
Volvo 9700	2014	2
MCI D4505	2015	11
MCI D4500	2015	14
MCI D4500	2016	1
MCI D4500	2017	2
MCI D4500	2019	3

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Chapter 8 | Findings and Recommendations

Conclusions

With one exception, Moore & Associates, Inc. finds Ventura Transportation Commission to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with VCTC staff, analysis of program performance, and an audit of program compliance and function, the audit team presents one compliance finding:

1. VCTC does not include staff time in the full-time equivalent calculation, only reporting FTE provided by the operations contractor.

The audit team has identified no functional findings.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the VCTC's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no functional findings, only compliance findings and recommendations are presented below.

Compliance Finding 1: VCTC does not include staff time in the full-time equivalent calculation, only reporting FTE provided by the operations contractor.

Criteria: The State Controller, for its Transit Operator Financial Transaction Report, utilizes the TDA definition of full-time equivalent (FTE) employee for the reporting of employees. This definition, included as part of PUC 99247, calls for a definition of "employee" as total work hours divided by 2,000. Reported work hours should include both contractor personnel (management, drivers, dispatch, maintenance, etc.) as well as VCTC administrative personnel.

Condition: VCTC does not use the TDA definition of FTE employee in completing the State Controller Report as it does not include VCTC staff hours in the calculation. In addition, the document provided by the operations contractor represents a single four-week period, rather than includes all hours worked for each employee for the full fiscal year.

Cause: A general lack of understanding of this requirement of the State Controller Report is the most frequent cause of this findings.

Effect: The operator is out of compliance with the TDA by failing to use the TDA definition for this metric.

Recommendation: Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.

Recommended Action: Ensure both VCTC and RATP Dev document all hours worked related to transit beginning with FY 2022/23. Ensure the individual(s) completing the reports are aware of how to calculate this data using the TDA definition. Data provided to VCTC by the contractor should reflect work hours, not a person-count. Hours representing paid time off (such as sick time or PTO) should be excluded from these hours. VCTC should add its transit-related work hours to these totals before calculating Employees by dividing by 2,000.

Timeline: FY 2022/23.

Anticipated Cost: None.

Exhibit 8.1 Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Ensure the TDA definition of full-time equivalent (FTE) employee is used for reporting to the State Controller.	Medium	FY 2023



Item 10

April 12, 2023

MEMO TO: TRANSIT OPERATORS COMMITTEE
FROM: PETER DE HAAN, PROGRAMMING DIRECTOR
SUBJECT: REDISTRIBUTION OF CONGESTION MITIGATION AND AIR QUALITY (CMAQ) AND CARBON REDUCTION PROGRAM (CRP) FUNDS

RECOMMENDATION:

- Receive and file.

BACKGROUND:

At the June meetings, TRANSCOM and TTAC approved guidelines for the combined CMAQ/TDA Article 3/State of Good Repair Call for Projects. Then at the November meetings the Committees approved the recommended selection of projects. The November staff report included a statement that VCTC staff may reprogram funds between CMAQ and CRP to ensure the maximum availability of both types of funding.

Last month TRANSCOM approved a redistribution of the approved funds between CMAQ and CRP, based on further federal guidance on the project selection process for both programs, particularly the directive that the CRP funding cannot at this time move forward until a SCAG statewide project selection procedure is developed and implemented. However, subsequent to the TRANSCOM meeting, VCTC was informed that in response to concerns that there would not be enough time to obligate the FY 21/22 CRP funds before the lapse date, SCAG can move forward with programming projects using FY 21/22 funds, which represent the first year of CRP apportionment after the program was established by the Infrastructure Investment and Jobs Act (IIJA). As a result, VCTC revised the recommended redistribution, prior to the preparation of the March TTAC agenda.

As was stated last month, in the ongoing discussions between SCAG and the six county commissions, it has been agreed that the new process will require project sponsors to initially apply to their county commission, with the commissions determining the initial intra-county priorities and then forwarding to SCAG for the final decision.

DISCUSSION:

As was stated last month, the urgency in setting the distribution of CMAQ and CRP funds between approved projects is that the CMAQ funds must be programmed now, so as to not wait for the new process to go into effect. In addition, the first year of CRP projects must be

programmed as soon as possible to ready-to-go projects to assure funds will not lapse, as these funds must be obligated by September, 2025.

The attached table shows the projects originally identified to receive CRP funds, and the revised fund distribution that TTAC approved, subsequent to the TRANSCOM meeting. Staff has now submitted to SCAG the TIP amendment to program the funds as shown on this table. The table accounts for the \$1,525,729 of CRP that can be programmed at this time, and provides that the entire \$1,062,360 for the Thousand Oaks Microgrid be funded from the currently-available CRP, with the remaining \$463,369 to go to the Port Shore Power project. Both of these projects can be considered ready-to-go as they should be able to obligate the funds by the September 30, 2025 deadline. Applying \$463,369 to the Port Shore Power project frees up \$463,369 in CMAQ capacity that can be applied to the Central Avenue Bike Lanes in Camarillo. As a result of these changes Central Avenue is the only remaining project that will be subject to the future SCAG project selection process. Camarillo only requested construction funds, and it will be several years before the project can obligate those funds. In approving the staff recommendation, TTAC acknowledged the difficulty for Camarillo to have significant funding that is not officially programmed pending the new SCAG process. VCTC is committed to continuing to work with Camarillo to support the application for CPR funds for Camarillo, and to pursue other funding sources as well should the project not be selected for CRP.

RECOMMENDED REDISTRIBUTION OF CMAQ AND CRP

	Sponsor	Original CMAQ	Original CRP	Revised CMAQ	Revised CRP
Lynn Road Bike Lanes and Pedestrian Improvements	Thousand Oaks	1,443,000	1,068,595	2,511,595	-
Microgrid for EV Bus Charging Infrastructure ¹	Thousand Oaks	368,210	694,150	-	1,062,360
Residential Street Sidewalk and HAWK Signal	Ventura	1,753,297	1,367,500	3,120,797	-
Central Avenue Bike Lanes ²	Camarillo	3,347,012	1,964,788	463,369	4,848,431
North Terminal Shore Power ^{1,3}	Port of Hueneme	9,075,023	1,367,500	9,979,154	463,369
TOTAL		15,986,542	6,462,533	16,074,915	6,374,160

¹The CRP funds for these projects can be programmed now.

²VCTC will support shifting a portion of the CRP to be recommended to SCAG for Central Avenue to instead cover a cost increase in the previously-approved Pleasant Valley Road Bike Lanes, which can obligate the funds within one year.

³The Shore Power project had an unfunded Shelf List amount of \$1,469,949. This amount can be submitted to SCAG for the regional project selection. However, depending on the SCAG timeline, CRP might not be available until after this project starts construction, and the ability to still apply CRP at that point is unknown. Due to the uncertainty of fund estimates, the CMAQ amount can be increased slightly to cover what was already committed for this project.



Item 11

April 12, 2023

MEMO TO: TRANSIT OPERATORS COMMITTEE
FROM: HEATHER MILLER, PROGRAM MANAGER
SUBJECT: FY 2022/23 LOW CARBON TRANSIT OPERATIONS PROGRAM (LCTOP) ALLOCATION

RECOMMENDATION:

- Approve the Ventura County Transportation Commission (VCTC) FY 2022/23 Low Carbon Transit Operations Program (LCTOP) Total Allocation Request of \$2,090,915 to fund the following three projects:
 - Youth Ride Free (\$1,000,000 includes Cities of Camarillo, Moorpark, Simi Valley, and Thousand Oaks Local Shares).
 - Free Fare Days (\$200,000).
 - Battery Electric Charging Infrastructure (\$890,915).

BACKGROUND:

This item was brought to TRANSCOM on March 8 for discussion. The following recommendation includes the Committee’s agreed direction reached at that meeting.

As a recap, the Low Carbon Transit Operations Program (LCTOP) is a State cap-and-trade program established in 2014 with Senate Bill (SB) 862 that provides funds to public transportation agencies for investments in capital projects and service that reduce greenhouse gas (GHG) emissions and improve mobility with a priority on serving Disadvantaged Communities (DACs).

The State Controller’s Office (SCO) announced FY 2022/23 LCTOP allocation amounts on March 1, 2023. With the late announcement, allocation request packages are now due May 1st. The following table provides a breakdown of this year’s allocations for Ventura County, including Section 99313 (VCTC/regional funding based on county population) and Section 99314 (funding to transit operators based on service levels/fare revenue, i.e., “local shares”):

VENTURA COUNTY LOW CARBON TRANSIT OPERATIONS PROGRAM (LCTOP)	FY 2022/23 ALLOCATION
Ventura County Transportation Commission (99313)	\$ 2,046,301
VCTC corresponding to SCRRA - Metrolink Service (99314)	\$ 214,375
City of Camarillo (99314)	\$ 12,682
Gold Coast Transit District (99314)	\$ 72,142
City of Moorpark (99314)	\$ 5,065
City of Simi Valley (99314)	\$ 19,712
City of Thousand Oaks (99314)	\$ 7,155
TOTAL	\$ 2,377,432

DISCUSSION:

Over the years, VCTC has sponsored multiple projects for the region including new Intercity routes and the College Ride program, the Youth Ride Free program, and Metrolink Weekend Train Service. Metrolink weekend service is sufficiently funded for the next two or three years. Likewise, the College Ride program, providing fare free transit to college enrolled students in Ventura County, is sufficiently funded for the next two years. Notably, new LCTOP guidelines removed the five-year limit on operations projects (including free/reduced fare program), thus allowing VCTC to request additional funding for the College Ride program in future cycles, although funding for this program was expected to eventually be assumed by local colleges.

Due to the popularity of the Youth Ride Free program, VCTC staff recommends requesting FY 2022/23 regional funds in the amount of \$1 million to continue this program through June 2024. The Youth Free Fare program is a free fare pilot program to eligible students (K-12) using LCTOP funds as fare buy down. All students can ride “for free” on all participating public transit services in Ventura County.

Additionally, VCTC staff recommends \$200,000 in LCTOP funds for a “Free Fare Days” program. that would implement up to eight (8) fare free days launched countywide and include the same participating transit operators as the College Ride and Youth Fare programs. The following days would be proposed as free fare days for one year beginning August 2023 through June 2024:

- Transit Equity Day
- Earth Day
- Dump the Pump Day
- Car Free Day
- Clean Air Day
- Veteran’s Day
- Bike to School Day/Workday

With the remaining FY 2022/23 LCTOP funds of \$890,915, VCTC is proposing a “Battery Electric Charging Infrastructure” project for Ventura County. Funds would support electric vehicle charging infrastructure implementation countywide for agencies that are moving forward with battery electric as their fuel path. Participating agencies including Camarillo, Moorpark, Thousand Oaks and Ojai have consulted with VCTC staff and identified potential projects and anticipated costs. Distribution of funds will be identified by VCTC staff based on project readiness.

Local Shares

The cities of Camarillo, Moorpark, Simi Valley and Thousand Oaks expressed to VCTC their intent to contribute their local shares to the Youth Ride Free program. SCRRA (Metrolink) and GCTD will use their local shares for agency specific projects.

VCTC staff will bring a TRANSCOM approved recommendation to the VCTC on May 12 for Commission approval.