

FY 2012/13- FY 2014/15

08/05/2016



Triennial Performance Audit of Yuba-Sutter Transit Authority

■ FINAL REPORT ■



SUBMITTED TO
**SACRAMENTO AREA
COUNCIL OF GOVERNMENTS**

Submitted by



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EXECUTIVE SUMMARY

This section presents an overview of those issues and concerns identified through our audit process. It also outlines specific strategies and recommended solutions to address any issues.

This section summarizes key findings and recommendations developed during the Transportation Development Act (TDA) Performance Audit of Yuba-Sutter Transit. The Audit covers a three-year period for the fiscal years ending:

- June 30, 2013 (FY 12/13);
- June 30, 2014 (FY 13/14); and
- June 30, 2015 (FY 14/15).

The Performance Audit was conducted in accordance with the processes established by the California Department of Transportation, 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. The Audit covers the prescribed three (3) years (Triennial Performance Audit).

The Performance Audit has six (6) elements:

1. Introduction;
2. Compliance requirements;
3. Follow-up of prior Performance Audit report recommendations;
4. Verification and analysis of performance indicators;
5. Identification and review of the transit operator's functions and activities; and
6. Findings and recommendations.

Overview

Yuba-Sutter Transit Authority provides public transportation within and to/from Yuba and Sutter counties, north of Sacramento. The total population of the service area is approaching 171,000 according to the 2015 U.S. Census Bureau, Population Estimates Program (PEP) 2015 estimates.

Yuba-Sutter Transit provides four (4) public transportation services:

1. **Local Fixed Route Service** throughout Yuba City and Marysville and the communities of Linda and Olivehurst;
2. **Commuter and Midday Express Service** to Sacramento;

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3. Rural Services including—

- Foothill Route (Marysville, Loma Rica, Oregon House, Brownsville),
- Live Oak Route (Marysville, Yuba City, Live Oak), and
- Wheatland Route (Marysville, Wheatland); and

4. Dial-A-Ride Services.

The following major accomplishments and changes occurred during the Audit period:

Organizational, Administrative, Financial and Planning

- Organizational and Administrative – In FY 12/13, two (2) new Program Manager positions were added and an Administrative Analyst eliminated.
- Planning – A new **SHORT RANGE TRANSIT PLAN** was completed June 5, 2015.
- The \$6.00 discounted pass for youths and seniors was extended annually and expanded to persons with disabilities.

Operations

- Several minor adjustments were made to routes due to road construction.
- A new one-minute hold policy was started in September 2014.
- In September 2014, a new three-year operations contract was implemented with Veolia Transportation Services, Inc. (now Transdev North America Inc.)
- Additional operational changes were made after the Audit period.

Capital and Fleet Improvements

- In 2014, 11 heavy duty low-floor clean-diesel local fixed route buses and six (6) new Dial-A-Ride services were received.
- In 2014, Yuba-Sutter Transit replaced its analog radio system with a new digital system.
- In 2014, high quality video systems were installed in two (2) park & ride lots. A third lot will be included in the program in 2016.

Compliance

Yuba-Sutter Transit administers TDA laws and regulations in an efficient and effective manner. Yuba-Sutter Transit is in full compliance with the TDA rules and regulations with one (1) note of a minor exception: The FY 14/15 fiscal and compliance audit did not include *the audited amounts for the fiscal year prior to the fiscal year audited*, as required by PUC 99245. According to staff, the mandatory implementation of GASB 68 resulted in a redesign of the financial statements that made this comparison impossible.

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Prior TPA Recommendations

Yuba-Sutter Transit has demonstrated commitment to improving its efficiency and effectiveness by fully or partially implementing three (3) of seven (7) prior recommendations. The implementation of two (2) recommendations are in progress and two (2) have not been implemented.

1. **Dispatching: *In Process***; Yuba-Sutter Transit has applied for a grant to upgrade the system, but it has not been funded and no improvements have been made to the current Excel system.
2. **Financial Controls: *Implemented-Commendable***; financial policies and procedures were structured and implemented.
3. **ADA Rules: *Implemented***; Yuba-Sutter has developed several documents addressing ADA guidelines; however, a cohesive single document would be beneficial.
4. **Connect Cards: *In Process***; fare policies have been developed and approved, but the Connect Card has not yet been implemented.
5. **Marketing: *Not Implemented***; a structured marketing program has not been developed and this recommendation will be carried forward.
6. **Maintenance Training Program: *Partially implemented***; training of maintenance personnel has been enhanced and the operations contractor audits maintenance every six (6) months, but further training enhancements are recommended along with an outside maintenance audit.
7. **Contract Standards: *Not implemented***; although Yuba-Sutter Transit entered into a new operations contract, it did not include performance standards and this recommendation will be carried forward.

Performance Measures and Indicators

Performance Measures (operating costs, fare revenues, vehicle service hours, vehicle service miles, passengers, and full-time equivalencies) are correctly calculated, tracked, and reported.

Its fare handling procedures and policies appear consistent with generally recognized industry standards for an operation the size and scope of Yuba-Sutter Transit.

TDA requires the calculation of five (5) performance indicators. In addition, the farebox recovery ratio is calculated for compliance. Yuba-Sutter Transit's cost efficiency and cost effectiveness indicators remained relatively stable over the Audit period; service effectiveness and productivity indicators improved:

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1. **Cost efficiency:** Operating cost per vehicle service hour increased to an average of \$76.49 per vehicle service hour over the Audit period, 6.8% above the prior Audit period (0.9% after inflation is removed).
2. **Cost effectiveness:** Operating cost per passenger remained relatively constant over the Audit period, averaging \$4.92 during the Audit period compared to \$4.96 in the prior Audit period; this indicator improved for commuter service at \$5.93 per passenger for commuter, while it increased unfavorably to \$3.38 per VSH for fixed route and \$24.23 for Dial-A-Ride.
3. **Service effectiveness and productivity:** Both overall passengers per VSH and passengers per VSM have improved over the Audit period, with a system average for the Audit period of 15.5 passengers per VSH and 1.06 passengers per VSM; Dial-A-Ride productivity has improved slightly to an average of 3.1 passengers per VSH and fixed and commuter productivity averaged 20.8 during the Audit period reaching 21.2 in FY 14/15.
4. **Labor productivity:** Yuba-Sutter Transit labor productivity as measured by VSM per FTE remained stable during the Audit period, and ended FY 14/15 with 1,026 vehicle service hours per full-time equivalency.
5. **Service efficiency:** Yuba-Sutter Transit continues to enjoy a healthy farebox recovery, with an average ratio of 22.9% in FY 14/15 and easily exceeds the established 14.6% ratio set by Sacramento Area Council of Governments (SACOG) for Yuba-Sutter Transit:
 - Commuter Service – 69.8%;
 - Local Fixed Routes – 17.8%; and
 - Dial-A-Ride (includes rural routes) – 7.5%.

Functional Review

General Management and Organization

The Yuba-Sutter Transit Authority Board of Directors has eight (8) members: two (2) elected representatives from each of the four (4) member jurisdictions including: the Cities of Marysville and Yuba and the Counties of Sutter and Yuba.

During the Audit period, staffing was increased by one (1) and reorganized with higher grade-level positions with two (2) new Program Manager positions and the elimination of an Administrative Analyst position.

Contract Administration

A new contract was signed with Veolia (now Transdev), which has operated the service since 2006. In September 2014, the new contract included three (3) years with options

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for two (2) one-year extensions at the Authority's discretion.

The Request for Proposal (RFP) process and selection were in accordance with Federal Transit Administration (FTA) guidelines.

While the evaluation was comprehensive, the criteria did not have quantitative or qualitative standards for the evaluation of staffing, costs, or similar measures.

Yuba-Sutter Transit reviews invoices and monthly reports and manages the contract effectively; however, no standards or other quality or performance standards are included in the contract.

General Administration

Simple, but comprehensive, financial policies and procedures have been developed and implemented and Yuba-Sutter Transit effectively controls and manages its budget.

Although administrative costs (excluding casualty and liability insurance) have increased an average of 21.5% annually, administrative costs have remained below 12% of total operating costs. Almost half (48.4%) of the increase in administrative costs was due to higher personnel costs as a result of adding two (2) positions and eliminating one (1) lower level position. A one-time charge related to the development of the **SHORT RANGE TRANSIT PLAN** in FY 14/15 accounted for 36.7% on the increase.

Service Planning

Two (2) planning projects were completed during the Audit period:

1. The **SHORT-RANGE TRANSIT PLAN (SRTP)** was completed in 2015.
2. The **SACOG PUBLIC TRANSIT AND HUMAN SERVICES TRANSPORTATION COORDINATED PLAN** was completed in October 2014, which addressed needs, gaps, and strategies for special transportation.

Public participation for service planning was through rider surveys, workshops, and limited stakeholder interviews. Yuba-Sutter Transit made a number of local fixed route changes in response to recommendations from the **SRTP** (after the Audit period).

Scheduling, Dispatch, and Operations

Dispatchers perform dispatching, scheduling, and customer service functions. Dispatching for Dial-A-Ride is done manually using a series of Excel spread sheets and is labor intensive with limited capability to improve the efficiency and effectiveness of the operations. Data entry of key performance data is manual and prone to error.

Personnel Management, Training, and Safety

Yuba-Sutter Transit's contractor, Transdev, has strong training and safety programs for drivers; however, additional training in the maintenance area could improve the effectiveness of the function.

Maintenance

Yuba-Sutter Transit upgraded its fleet with 17 new replacement and expansion vehicles during the Audit period.

A review of the maintenance function indicated several areas of concern:

1. Analysis of the "A," "B," and "C" Preventive Maintenance Inspections (PMIs) indicates 7% of the inspections occurred beyond the stated mileage requirement; but most are within 5% of the stated interval and only 2% exceeded the mileage interval by 10% or more.
2. The number of CHP inspection violations increased slightly during the Audit period.
3. Road calls decreased during the Audit period due primarily to the upgraded fleet.

Marketing and Public Information

Yuba-Sutter Transit has modernized its classic branding with new vehicle designs and ride guides. Yuba-Sutter Transit does not have a formal marketing program, but does make use of a monthly newsletter and press releases, although both could be enhanced to include promotional information, as well as rider alerts and information targeting current riders. The website is functional, but lacks more modern enhancements.

Recommendations

RECOMMENDATION 1: DISPATCHING

Modernize dispatching function, including scheduling methodology and telephone system, to improve the dispatcher's efficiency and improve the effectiveness of Dial-A-Ride operations.

Condition

This is a continuation of a prior Audit recommendation with modification. Improved monitoring and reporting would assist Yuba-Sutter Transit in pinpointing inefficiencies and service quality issues. In addition, the current dispatch operations appear to have an inefficient use of resources. Yuba-Sutter Transit submitted grant applications in the FY 2014/15 and FY 2015/16 cycles to the California Transit Security Grant Program (CTSGP) for a total of \$178,604. This is to fund a Computer Aided Dispatch/Automatic Vehicle Location system (CAD/AVL), it has not yet been funded.

Proposed Solution

Until the grant for CAD/AVL system is funded, purchased, and implemented, the current manual system with Excel should be streamlined to improve efficiency and data capture.

RECOMMENDATION 2: MARKETING PLAN

Develop a one- or two-year marketing plan, with enhancement of the website to improve functionality and layout.

Condition

This is a continuation of a prior Audit recommendation. Yuba-Sutter's primary marketing is through monthly newsletter and press releases. The newsletters and press releases appear to target current riders and primarily relate to service changes and alerts.

Proposed Solution

Yuba-Sutter Transit management could improve its overall marketing effectiveness by updating the marketing plan and tying the programs and campaigns to specific strategies and tactics to ensure a consistent marketing program. The update should include budgets and timelines for each program or campaign as well as an evaluation component.

RECOMMENDATION 3: MAINTENANCE

Examine and revise maintenance policies and procedures to heighten quality control, enhance training for maintenance personnel, and complete a full maintenance audit.

Condition

An increase in CHP violations and apparent increased unreliability of older vehicles indicate small, but important, enhancements to the maintenance program would provide benefits.

Proposed Solution

The proposed recommendation has three (3) elements:

1. **Heighten the quality assurance function;**
2. **Enhance maintenance training;** and
3. **Complete an outside maintenance audit.**

RECOMMENDATION 4: CONTRACT MANAGEMENT

Adjust operations, contract administration, and procurement policies to include quantitative and qualitative standards.

Condition

This is a continuation of a prior Audit recommendation. Yuba-Sutter Transit's evaluation process was comprehensive and competitive. Yuba-Sutter Transit has made the determination that it would not incorporate liquidated damages and/or incentives in its operations contract. However, the on-going evaluation of the contractor's performance is a critical factor in contract administration.

Proposed Solution

Standards represent the definition of an acceptable level of performance as it applies to single evaluation criteria. A written standard for each individual evaluation criterion ensures the criterion is evaluated as it was intended to be.

Yuba-Sutter Transit management should then provide the key indicators compared to standards in its monthly report to the Board and for discussion with the contractor.

Table E-1: Summary of Recommendations

	Recommendation	Responsibility	Priority	Timeframe
1	Modernize dispatching function, including scheduling methodology and telephone system, to improve the dispatcher efficiency and improve the effectiveness of Dial-A-Ride operations.	Operations Contractor overseen by Planning & Marketing Program Manager	Medium	FY 16/17
2	Update Marketing Plan with budget and timelines including enhancement of the website to improve functionality and layout.	Planning & Marketing Program Manager	Medium	FY 17/18
3	Examine and revise maintenance policies and procedures to heighten quality control, enhance training for maintenance personnel, and complete a full maintenance audit.	Contractor Management under review by Planning & Marketing Program Manager and Transit Manager	High	FY 16/17
4	Adjust operations contract administration and procurement policies to include quantitative and qualitative standards.	Transit Manager and Operations & Planning Program Manager	High	FY 17/18

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1.0 INTRODUCTION

The Transportation Development Act (TDA) Performance Audit for Yuba-Sutter Transit covers a three (3)-year period ending June 30, 2015. The California Public Utilities Code requires each transportation planning agency to conduct a TDA Performance Audit to be eligible for TDA funding. The Audit is designed to be an independent and objective evaluation of Yuba-Sutter Transit as a transit operator. The Audit has four (4) objectives:

1. Assess compliance with TDA regulations;
2. Review improvements that have been implemented and progress toward goals;
3. Evaluate the efficiency and effectiveness of Yuba-Sutter Transit operations; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the operations.

1.1 Audit Scope & Methodology

The format and requirements for TDA Performance Audits are dictated by the following regulations and guidelines:

- **California Public Utilities Code (PUC), Section 99246, subsection (b)** of which states that the Audit shall evaluate the efficiency, effectiveness, and economy of the operation of the entity being audited and **subsection (d)** stating the Audit shall include consideration of the needs and types of passengers served, employment of part-time drivers, and contracting with common carriers of persons operating under franchise or license to provide services during peak hours as well as include verification of five (5) performance indicators:
 1. Operating Costs per Passenger;
 2. Operating Costs per Vehicle Service Hour;
 3. Passengers per Vehicle Service Hour;
 4. Passengers per Vehicle Service Mile; and
 5. Vehicle Service Hours per Employee.
- **PERFORMANCE AUDIT GUIDEBOOK FOR TRANSIT OPERATORS AND REGIONAL TRANSPORTATION PLANNING ENTITIES** (3rd Edition, September 2008), issued by the California Department of Transportation (Caltrans); and
- **STANDARDS FOR AUDIT OF GOVERNMENTAL ORGANIZATIONS, PROGRAMS, ACTIVITIES, AND FUNCTIONS** (2011 Revision), published by the United States General Accounting Office and the U.S. Comptroller General, which provides additional directives.

The TPA is a high-level review evaluating the efficiency, economy, and effectiveness of the transit operations. While the primary purpose of the Audit is to ensure compliance with TDA requirements, it should also provide Yuba-Sutter Transit with practical and useful recommendations to improve the efficiency and effectiveness of its operations. The Audit of Yuba-Sutter Transit operations comprises the evaluation of four (4) elements:

1. Compliance with TDA requirements and regulations;
2. Implementation of recommendations contained in prior Performance Audits;
3. Methodology and analysis for calculating performance indicators and significant performance measures;
4. Major functions performed by Yuba-Sutter Transit to support its public transportation operations, including—
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Charters
 - Personnel management, training and safety;
 - Maintenance; and
 - Marketing and public information.

The Audit presents conclusions and recommendations to address opportunities for improvement based upon analysis of the previously mentioned four (4) elements.

The methodology for this Audit included interviews with key personnel from Yuba-Sutter Transit and the operations contractor, site visits, verification of data sources, examinations of financial and statistical reports, and reviews of relevant planning documents and reports.

The Audit Report comprises four (4) sections:

1. **Executive Summary**

Brief summary of key findings and recommendations developed during the Performance Audit process.

2. **Introduction**

Methodology of the Audit and pertinent background information.

3. Audit Results

In-depth discussion of findings surrounding each of the major elements of the Audit:

- *Compliance with statutory and regulatory requirements;*
- *Prior Audit recommendations, and progress in implementing them;*
- *Performance measures and trends; and*
- *Functional review.*

4. Findings and Recommendations

Delineation of the key findings of the Performance Audit, recommendations for improving the efficiency and effectiveness of Yuba-Sutter Transit's operations, and a timeline for implementing the recommendations.

1.2 Description of Yuba-Sutter Transit Service Area

Yuba-Sutter Transit operates four (4) services:

1. Local Fixed Route Service throughout Yuba City and Marysville as well as the communities of Linda and Olivehurst;
2. Rural Services including—
 - Foothill Route (Marysville, Loma Rica, Oregon House, Brownsville),
 - Live Oak Route (Yuba City, Live Oak), and
 - Wheatland Route (Marysville, Wheatland);
3. Commuter and Midday Express Service to Sacramento; and
4. Dial-A-Ride Services.

According to the U.S. Census Bureau Population Estimates Program (PEP) 2015 estimates, the population of Yuba and Sutter counties is 170,955. The population ridership is concentrated in the Yuba City-Marysville area, with approximately 65% of the population in Yuba City, Marysville, Linda, and Olivehurst. The population has increased slightly, approximately 2.4%, since 2000.

The age demographics of the service area is slightly younger than the overall California average. The median age for Yuba-Sutter is 33.7, compared to 35.6 for California. Those aged 65 years or older account for 12.5% of the total population (slightly more than California at 12.1%); however, those under the age of 18 account for 27.5% of the population (compared to 24.2% for California).

The Hispanic/Latino population accounts for approximately 28.0% of the population.

The average household income for the two (2) counties is \$63,927 considerably below the average mean for California households (\$86,704). The Yuba-Sutter area has a higher than average percentage of government workers (19.0%), a large percentage commuting into Sacramento, which accounts for the higher than average commute time, 28.6 minutes.

Yuba-Sutter Transit service include local fixed route service, express commuter service, rural routes with available demand response service and local Dial-A-Ride/ADA paratransit service.

1.2.1 LOCAL FIXED ROUTE

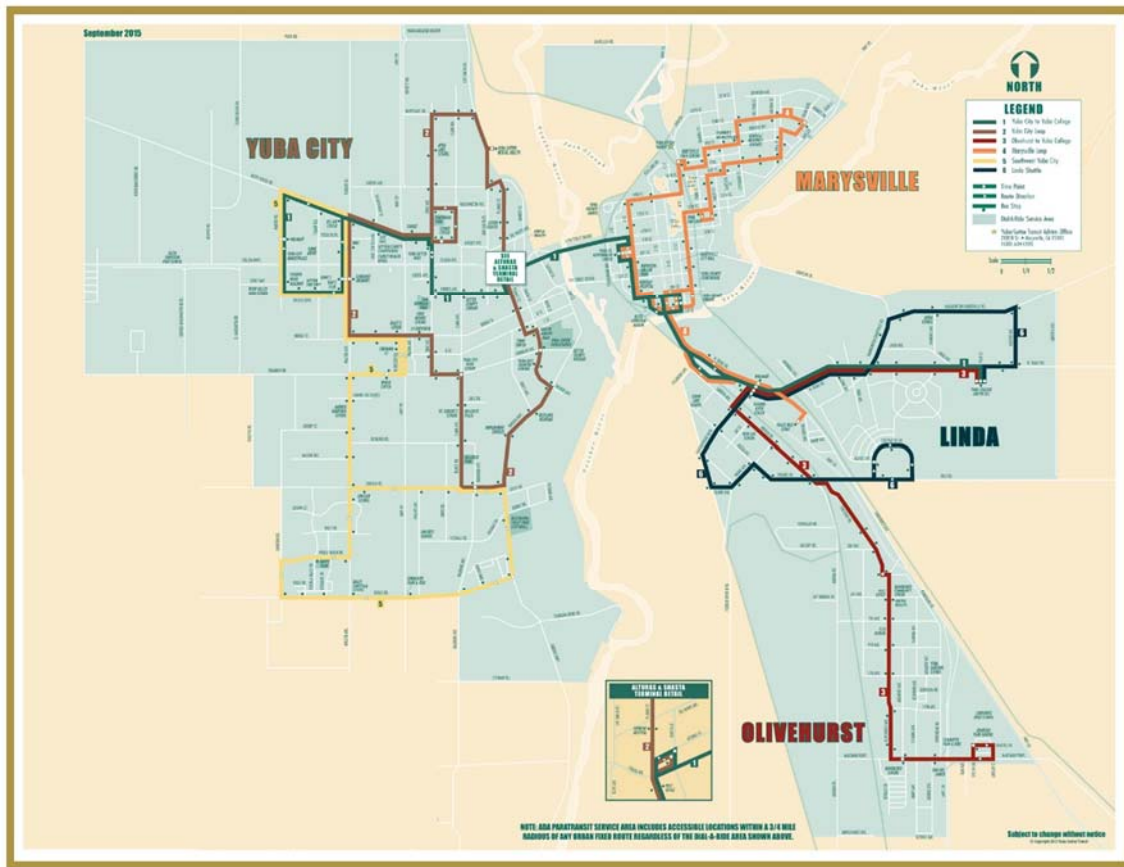
Yuba-Sutter Transit offers scheduled local fixed route service from approximately 6:30 a.m. to 6:30 p.m. weekdays and 8:30 a.m. to 5:30 p.m. on Saturdays with no service available on Sundays or major holidays. The fixed route service offers six (6) routes in Yuba City, Marysville, Linda, and Olivehurst:

- **Route 1** travels between Yuba City and Yuba College with 30 minute headways. In addition to Yuba College, Route 1 serves Walton Terminal, Yuba City Marketplace at Harter, Wal-Mart, Sam's Club, Sutter One Stop, River Valley High School, Feather River Academy, Bel Air Center, DMV, Yuba Sutter Mall, Yuba County Government Center at I and 9th, and the North Beale Transit Center. It is the only route that crosses the Feather River between Yuba City and Marysville.
- **Route 2** is a bi-directional loop serving Yuba City with 30 minute headways in both directions (one hour headways on Saturdays). It serves the Walton Terminal, Yuba City High School at Clark and Franklin, Yuba Sutter Mall, Yuba City Government Complex, Yuba-Sutter Mental Health, Yuba Sutter Fairgrounds, and the Senior Center.
- **Route 3** serves Olivehurst and Yuba College. It also serves Walmart, Lindhurst High School at Evelyn and Martel, and Feather River Center with 30 minute headways.
- **Route 4** is a bi-directional loop serving Marysville with one hour headways. Destinations served include Yuba County Library, Yuba County Courthouse, Marysville City Hall, Yuba County Government Center, Walmart, the Peach Tree Clinic, Rideout Hospital, and Butte Christian Manor.
- **Route 5** traverses between North and South Yuba City with one hour headways. Among the destinations served include the Commuter Park & Ride on Bogue Road, the Walton Terminal, Lincoln School, Andros Kaperos School, Winco Center, Cinemark 12, Lowe's, Sam's Club, Sutter One Stop, Feather River Academy, River Valley High School, Yuba City Marketplace, Wal-Mart, Bel Air Center, and DMV.
- **Route 6** is the Linda Shuttle and has one hour headways. It traverses Linda from Yuba College to Alberta Avenue on the east to Hammonton-Smartville Road on the

north to Feather River Blvd. on the west to Pasado on the south looping Edgewater Circle.

Timed transfers are available at Yuba College and the Walton Terminal.

Figure 1-1: Yuba-Sutter Transit Local Fixed Routes



1.2.2 RURAL SERVICES

A combination of advance reservation and scheduled services are offered from selected rural cities and communities to the Marysville and Yuba City urban areas where transfers can be made to other services. Yuba-Sutter Transit offers three (3) routes to specific areas for this service: Foothill, Live Oak, and Wheatland.

- **The Foothill Route** offers two (2) round trips every Tuesday, Wednesday and Thursday from Brownsville, Oregon House, Willow Glen, and Loma Rica to Marysville and most points in between. Scheduled service is provided from four (4) Foothill stops while service between stops is provided only by advance reservation.

- **The Live Oak Route** offers two (2) round trips every Monday through Friday (effective July 1, 2015) from Live Oak to Yuba City and Marysville. Within Live Oak, six (6) scheduled stops are available or eligible passengers will be picked up or dropped off at any address by advance reservation.
- **The Wheatland Route** offers one (1) round trip each Monday through Friday (effective December 1, 2015) from Wheatland to Linda and Marysville. Within Wheatland, five (5) scheduled bus stops are available or eligible passengers will be picked up or dropped off at any address by advance reservation.

1.2.3 COMMUTER FIXED ROUTE

Yuba-Sutter Transit offers two (2) commuter services, The Commuter Express and the Midday Express:

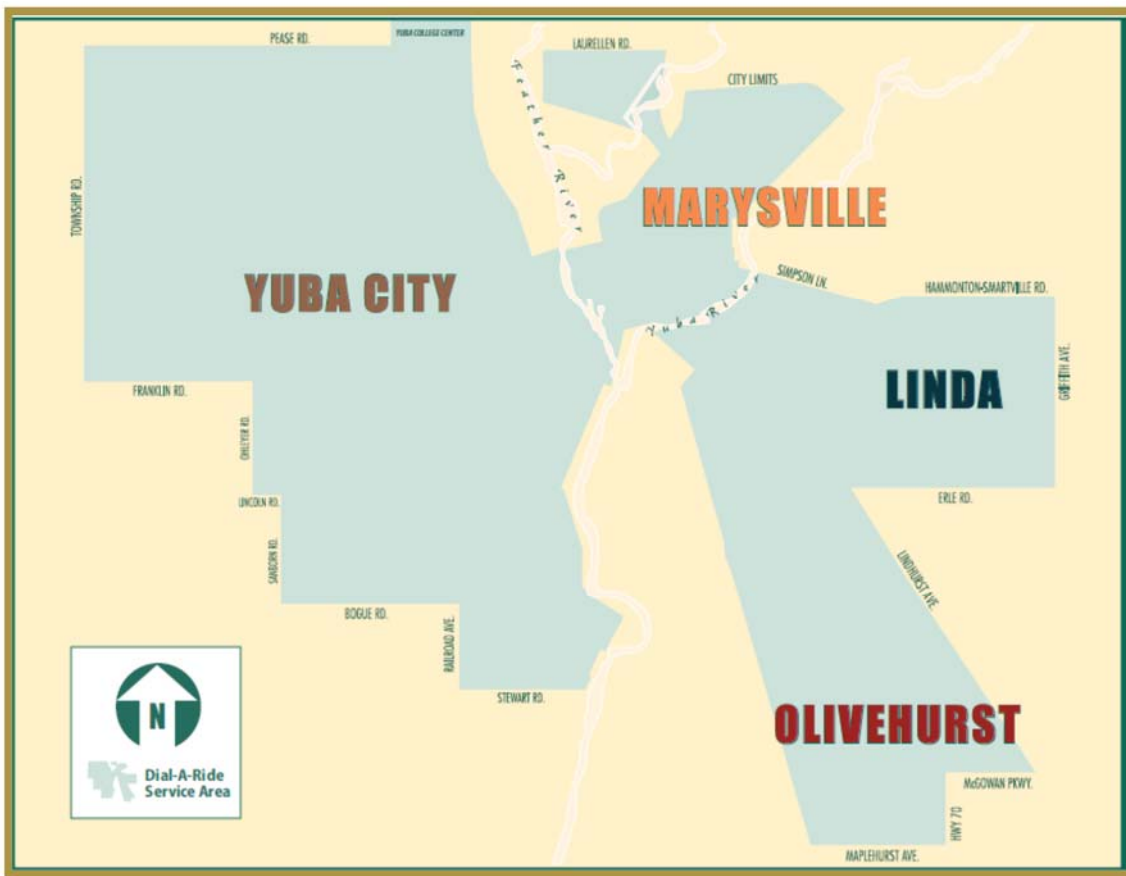
- **The Commuter Express** provides peak hour service between Marysville and Yuba City to downtown Sacramento on commuter buses with nine (9) schedules each weekday morning and 10 schedules in the afternoon. Riders from the Yuba-Sutter Transit area can catch the Commuter Express from Yuba City, Marysville, Olivehurst, or Plumas Lake with no reservations.
- **The Midday Express** offers three (3) weekday schedules (late morning, midday, and early afternoon) to downtown Sacramento during non-commute hours including a noon-hour schedule. Riders from the Yuba-Sutter Transit area can catch the Midday Express in Yuba City, Marysville, Olivehurst, or Plumas Lake.

1.2.4 DIAL-A-RIDE SERVICES

The Dial-A-Ride service offers curb-to-curb, shared-ride service to seniors and persons with qualifying disabilities. General public (non-senior, non-disabled) eligibility for day time Dial-A-Ride service was eliminated regardless of distance from a local route on September 1, 2015. Dial-A-Ride serves as Yuba-Sutter Transit’s complementary paratransit service under the Americans with Disabilities Act (ADA).

This service is available only to Yuba City, Marysville, Linda, and Olivehurst. The service is available from 6:30 a.m. to 9:30 p.m. on weekdays and from 8:30 a.m. to 5:30 p.m. on Saturdays. No service is provided on Sundays. After 6:00 p.m., Dial-A-Ride has no eligibility restrictions and fares are reduced. Riders are given a 15-minute window for pick-up.

Figure 1-2: Dial-A-Ride Service Area



1.2.5 FARE STRUCTURE

Yuba-Sutter Transit has not implemented any fare changes during the Audit period; however, the cost to the public for monthly passes of youths, seniors, and persons with disabilities has changed over the period. Since September 2005, the regular \$15 monthly youth pass was discounted to \$5.00 using a series of grants from the Feather River Air Quality Management District (FRAQMD) to off-set the loss of fare revenue. A similar discounted monthly pass program for seniors (age 62 and over) began in April 2013 and a third program for persons with disabilities began in January 2014. All three of these programs have continued, but due to reduced grant funding the price for each pass has been increased to \$6.00 per month. Discounted Ticket Books having a \$12.00 value and are available for \$10.00.

Table 1-1: Yuba-Sutter Transit Local and Rural Fixed Route Fares from FY 12/13 to FY 14/15

Fare Type	Cost
Local Fares	
Basic One-Way Fare	\$1.00
Senior/Disabled	\$0.50
Youth Fare	\$0.50
Children (Age 4 and under w/adult)	Free
Transfers	Free
Basic Monthly Pass	\$30.00
Youth Monthly Pass (age 5-18) ¹	\$15.00 (\$6.00)
Senior (Age 63+) ²	\$15.00 (\$6.00)
Disabled Monthly Pass ³	\$15.00 (\$6.00)
Discount Ticket Book	\$10.00
Rural Fares	
Basic One-Way Fare	\$2.00
Senior/Disabled	\$1.00
Youth Fare	\$1.00
Children (Age 4 and under w/adult)	Free
Discount Monthly Pass ⁴	\$15.00 (\$6.00)
Discount Ticket Book	\$10.00

¹ Beginning in September 2005, the regular \$15 monthly youth pass were discounted to \$5.00 using a series of grants from the Feather River Air Quality Management District (FRAQMD) to off-set the loss of fare revenue. Due to reduced grant funding, in FY 14/15 the price for each pass was increased to \$6.00 per month.

² A similar discounted monthly pass program for seniors (age 62 and over, now age 63 and over effective September 2015) began in April 2013.

³ A third program for persons with disabilities began in January 2014.

⁴ Discount fares are available to youths, seniors and disabled persons.

Table 1-2: Yuba-Sutter Transit Commuter Fares from FY 12/13 to FY 14/15

Fare Type	Cost
Commuter Fares	
Basic One-Way	\$4.00
Children (age 4 and under with adult)	Free
Sacramento Punch Pass (20 rides)	\$80.00
Monthly Sacramento Commuter Pass	\$128.00
Combined Yuba-Sutter Transit/Regional Transit Pass	\$178.00
Mid-day Fares	
Basic One-Way	\$4.00
Senior/Disabled/ADA	\$2.00
Youth (age 5 to 18)	\$2.00
Children (age 4 and under with adult)	Free

Table 1-3: Yuba-Sutter Transit Dial-A-Ride Fares from FY 12/13 to FY 14/15

Fare Type	Cost
Dial-A-Ride (6:30 a.m. to 6:00 p.m.)	
Senior/Disabled/ADA	\$2.00
Companion (with eligible senior/disabled adult)	\$2.00
Children (age 4 and under with adult)	Free
Transfers (to local routes)	Free
Dial-A-Ride (after 6:00 p.m.)	
Basic One-Way Adult	\$3.00
Senior/Disabled/ADA	\$1.50
Companion (with eligible senior/disabled adult)	\$1.50

1.3 Audit Period Accomplishments & Changes

Yuba-Sutter Transit implemented changes to improve service and operations.

1.3.1 ORGANIZATIONAL AND ADMINISTRATIVE CHANGES

- In FY 12/13, Yuba-Sutter Transit added two (2) new Program manager positions to the staff:
 1. Finance & Administration Program Manager and
 2. Planning & Marketing Program Manager.
- An Administrative Analyst position was eliminated (incumbent retired) for a net gain of one (1) full time equivalent.

1.3.2 PLANNING

- A new **SHORT RANGE TRANSIT PLAN** was completed on June 5, 2015.

1.3.3 OPERATIONS

- During the reconstruction of State Highways 20 and 70 in Marysville, some bus stops could not be served and some rerouting was necessary on some local fixed routes.
- Yuba-Sutter Transit eliminated its policy of holding buses up to five (5) minutes to allow for transferring passengers during the Marysville Highway Project. When construction was completed, the agency implemented a new one-minute hold policy in September 2014.
- In September 2014, a new three-year operations contract, with options for up to two (2) additional years, was implemented with Veolia Transportation Services, Inc. (now Transdev North America Inc.) following a competitive bidding process.

1.3.4 CAPITAL AND FLEET IMPROVEMENTS

- In January 2014, 11 new heavy duty low-floor clean-diesel buses were received completing the conversion of the local fixed route fleet to an all low-floor design and providing capacity for future system growth;
- In February 2014, six (6) new Dial-A-Ride vehicles were received for replacement and expansion.
- In 2014, Yuba-Sutter Transit replaced its analog radio system with a new digital system enhancing both the quality and performance of its mobile communications.

- In 2014, high quality video systems were installed at the McGowan Parkway & Highway 70 Park & Ride in Olivehurst and the Feather River Boulevard & Highway 70 Park & Ride in Plumas Lake. A similar system is being installed at the Bogue Road & Highway 99 Park & Ride south of Yuba City

1.3.5 FUNDING AND FINANCIAL CHANGES

- Yuba-Sutter Transit worked with the Feather River Air Quality Management District (FRAQMD) approved grants to extend Yuba-Sutter Transit's popular Discounted Monthly Youth and Senior Bus Pass Programs. A third grant was approved for a demonstration program to offer the same discount to persons with disabilities in 2014. The cost to riders increased in FY 15/16 to \$6.00.

1.3.6 CHANGES AFTER THE AUDIT PERIOD

- On July 1, 2015, Yuba-Sutter Transit marked two very special anniversaries – 40 years of public transportation service to the residents of Sutter and Yuba Counties and 25 years of express commuter service to downtown Sacramento.
- Effective July 1, 2015, significant changes were made to two (2) rural routes:
 1. The Live Oak Route offered two round trips five days a week between Live Oak and Yuba City/Marysville with more Live Oak bus stops; an option for service to Yuba College's Sutter County Center; and, small changes in the existing schedule to accommodate the new stops: and
 2. The Wheatland Route offered one mid-morning inbound schedule to Marysville and one mid-afternoon outbound schedule to Wheatland each Tuesday, Wednesday and Thursday.
- On September 1, 2015, Route 4A was realigned to serve the North Beale Transit Center and the Peach Tree Clinic in Linda, making Route 4 a truly bi-directional service along the entire route.
- Another change on September 1, 2015, was the elimination of Route 1 service to the front door of the Yuba City Mall. This resulted in the rerouting of Route 1 from Colusa Highway to Butte House Road and Gray Avenue and the establishment of new Route 1 bus stops at the intersection of Gray and Ainsley Avenues.
- After September 1, 2015, transfers were no longer issued to passengers who boarded with a transfer on local fixed route service.
- General public (non-senior, non-disabled) eligibility for day time Dial-A-Ride service was eliminated regardless of distance from a local route on September 1, 2015.



- Service between the City of Wheatland and Marysville (with a stop at the North Beale Transit Center in Linda) expanded from three (3) to five (5) days a week December 1, 2015.
- The minimum age to be eligible for senior fares and/or service increased from 62 to 63 effective September 2015. It will increase in one year increments each year to 65 in September 2017.

2.0 COMPLIANCE REQUIREMENTS

The Yuba-Sutter Transit's compliance with the California Transit Development Act (TDA) and specific sections of the California Code of Regulations (CCR) is examined below. Various aspects of the transit operator's compliance are determined through interviews with Yuba-Sutter Transit staff and the review and inspection of relevant documentation, such as State Controller's reports, fiscal audits, California Highway Patrol Inspections, etc., for the three (3) years covered by this TPA.

The agency administers TDA laws and regulations in an efficient and effective manner. Yuba-Sutter Transit is in compliance with the TDA rules and regulations with one note of exception:

The FY 14/15 fiscal and compliance audit did not include *the audited amounts for the fiscal year prior to the fiscal year audited*, as required by PUC 99245. According to staff, this was due to the mandatory implementation of GASB 68¹ resulting in a redesign of the financial statements making this comparison impossible.

¹ GASB (Government Accounting Board) Statement No. 68 replaces the requirements of Statement No. 27, Accounting for Pensions by State and Local Governmental Employers, as well as the requirements of Statement No. 50, Pension Disclosures, as they relate to pensions that are provided through pension plans administered as trusts or equivalent arrangements (hereafter jointly referred to as trusts) that meet certain criteria. It establishes standards for measuring and recognizing liabilities, deferred outflows of resources, and deferred inflows of resources, and expense/expenditures. For defined benefit pensions, this Statement identifies the methods and assumptions that should be used to project benefit payments, discount projected benefit payments to their actuarial present value, and attribute that present value to periods of employee service.



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Table 2-1: Yuba- Sutter Transit Compliance Requirements

Reference	Requirement	Compliance	Comments
PUC 99243	The transit operator annually reports to the RTPA, based upon the Uniform System of Accounts and Records established by the State Controller, within 90 days of the end of the fiscal year (or 110 days if filed electronically).	In Compliance	State Controller’s Reports were filed within the required time frame in all three (3) years of the Audit: FY 12/13 – 10/10/13 FY 13/14 – 10/14/14 FY 14/15 – 10/09/15
PUC 99245	The operator has submitted annual fiscal and compliance audits to its RTPA and to the State Controller within 180 days following the end of the fiscal year, or has received the appropriate 90-day extension allowed by law.	Note	All fiscal and compliance audits were completed within the prescribed timeframe. FY 12/13 – 11/19/13 FY 13/14 – 11/19/14 FY 14/15 – 12/02/15 <i>The FY 14/15 audit did not include the audited amounts for the fiscal year prior to the fiscal year audited. According to staff, this was due to the mandatory implementation of GASB 68 resulting in a redesign of the financial statements making this comparison impossible.</i>
PUC 99247	The operator’s definitions of performance measures are consistent with Public Utilities Code Section 99247, including (a) operating cost, (b) operating cost per passenger, (c) operating cost per vehicle service hour, (d) passengers per vehicle service hour, (e) passengers per vehicle service mile, (f) total passengers, (g) transit vehicle, (h) vehicle service hours, (i) vehicle service miles, and (j) vehicle service hours per employee.	In Compliance	See Performance Measures section.



Table 2-1: Yuba- Sutter Transit Compliance Requirements (Continued)

Reference	Requirement	Compliance	Comments
PUC 99251	The CHP has, within the 13 months, prior to each TDA claim submitted by an operator to certify the operator's compliance with Vehicle Code Section 1808.1 following a CHP inspection of the operator's terminal.	In Compliance	Operator CHP Inspections were all completed with "Satisfactory Terminal Ratings" for the three (3) years of the audit period. FY 12/13 – 10/03/13 FY 13/14 – 10/07/14 FY 14/15 – 10/19/15
PUC 99261	The operator's claim for TDA funds is submitted in compliance with rules and regulations adopted by the RTPA for such claims.	In Compliance	The Agency has submitted claims in compliance with SACOG rules and regulations.
PUC 99264	The operator does not routinely staff two (2) or more persons with public transportation vehicles designed to be operated by one person.	In Compliance	Vehicles are routinely staffed with only one (1) person, the driver.
PUC 99266	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 charge(s).	In Compliance	During each year of the Audit period, the operating budget changed as follows: <ul style="list-style-type: none"> ▪ FY 12/13 = 2.8% ▪ FY 13/14 = 4.1% ▪ FY 14/15 = 0.9%

Table 2-1: Yuba- Sutter Transit Compliance Requirements (Continued)

Reference	Requirement	Compliance	Comments								
PUC 99268.12	If an operator serves urbanized and non-urbanized areas, the transportation planning agency shall adopt rules and regulations to determine what portion of the public transportation services of the operator service is urbanized as compared to non-urbanized.	In Compliance	<p>Yuba-Sutter Transit serves both urbanized and non-urbanized areas. SACOG adopted a farebox requirement for Yuba-Sutter Transit of 14.6% on March 18, 1982. Yuba-Sutter exceeded the fixed route ratio for all years of the Audit.</p> <table border="0"> <tr> <td></td> <td style="text-align: right;">System wide</td> </tr> <tr> <td>FY 12/13</td> <td style="text-align: right;">23.4%</td> </tr> <tr> <td>FY 13/14</td> <td style="text-align: right;">22.9%</td> </tr> <tr> <td>FY 14/15</td> <td style="text-align: right;">22.6%</td> </tr> </table>		System wide	FY 12/13	23.4%	FY 13/14	22.9%	FY 14/15	22.6%
	System wide										
FY 12/13	23.4%										
FY 13/14	22.9%										
FY 14/15	22.6%										
PUC 99271	The current cost of the operator's retirement system is fully funded with respect to 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 within 40 years.	In Compliance	<p>Yuba-Sutter Transit administrative employees are covered under CalPERS pension fund. Retirement benefits are calculated using a member's years of service credit, age at retirement, and final compensation (average salary for a defined period of employment). CalPERS has approximately \$400 billion in unfunded pensions and retiree health care liabilities. A 2014 fiscal audit determined that CalPERS was only 77% funded; however, it is expected that CalPERS will be able to meet its obligations.</p> <p>Contract employees' retirement is through Transdev North America, Inc. 401k Plan for Collectively Bargained Employees. It is a defined contribution plan with a profit-sharing component and 401k feature. The 401 (k) is available on the first day of the month upon completion of 90 days of continuous service. This plan has a BrightScope Rating of 56. This plan is in the top 35% of plans for Company Generosity. Transdev North America Inc. 401k Plan for Collectively Bargained Employees currently has over 7,000 active participants and over \$91.8M in plan assets.</p>								



Table 2-1: Yuba- Sutter Transit Compliance Requirements (Concluded)

Reference	Requirement	Compliance	Comments												
PUC 99314.5	If the operator receives State Transit Assistance funds, the operator is not precluded by contract from employing part-time drivers or from contracting with common carriers.	In Compliance	The Agency's contractor employs part-time drivers.												
CCR 6634	No operator or transit service claimant shall be eligible to receive money during the fiscal year from the Local Transportation Fund and the State Transit Assistance fund for operating costs in an amount that exceeds its actual cost.	In Compliance	Yuba-Sutter's claim for operating assistance did not exceed the amount it was eligible for: <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th></th> <th>Operating LTF/STA</th> <th>Operating Expense</th> </tr> </thead> <tbody> <tr> <td>FY 12/13</td> <td>\$2,528,100</td> <td>\$5,976,480</td> </tr> <tr> <td>FY 13/14</td> <td>\$2,427,619</td> <td>\$6,283,906</td> </tr> <tr> <td>FY 14/15</td> <td>\$2,773,889</td> <td>\$6,398,657</td> </tr> </tbody> </table>		Operating LTF/STA	Operating Expense	FY 12/13	\$2,528,100	\$5,976,480	FY 13/14	\$2,427,619	\$6,283,906	FY 14/15	\$2,773,889	\$6,398,657
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FY 13/14	\$2,427,619	\$6,283,906													
FY 14/15	\$2,773,889	\$6,398,657													
CCR 6754 (a)(3)	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.	In Compliance	Yuba-Sutter Transit has applied for and received many different FTA grants during the course of the Audit period and continues to be active in its pursuit of grants. <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th></th> <th>Operating</th> <th>Capital</th> </tr> </thead> <tbody> <tr> <td>FY 12/13</td> <td>\$2,235,000</td> <td>\$955,000</td> </tr> <tr> <td>FY 13/14</td> <td>\$2,407,718</td> <td>\$3,337,000</td> </tr> <tr> <td>FY 14/15</td> <td>\$2,386,000</td> <td>\$—</td> </tr> </tbody> </table>		Operating	Capital	FY 12/13	\$2,235,000	\$955,000	FY 13/14	\$2,407,718	\$3,337,000	FY 14/15	\$2,386,000	\$—
	Operating	Capital													
FY 12/13	\$2,235,000	\$955,000													
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FY 14/15	\$2,386,000	\$—													

3.0 PRIOR AUDIT RECOMMENDATIONS

This section includes a formal and systematic review of Yuba-Sutter Transit’s implementation of the recommendations from the prior Audit. The implementation of the prior Triennial Performance Audit (TPA) recommendations provides a measure of Yuba Sutter Transit’s efforts to improve its efficiency and effectiveness. Evaluating each recommendation’s implementation and outcome also strengthens the integrity of the TPA process and helps ensure that each Audit provides effective and valuable results.

The previous Performance Audit was completed by Majic Consulting Group in July 2013. The relevance, progress, effectiveness, and difficulties in implementing each recommendation were determined by reviewing relevant planning documents and reports as well as through interviews with Yuba Sutter Transit’s staff and contractors.

Yuba-Sutter Transit has demonstrated commitment to improving its efficiency and effectiveness by fully or partially implementing three (3) of seven (7) prior recommendations. The implementation of two (2) recommendations are in progress and two (2) have not been implemented.

3.1.1 PRIOR RECOMMENDATION 1: DISPATCHING

Modernize dispatching function to improve the dispatcher efficiency and improve the effectiveness of Dial-A-Ride operations.

Status

In Process: Yuba-Sutter Transit has applied for a grant to upgrade the system, but it has not been funded and no improvements have been made to the current Excel system.

Prior Audit Rationale

While improved monitoring and reporting would assist Yuba-Sutter Transit in pinpointing inefficiencies and service quality issues, the current dispatch operations appeared to inefficiently use resources and did not have the capabilities required to properly monitor and improve the Dial-A-Ride and dispatch operations.

Dispatchers were performing a number of different functions simultaneously:

1. Dispatching;
2. Scheduling;
3. Customer Service (complaints, information, arrival time estimates, etc.);
4. Data calculations and logs; and
5. Driver information and communication.

The current scheduling system was a manual-based procedure. Although Excel spreadsheets are used, the current system is often duplicative and does not take advantage of Excel functionality.

Ideally, converting to a computer-aided dispatch system (CADS) was recommended. In lieu of a CADS system or until the funding and procurement can be completed, several recommendations were made to streamline the current manual system to improve efficiency and data capture.

Discussion

Yuba-Sutter Transit submitted grant applications in the FY 2014/15 and FY 2015/16 cycles to the California Transit Security Grant Program (CTSGP) for a total of \$178,604 to fund Computer Aided Dispatch/ Automatic Vehicle Location system (CAD/AVL). The CTSGP is a Proposition 1B funded grant program administered by the California Office of Emergency Services (CalOES) for transit security/communications related capital projects. The project has two (2) phases. CalOES has given Yuba-Sutter Transit official notice that the project meets the pertinent criteria and is eligible for the grant program. However, the program is subject to available bond funding and no state funds are currently available to support the project.

Yuba-Sutter Transit expects to receive at least \$178,604 for a CAD/AVL project; however, when it will receive the funds from CalOES is uncertain. Yuba-Sutter Transit will not initiate the project until the funds are received.

The potential features of the system have not been decided.

No improvements have been made to the current Excel spreadsheets, which could provide some efficiencies until the CAD/AVL can be implemented.

3.1.2 PRIOR RECOMMENDATION 2: FINANCIAL CONTROLS

Review and implement financial policies and procedures that will provide enhanced financial controls, but eliminate duplication and inefficiencies.

Status

Implemented and Commendable; financial policies and procedures were structured and implemented.

Prior Audit Rationale

The prior Audit reviewed Yuba-Sutter Transit's accounting systems, including accounts payable, accounts receivable, and reporting. It was concluded that the procedures appeared to include a number of unnecessary and unproductive redundancies, such as recording revenues in the "Green Book," Revenue Log, QuickBooks, and for grant-related

revenues, a grant log. While duplication does, in some cases, provide controls, other more efficient methods are generally available.

As Yuba-Sutter Transit continues to grow, the Transit Managers involvement in every transaction becomes problematic. Developing practical and flexible policies and procedures with adequate controls will allow better use of employee resources.

Maintaining meaningful and well-considered policies and procedures is a critical component of a strong financial management system. They can be used to establish Yuba-Sutter Transit's internal controls and ensure compliance with regulatory standards as many funding sources expect grantees to comply with specific policy and procedure guidelines. Documenting the Yuba-Sutter Transit's fiscal policies also serves as an important tool for clarifying roles and responsibilities and ultimately for ensuring that the organization's financial data is an accurate and reliable basis for Board and management decisions.

Discussion

During the Audit period Yuba-Sutter Transit hired a new Finance and Administration Program Manager. The new Program Manager developed new cash disbursements and expense allocation procedures. The new procedures were developed to streamline the process while ensuring adequate controls.

1. Request is submitted to Accounting by one (1) of the following three (3) methods:
 - Original invoice,
 - Purchase request with supporting documentation, or
 - Employee expense report or reimbursement request (receipts);
2. Administrative Assistant enters invoices into the accounting system;
3. Administrative Assistant prepares a Request for Payment, which includes payee, invoice information, amounts, and account allocations, for each disbursement;
4. The Request is attached to supporting invoices and forwarded to the Finance Manager for approval of payment;
5. Finance and Administration Program Manager prints "Unpaid Bills Report" and reviews all requests for payment:
 - Verifies expenditure and amount, appropriate allocation of information, and accounting period.
 - Approves for payment if in accordance with budget, indicated by initials or signature,
 - Provides date of payment taking into account cash flow projections, and
 - Submits to Administrative Assistant for processing;

6. Administrative Assistant process all payments:
 - Prints checks according to approved allocation and payment date,
 - Submits checks, with attached backup documentation to the Transit Manager for approval and signature;
 - Stamps invoice “Paid,”
 - Mails checks and appropriate backup documentation,
 - Files all backup documentation appropriately.

3.1.3 PRIOR RECOMMENDATION 3: ADA RULES

Develop and publish a consistent American with Disabilities Act (ADA) policy, including certification requirements and rules.

Status

Implemented; Yuba- Sutter Transit has developed several documents addressing ADA guidelines; however, a cohesive single document would be beneficial.

Prior Audit Rationale

In 1990, the Americans with Disabilities Act (ADA) was passed by Congress and signed into law. This civil rights legislation entitles, among other requirements, persons with disabilities equal opportunity to participate in society. As such, public transportation agencies, like Yuba-Sutter Transit, are required by law to provide the necessary ADA-compliant equipment and accommodations. The prior Audit concluded that Yuba-Sutter Transit needed to have a clear policy regarding ADA eligibility and accommodations that meets five (5) objectives:

1. Ensure compliance with ADA specifications;
2. Avoid ambiguities in the application of ADA requirements;
3. Provide consistency in the administration of ADA requirements;
4. Encourage individual and dignified use of the transit system with minimal assistance from transit system employees, contractors, and other users; and
5. Expedite the safe and efficient boarding, transporting, and departures of all passengers, regardless of mobility status.

Discussion

Yuba- Sutter has developed several documents addressing ADA guidelines:

1. **ADA INFORMATION RIDE GUIDE** is an eight (8) panel brochure that covers the pertinent aspects of Yuba-Sutter Transit’s ADA services, including—

- a. General information and eligibility (definition, recertification, visitors, service area, service days and hours, and fares); and
 - b. Making a reservation (number, reservation hours, subscription service, passenger assistance, attendants, companions, mobility devices, life-support equipment, and information formats).
2. **DIAL-A-RIDE INFORMATION** is in the same format as the fixed route ride guides and is a slightly more abbreviated presentation of the material;
3. **UNDERSTANDING ADA ELIGIBILITY** reviews the procedures for determining eligibility and the appeals process and also touches on visitors and recertification, but does not delineate how qualifying disability is defined; and
4. **TAKING AN ADA TRIP** is perhaps the most complete information on how the service works; the 10-page, 8 1/2 by 11 sheets cover—
- a. General Information,
 - b. Making a Ride Reservation,
 - c. ADA Paratransit Vehicles,
 - d. Pick Up Time,
 - e. How Long Will the Paratransit Vehicle Wait?,
 - f. What if My Ride is late?,
 - g. Cancelling a Trip,
 - h. ADA Paratransit Fares,
 - i. Passenger Assistance,
 - j. Personal Care Attendants Companions,
 - k. Boarding with a Mobility Device,
 - l. Transporting Life-Support Equipment,
 - m. Carry-on Bags,
 - n. Transporting Children,
 - o. Transporting Animals,
 - p. Lost and Found,
 - q. Vehicle Operator Responsibilities,
 - r. Passenger Responsibilities,
 - s. Preventing No-Shows and Late Cancellations,
 - t. ADA Paratransit Service for Visitors,
 - u. ADA Paratransit Service Complaints and Compliments, Fixed route Transit Service (Local Bus Service), and
 - v. Useful Phone Numbers.#

#

3.1.4 PRIOR RECOMMENDATION 4: CONNECT CARD

Revise fare policies and sales with the implementation of the Connect Card.

Status

In Process; fare policies have been developed and approved, but the Connect Card has not yet been implemented.

Prior Audit Rationale

The upcoming implementation of the new regional Connect Card electronic fare media system was determined to provide Yuba-Sutter Transit with the opportunity to review and update its fare policies. The Connect Card would become the primary fare media for nine (9) Sacramento area transit operators, including Yuba-Sutter Transit, but cash would still be accepted.

Discussion

In 2013, Yuba-Sutter Transit Board of Directors approved several fare policy changes for implementation with the Connect Card. However, the Connect Card has yet to be implemented although the equipment has been installed. To maximize the value of the Connect Card, these policy changes were adopted and will become effective when the new card is fully implemented:

1. Transfers will be eliminated in lieu of a daily cap for all local fixed route fare categories (\$3.00 for the general public and \$1.50 for seniors, persons with disabilities and youth) available only with a Connect Card;
2. The youth fare age definition will be 5 to 18 for both cash and pass fares (implemented September 2015) ;
3. Discount ticket books will be eliminated though non-discounted tickets will still be available; and
4. The 20-ride Sacramento Punch Card will be eliminated.

3.1.5 PRIOR RECOMMENDATION 5: MARKETING PLAN

Update the Marketing Plan with budget and timelines including enhancement of the website to improve functionality and layout.

Status

Not Implemented; a structured marketing program has not been developed and this recommendation will be carried forward.

Prior Audit Rationale

The prior Audit suggested that Yuba-Sutter Transit management could improve its overall marketing effectiveness by updating the marketing plan from the **2008 SHORT RANGE TRANSIT PLAN** and tying the programs and campaigns to specific strategies and tactics to ensure a consistent marketing program. The update was recommended to include budgets and timelines for each program or campaign as well as an evaluation component.

Yuba-Sutter Transit’s website was created and is maintained by SACOG. The site provides comprehensive information regarding routes, schedules and other Yuba-Sutter Transit services with straight forward navigation tools. However, users would benefit from several enhancements.

Discussion

No progress has been made in updating Yuba-Sutter Transit’s website and it is still maintained by SACOG.

Although a new **SHORT RANGE TRANSIT PLAN** was completed during the Audit period, the **SRTP** does not include a marketing plan element.

This is a valid recommendation and will be carried forward.

3.1.6 PRIOR RECOMMENDATION 6: MAINTENANCE TRAINING PROGRAM

Develop a comprehensive maintenance training program and complete a full maintenance audit prior to the next operations contract procurement.

Status

Partially implemented; training of maintenance personnel has been enhanced and the operations contractor audits maintenance every six (6) months, but further training enhancements are recommended along with an outside maintenance audit.

Prior Audit Rationale

While the maintenance program during the prior Audit period appeared to be consistent with industry standards, a review of maintenance records included unfavorable trends. Yuba-Sutter Transit was upgrading its fleet and the maintenance requirements continue to evolve. Areas in which additional training appear to be needed include wheelchair lifts and electrical.

In addition, the operations contractor, Veolia (now Transdev), no longer has a corporate maintenance trainer. Training opportunities are coordinated with the Regional Maintenance Manager and with individual vendors.

A comprehensive and continuing maintenance training program was recommended to help ensure that the maintenance staff continues to be capable of maintaining Yuba-Sutter Transit's fleet.

Discussion

The contractor has taken a number of steps to improve the maintenance program. The Maintenance Manager has worked to provide additional training opportunities for maintenance department employees. Although most training is internal, either peer to peer or manager to peer, the contractor has taken advantage of outside training programs and vendor training when viable.

Discussions with the Maintenance Manager indicates that Transdev no longer has a corporate maintenance trainer. Transdev indicates on their website that they have a corporate training program for maintenance:

*"In all these areas, we provide both on-the-job training and regularly scheduled classroom training. Too often maintenance organizations rely heavily on vendors as their primary means of technician training. It is Transdev's belief that while this training is important, it does not teach the integration of systems or the best practices of being a good technician. For these reasons we've invested in the development of the **Veolia Technical Advancement Program (VTAP)**, a training program custom designed for maintenance managers and directors, to continually build their technical and managerial skill levels.*

In our training campus outside Chicago and a host of other training environments, we have very capable maintenance trainers whose job is exclusively focused on teaching proper maintenance techniques.

At least twice a year we gather all our maintenance directors from across the country for three days of training. The in-depth curriculum emphasizes an exchange of ideas, solutions, and challenges. These forums have been extremely well-received by our people. The Training section of our website provides more information about our technical and management training programs."

The contractor indicates that its regional maintenance personnel audit the maintenance function every six (6) months; however, an outside audit has not been performed and the same contractor has maintained the vehicles for 10 years.

PRIOR RECOMMENDATION 7: CONTRACT STANDARDS

Adjust operations contract administration and procurement policies to include quantitative and qualitative standards.

Status

Not Implemented; although Yuba-Sutter Transit entered into a new operations contract, it did not include performance standards and this recommendation will be carried forward.

Prior Audit Rationale

While the nature of an operations and maintenance contract requires a high degree of subjective consideration, specific standards used to evaluate the criteria ensure all evaluators are interpreting the criteria as it was intended and are evaluating the proposals objectively. They also ensure that a specific concern of an evaluator does not out-weigh others and more important elements of the criteria. For example, an evaluator may have a strong preference for a local firm and use those criteria as the touchstone when evaluating *Organization and Management*.

Standards represent the definition of an acceptable level of performance as it applies to single evaluation criteria. A written standard for each individual evaluation criterion ensures the criterion is evaluated as it was intended to be. Standards could be either quantitative or qualitative.

Discussion

Yuba-Sutter entered into a new contract with Veolia (now Transdev) in 2014. The contract has few specifications or standards. Minimum driver training requirements and bus cleaning schedules are indicated. However, the contract does not address quantitative and qualitative standards for quality service, such as--

- Safety (preventable accidents per 100,000 miles);
- Maintenance (PMI schedule adherence);
- Staffing levels;
- On Time performance;
- Customer complaints; and
- Vehicle and Driver appearance.

This has worked to date because of the established relationship between the contractor management and Yuba-Sutter Transit management. Expectations and requirements have been honed over a number of years and both parties have a good understanding of how the service should and will be provided.

Moving forward, however, Yuba-Sutter could potentially find itself in a position where the contractor does not meet the high standards required for quality service with little recourse to rectify the situation.

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4.0 PERFORMANCE MEASURES AND INDICATORS

Performance indicators are used to quantify and review the efficiency and effectiveness of a transit operator's activities. The indicators provide insight into the current operations. The Transportation Development Act (TDA) requires recipients of TDA funding to report five (5) performance indicators:

- Operating Cost per Vehicle Service Hour;
- Operating Cost per Passenger;
- Passengers per Vehicle Service Hour;
- Passengers per Vehicle Service Mile; and
- Vehicle Service Hours per Full-Time Equivalent Employee.

Because Yuba-Sutter Transit's jurisdiction incorporates both urbanized and non-urbanized areas, SACOG has adopted a required farebox ratio of 14.6% for fixed route.

To assess the validity and usefulness of the performance indicator data, the Audit team performed the following activities:

1. Assessed internal controls in place for the collection of performance-related information;
2. Validated collection methods for key data;
3. Calculated the performance indicators; and
4. Evaluated the performance indicators.

4.1 Verification of Performance Measures

The procedures used to calculate the TDA-required performance measures for the Audit period were verified. Measures reported in internal reports, State Controller's Reports, and fiscal audits were compared against one another for consistency and then verified.

The following performance measures used in the calculation of TDA-required performance measures were validated:

- Operating Cost;
- Vehicle Service Hours and Miles;
- Passenger Counts;
- Fare Revenues; and
- Full-Time Equivalent.

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4.1.1 OPERATING COSTS

Operating cost is defined as operating expense object classes excluding depreciation, amortization, lease cost, and all direct costs for providing charter services.

Operating costs were not independently calculated as part of this Audit. We examined operating costs from the fiscal audit reports prepared by Richardson & Company, Certified Public Accountants & Management Consultants. The audits appear to be consistent with TDA guidelines and accurately reflect all the costs in the operating expenses category for Yuba-Sutter Transit’s services. However, the financial and compliance audit for FY 14/15 did not *include the audited amounts for the fiscal year prior to the fiscal year audited* as required by PUC 99245. According to staff, this was due to the mandatory implementation of GASB 68 resulting in a redesign of the financial statements making this comparison impossible. The reported operating costs excluded depreciation expenses for the calculation of the farebox recovery ratio, in accordance with PUC 99247(a). Operating costs were consistently and accurately reported for the Audit years.

Table 4-1: Yuba-Sutter Transit Comparison of Operating Costs by Source presents the operating cost source data which includes the Fiscal Audit reports, annual NTD data, and annual State Controller’s Reports (SCR). Note, for FY 12/13, the NTD provided for this analysis did not provide depreciation. Therefore, the full operating cost for NTD is not accurately reflected and results in a difference in the reported figure in the Fiscal Audit Report. Staff indicated that the FY 14/15 NTD data is the initial submission.

Table 4-1: Yuba-Sutter Transit Comparison of Operating Costs by Source

		Fiscal & Compliance Audit	State Controller's Reports	Difference from Audit	NTD Reports	Difference from Audit
FY 12/13	Operating Cost	\$7,005,097	\$7,005,097	0%	-	-
	Depreciation	\$1,028,618	\$1,028,618	0%	-	-
	Operating Cost for Farebox	\$5,976,479	\$5,976,479	0%	\$5,976,480	0%
FY 13/14	Operating Cost	\$7,583,023	\$7,583,023	0%	\$7,583,023	0%
	Depreciation	\$1,299,117	\$1,299,117	0%	\$1,299,117	0%
	Operating Cost for Farebox	\$6,283,906	\$6,283,906	0%	\$6,283,906	0%
FY 14/15	Operating Cost ¹	\$7,917,641	\$7,869,658	-0.6%	\$7,869,658	-0.6%
	Depreciation	\$1,518,984	\$1,518,984	0%	\$1,518,984	0%
	Operating Cost for Farebox ¹	\$6,398,657	\$6,350,674	-0.7%	\$6,350,674	0.7%

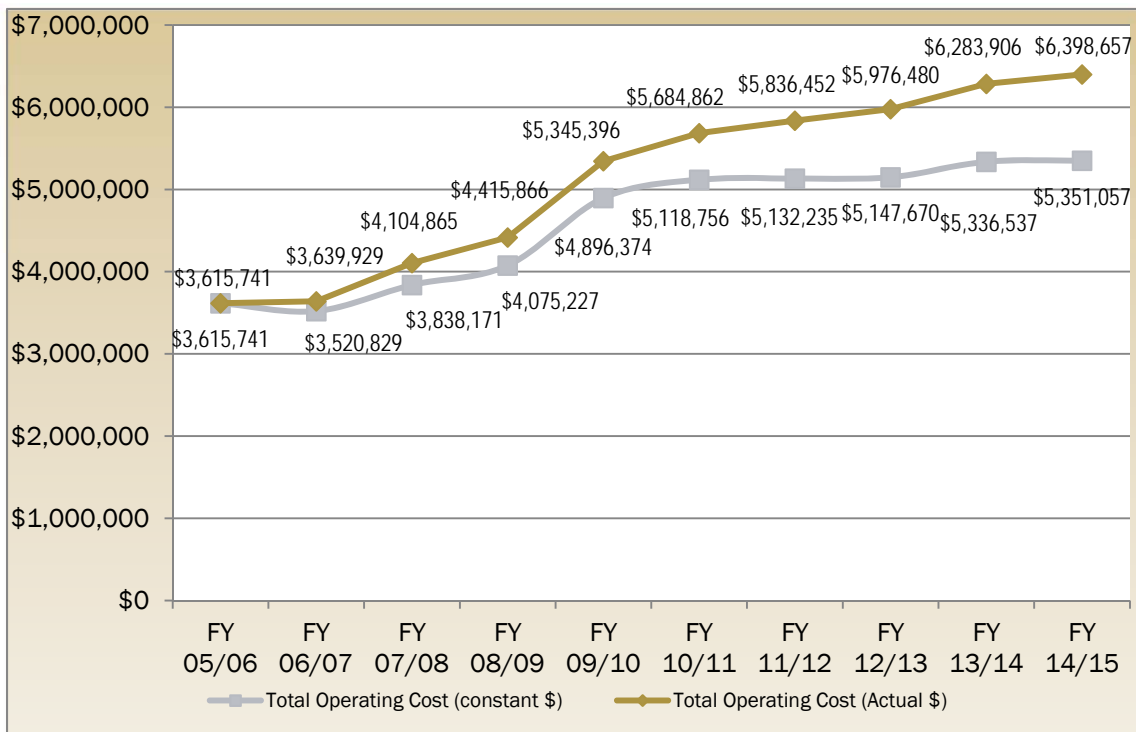
¹ According to staff, difference is due to a GASB 68 related audit adjustment that was received subsequent to filing the State Controller's Report and the NTD Report.

Analysis of Operating Costs

Operating costs increased an average of 8.3% annually (6.0% after inflation) from FY 05/06 to FY 11/12. During the current Audit period, the increase slowed to an average of 3.1% annually (1.6% after inflation). During the triennial audit period, actual operating costs for the system as a whole increased by 9.6%.

Figure 4-1: Yuba-Sutter Transit Operating Costs (10-Year Trend), provides operating costs in actual and constant (inflation adjusted) dollars by service type. Source data for operating costs for this report and subsequent performance measures are obtained from the fiscal audit reports. However, fiscal audit reports do not provide operating costs by service type (i.e. local fixed route, commuter fixed route, and demand response service). NTD source data provides the information for operating costs. Since there are no variations in the operating costs reported in NTD and the Fiscal Audit report, with the exception of FY 14/15, the operating costs by mode reflected here is from NTD. For FY 14/15 the fiscal audit operating costs is reflected here. However, in efforts to allocate operating costs by mode, the study uses a mode factor, or the percentage share of operating cost by mode obtained from the NTD reports. The mode factor is applied to the total operating costs in the Fiscal Audit Reports to determine the share of operating costs for local fixed route, commuter, and demand response service.

Figure 4-1: Yuba-Sutter Transit Operating Costs (10-Year Trend)



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In addition, it was only recently that data was available by service type and reflected in this report. For instance, in *Figure 4-2: Yuba-Sutter Transit Operating Costs from FY 12/13 to FY 14/15 by Service Type*, it is not until FY 10/11 that operating costs for commuter fixed route and local fixed route were available individually.

Figure 4-2: Yuba-Sutter Transit Operating Costs from FY 12/13 to FY 14/15 by Service Type

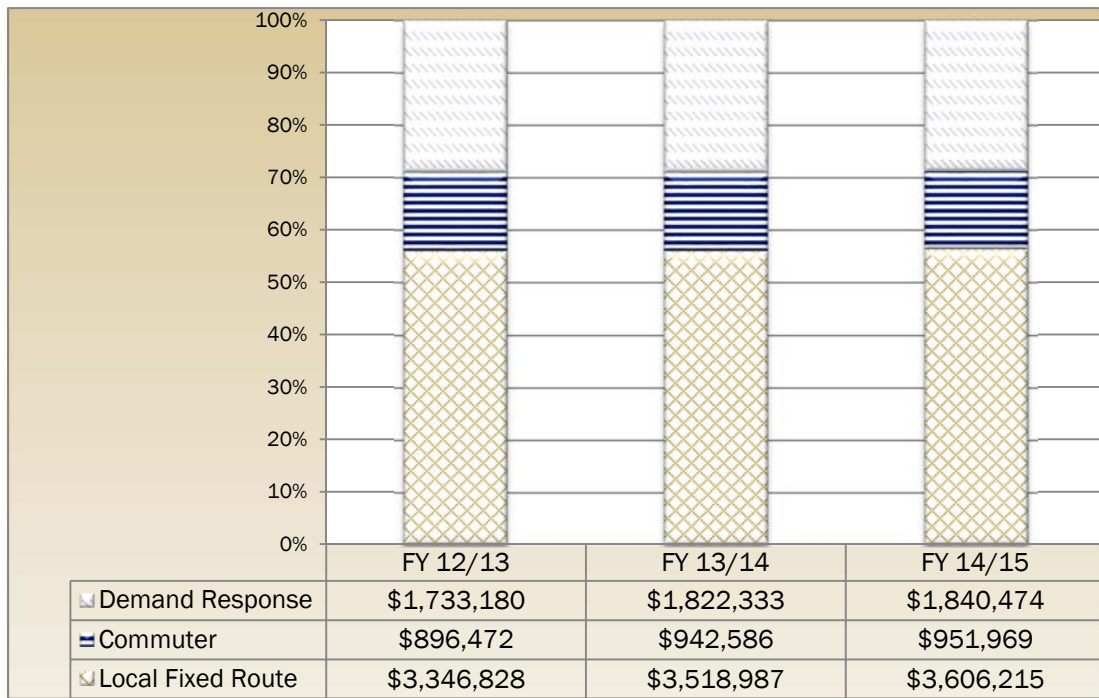
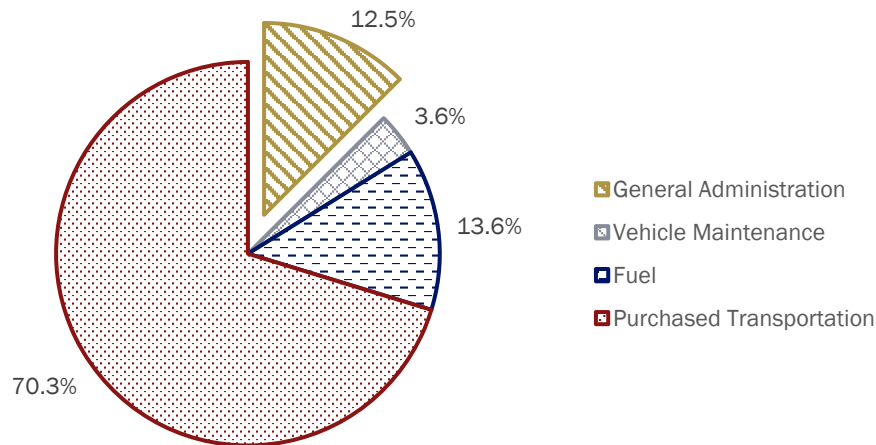


Figure 4-3: Operating Costs by Category (Average over Audit Period)



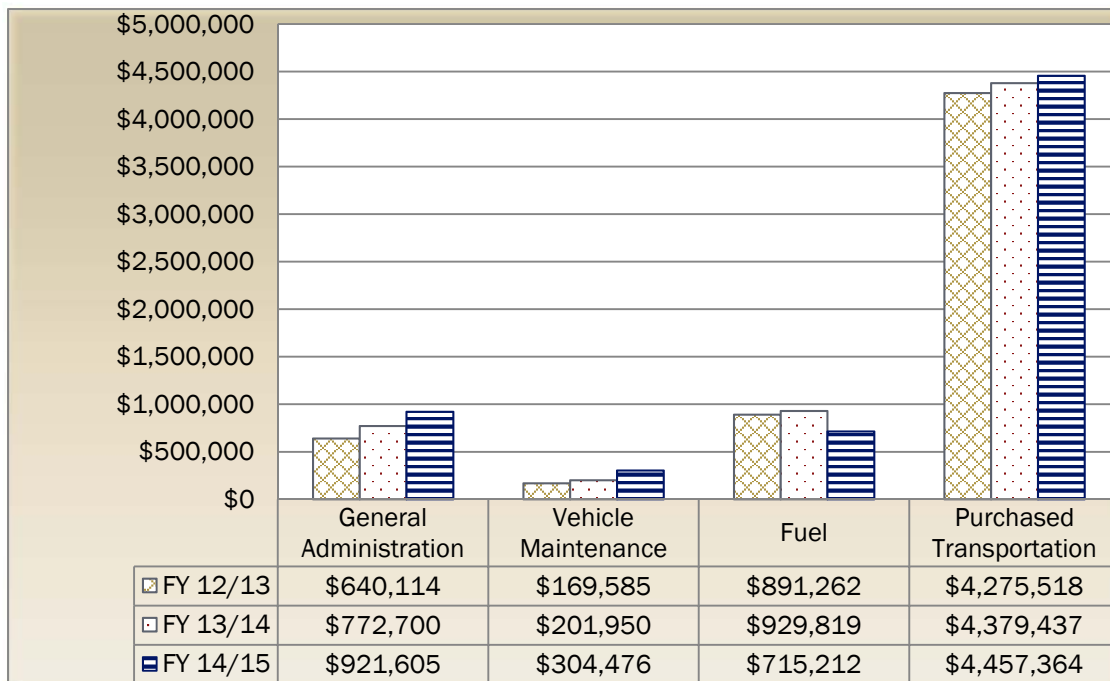
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Figure 4-3: Operating Costs by Category (Average over Audit Period) shows that General Administration costs are only 12.5% of the total operating costs. This is well below the 20% to 25% range, considered to be acceptable.

Figure 4-4: Yuba-Sutter Transit Breakout of Operating Costs for Audit Period provides the breakout of operating costs as reported in the fiscal audit reports. Except for the cost of fuel, which declined in FY 14/15, all operating costs continue to increase during the audit period.

Figure 4-4: Yuba-Sutter Transit Breakout of Operating Costs for Audit Period



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4.1.2 VEHICLE SERVICE HOURS AND VEHICLE SERVICE MILES

Vehicle service hours (VSH) is the time during which a revenue vehicle is available to carry fare-paying passengers. This includes only those times between the actual time or scheduled time of the first passenger pick up and the actual time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability. VSH exclude hours of deadhead travel to the first scheduled pick-up location and from the last scheduled drop-off location back to the terminal, whether or not passengers board or exit at those points (deleting lunch and breaks, but including scheduled layovers less than 15 minutes).

Vehicle service miles (VSM) are the miles traveled by revenue vehicles during the VSH.

Yuba-Sutter has created Vault Sheets of the different types of routes:

- Regular Fixed Routes;
- Rural Fixed;
- Hwy 99 (Caltrans Stops);
- Highway 70;
- Supplemental Commuter;
- Dial-A-Ride; and
- Evening Dial-A-Ride.

Drivers enter the mileage and time on the “Vault Sheet” for the

- Start,
- First Stop,
- Last Stop,
- Ending.

The dispatcher duplicates the hand written sheets and calculates by hand the total service hours, revenue service hours (equal to Vehicle Service Hours), total vehicle service miles, and revenue service miles (equal to Vehicle Service Miles). The data is entered into the daily Excel spreadsheet log and then entered into the monthly report. While the system appears to have inefficiencies, VSH and VSM are accurately tracked and calculated.

Vehicle Service Hours (VSH)

VSH for the entire system has increased during the ten-year period. However, during the triennial audit period, VSH has stabilized within a percentage after a 2.5% increase in FY 12/13.

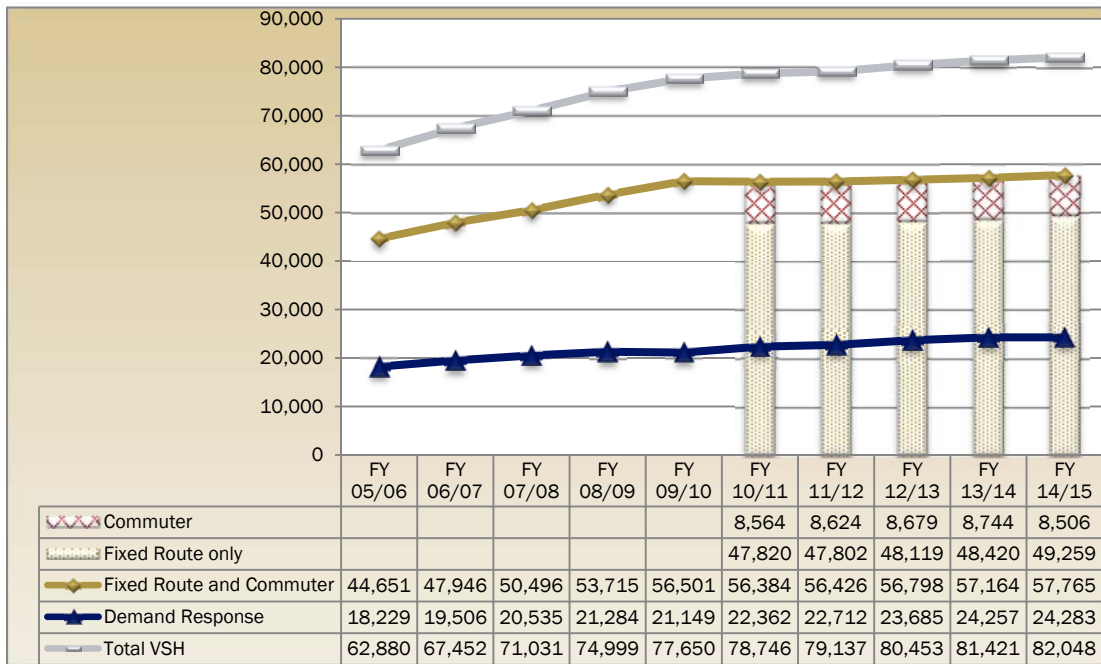
The last triennial reporting period provides VSH data for commuter and local fixed route service. In addition, NTD data for individual modes (i.e. local fixed, commuter bus, and demand response) was available for this report and verified against annual SCRs for

accuracy. There were no variations in the reporting of VSH between both reports. Therefore, VSH data by mode from NTD is presented here.

Commuter fixed route service has remained constant over the five (5) years of available data with a slight 2.7% decrease in FY 14/15. Local fixed route service increased slightly (an average of 1.0% per year) during the triennial reporting period.

Demand response hours have increased over the ten-year period. VSH has stabilized during the three (3)-year audit period, first by increasing 4% in FY 12/13 when compared to the previous year. In FY 13/14, VSH increased by 2% and by FY 14/15, hours remained constant (0.1% increase).

Figure 4-5: Yuba-Sutter Transit Vehicle Service Hours for Fixed Route



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Vehicle Service Miles

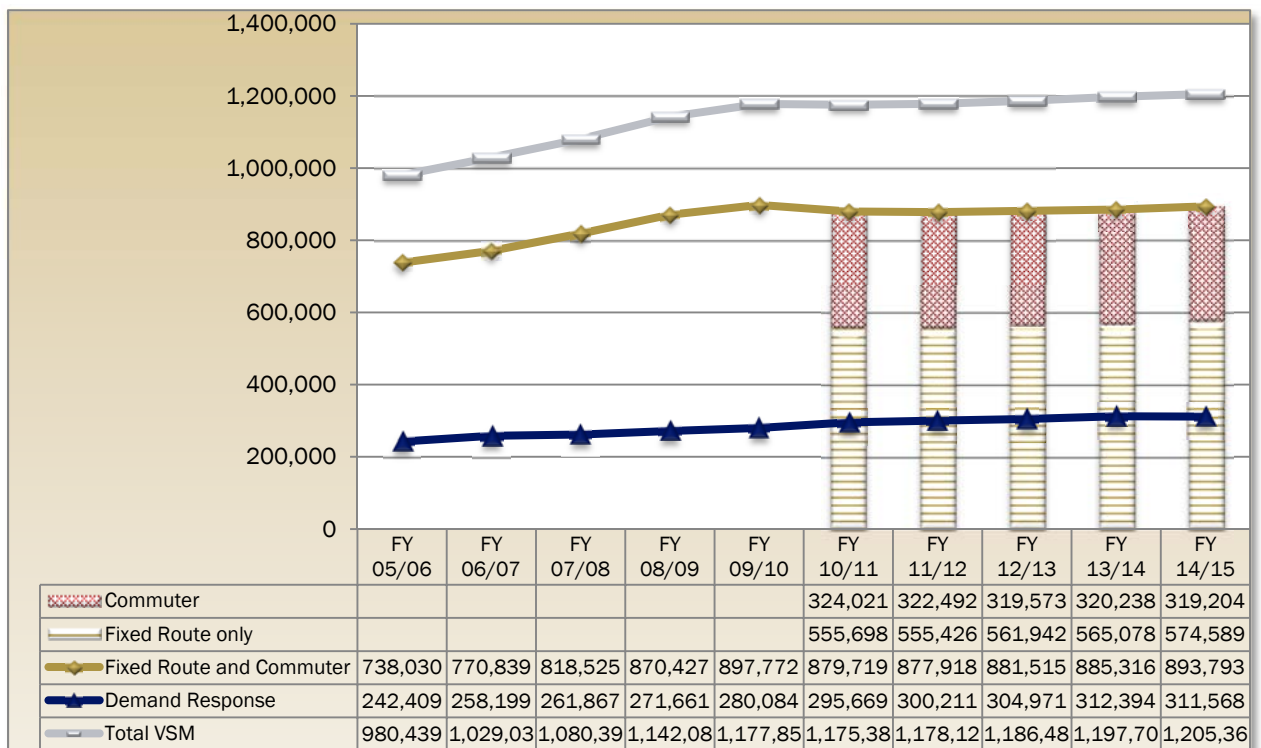
Similar to service hours, VSM gradually increased for both fixed route and demand response service during a ten-year period. It was not until the previous triennial audit period (FY 10/11–FY 12/13) that figures differentiating local and commuter fixed route was available. Similar to the previous metric, NTD data provided VSM by commuter and local fixed route modes.

Commuter route has declined over the years to end at the lowest VSM in FY 14/15 at 319,204. VSM for local fixed route service has increased during this time frame growing at an average of 1.1% annually.

During the triennial period, demand response service increased in FY 12/13 and FY 13/14 reaching its historic high in FY 13/14; however, in FY 14/15 the demand response service decreased by 0.3%.

Overall, VSM has continued to increase over the 10-year period in large part due to local fixed route service.

Figure 4-6: Yuba-Sutter Transit Vehicle Service Miles for Fixed Route



VSM per VSH

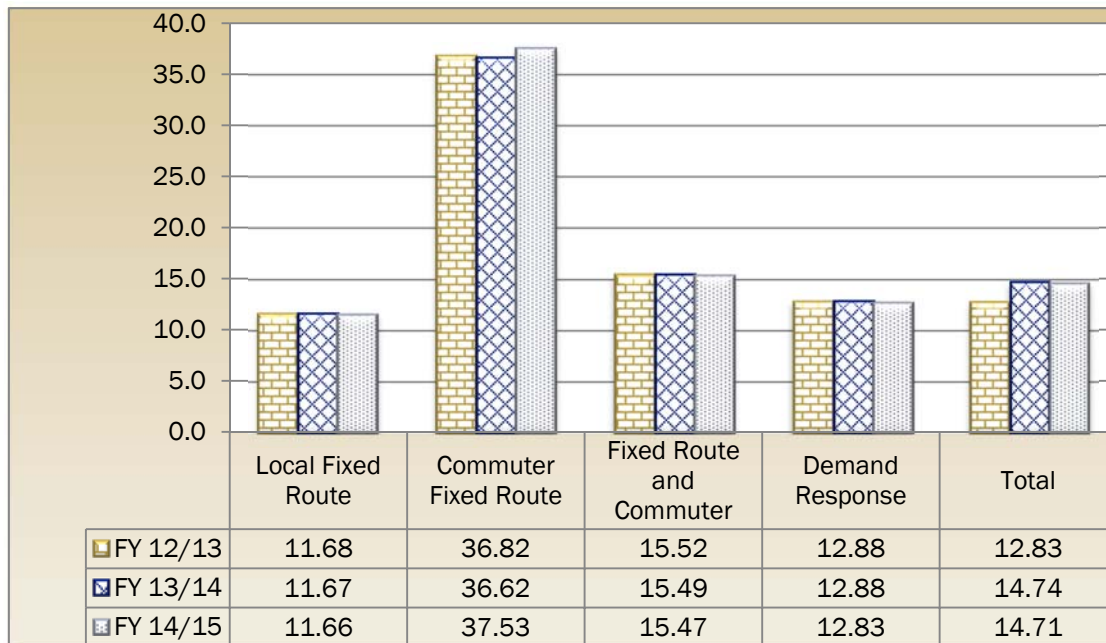
Vehicle service mile per vehicle service hour (VSM per VSH), or speed, is a measure of efficiency. By increasing the VSM per VSH, the efficiency of the operations is increased. However, a number of factors can impact this measure, including safety, scheduling to achieve on-time performance, increased congestion, and passenger requirements, such as the number of wheelchair boardings.

VSM per VSH is examined over a six-year period to identify any trends for the two (2) most recent triennial audit periods. Under this metric, fixed route service (both local and commuter) has decreased over time. Fortunately, the rate of decrease has stabilized as of FY 14/15, where VSM per VSH appears to have stabilized.

When comparing individual modes, commuter fixed route service provides a relatively high level of VSM per VSH. This is due to the fact that commuter service is designed for longer travel trips. Moreover, service hours are relegated to peak periods, which represent a small portion of hours recorded during revenue service.

Demand response service is the mode ranked the second highest in efficiency with an average of 12.88 miles served per revenue service hours. Again, trips are provided outside of the fixed route thereby having a higher VSM measure when compared to local fixed route.

Figure 4-7: Yuba-Sutter Transit VSM per VSH for the Audit Period



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4.1.3 PASSENGER COUNTS

By definition, the total number of passengers is equal to the total number of unlinked trips (i.e. those trips made by a passenger that involves a single boarding and debarkation), whether revenue producing or not. The transit operator correctly counts “free” passengers.

For fixed route, passenger counts are recorded on counters in each fixed route vehicle. The counters record each fare type, including free. The number of bicycles and wheelchairs are also tracked. The bus driver enters the passenger from the counter onto the “Vault Sheet.” The numbers of passengers are hand totaled by fare type and route. The dispatcher enters the total onto a monthly report spreadsheet by date.

Figure 4-8: Passenger Counter on Yuba-Sutter Transit Fixed Route Vehicles

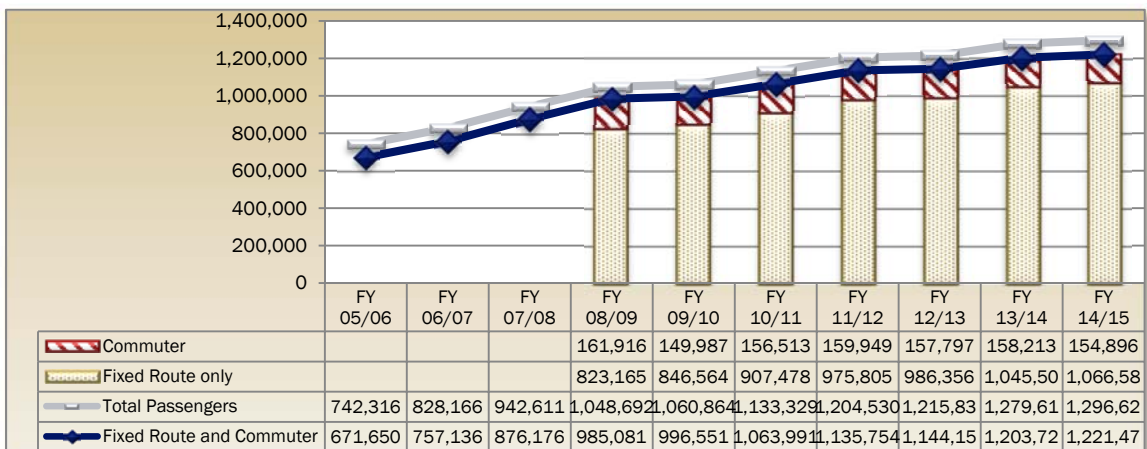


For Dial-A-Ride, the dispatcher compares the driver vault sheet to a daily spreadsheet dispatch log. The dispatchers total each category by hand and enter the total at the bottom of the vault sheet, the numbers are then re-totaled.

Analysis of Passenger Counts

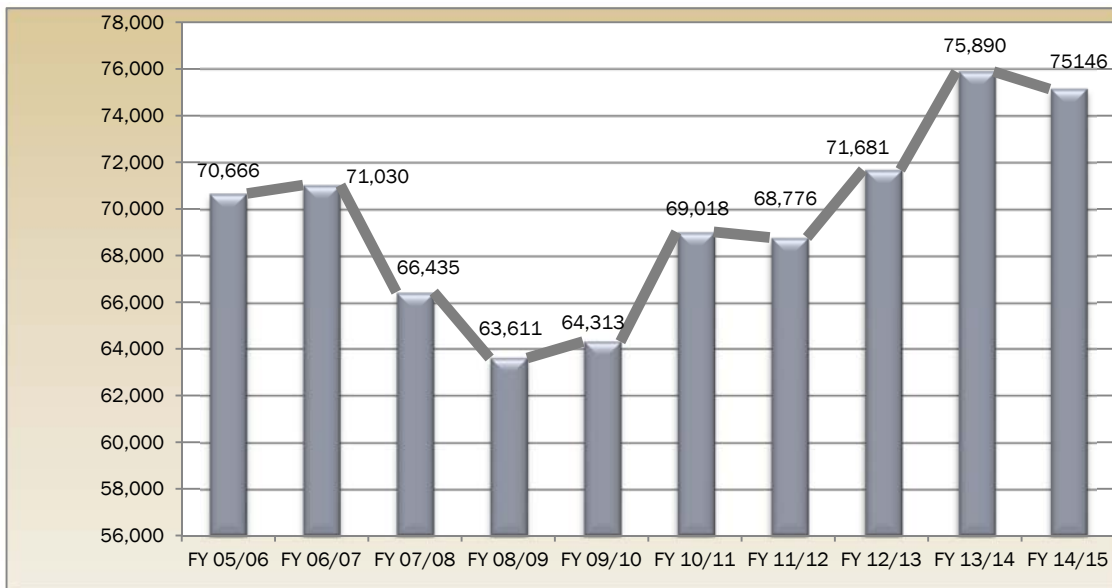
Over a ten-year period, unlinked passenger trips have increased for both local and commuter fixed route service since FY 05/06. Local fixed route trips exceeded over one million trips in FY 13/14 and continue to grow. In fact, unlike many other transit operators in the State, local fixed route service grew by 2% in FY 14/15 when compared to the previous fiscal year. While local fixed route service in Yuba-Sutter has increased, commuter service decreased in FY 14/15. During that reporting year, unlinked passenger trips on commuter service decreased by 2%.

Figure 4-9: Fixed Route and Commuter Ridership (10-Year Trend)



Demand-response service passenger counts has increased significantly, especially during the triennial audit period. Ridership for demand response service during this triennial audit period had on average more than 74,239 trips per year versus the previous audit period with an average of approximately 67,369 passenger trips per year. In FY 12/13, unlinked passenger trips increased by 4% when compared to the previous year and increased by almost 6% in FY 13/14. In FY 14/15, trips decreased by 1%.

Figure 4-10: Yuba-Sutter Transit Passenger Counts for Demand Response



4.1.4 FARE REVENUES

Fare revenues include revenues earned from carrying passengers along regularly scheduled and demand responsive routes. It includes the base fare, zone premiums, express service premiums, extra cost transfers, and quality purchase discounts applicable to the passenger's ride. It also includes Special Transit Fares, which are revenues earned for rides given in regular transit service, but paid for by some organization other than the rider. This includes rides given along special routes for which funds may be guaranteed by a beneficiary of the service.

The collection of fare revenues and cash management appears appropriate for an operation the size and scope of Yuba-Sutter Transit.

1. Cash is deposited in locked vaults on the vehicle.
2. The Road Supervisor obtains the keys to each vault from the money room and pulls the vaults in the mornings.

3. The vaults are stored in a locked cabinet in the money room. The money room is kept locked and limited keys are available to it.
4. At least two (2) people are present in the locked money room when the money is counted (three (3) times per week and at the end of the month). Paper money is sorted from coins.
 - A coin counting machine is used to count coins;
 - Paper money is counted by hand and banded in \$100 increments;
 - Money room windows are uncovered and look into the break room; however, the General Manager stated that the room is secure and not accessible by the general public.
5. A deposit slip is prepared and the money is put into a bank deposit bag.
6. The Bank reconciles and advises Yuba-Sutter Transit of any exceptions.
7. Transdev does reconcile collected fares to driver sheets, but only on occasion (approximately five (5) times in the past year).

Revenues from the sale of passes and other revenues, such as grants, TDA Funds, ID cards, reimbursements, and auxiliary revenues, are collected at the Yuba-Sutter Transit administration offices:

Checks

1. All checks received are recorded in the receipt book and stamped “for deposit only;”
2. Copies are made of each check pertaining to grants and TDA; and
3. Checks are kept in a locked drawer until retrieved by the Finance Manager, who prepares the deposit.

Cash

1. All cash received is counted, verified, and recorded in the receipt book;
2. A receipt is provided to the paying party, with one (1) copy retained for internal purposes; and
3. Cash is kept in a locked drawer until retrieved by the Finance and Administration Program Manager, who prepares the deposit.

Deposit

1. Weekly (or more often if necessary), the Finance and Administration Program Manger prepares the deposit;
2. Funds are reconciled to the receipt copies;

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3. The Administrative Assistant uses the receipt copies to process the correct allocation for each deposit;
4. Available office personnel will take the deposit to the bank and return the bank endorsed deposit slip; and
5. The bank endorsed deposit slips and corresponding receipt copies are appropriately filed.

In addition to the Yuba-Sutter Transit offices in Marysville, Yuba-Sutter Transit monthly passes and discount ticket books are sold at three (3) locations throughout the local area:

1. **Bel Air Market Customer Service Center** at 1286 Stabler Lane, Yuba City – (ticket books, all monthly fixed route passes, monthly Sacramento Commuter passes, and punch cards);
2. **Yuba College Bookstore** at 2088 North Beale Road, Linda – (ticket books, all monthly fixed route passes, and monthly Sacramento Commuter passes); and
3. **Sutter-Yuba Mental Health** at 1965 Live Oak Blvd., Yuba City – (ticket books, only monthly senior or disabled fixed route passes).

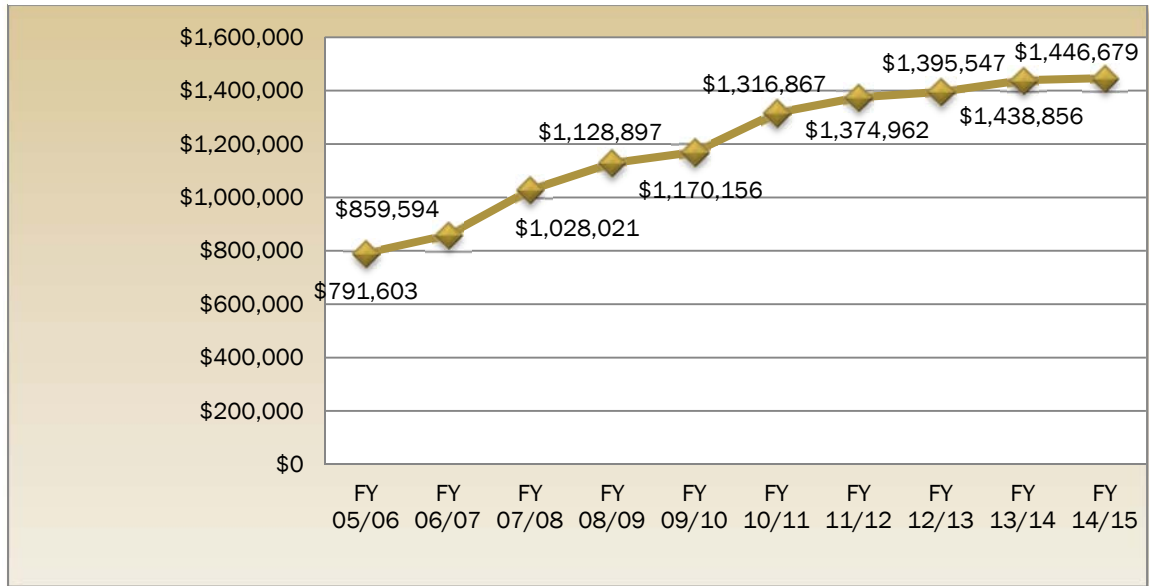
Monthly, commuter and fixed route passes are available only from the 24th of each month through the seventh of the following month. A sheet goes out with the passes each month. Yuba-Sutter Transit administrative staff delivers the sheet and the passes to the outlet. The count of passes “out” is recorded. When the new passes are delivered, the previous month’s sheet is returned along with any unsold passes and the count out/count in numbers is reconciled to generate an invoice in QuickBooks. Revenues are handled according to the above procedures. All passes are also available by mail.

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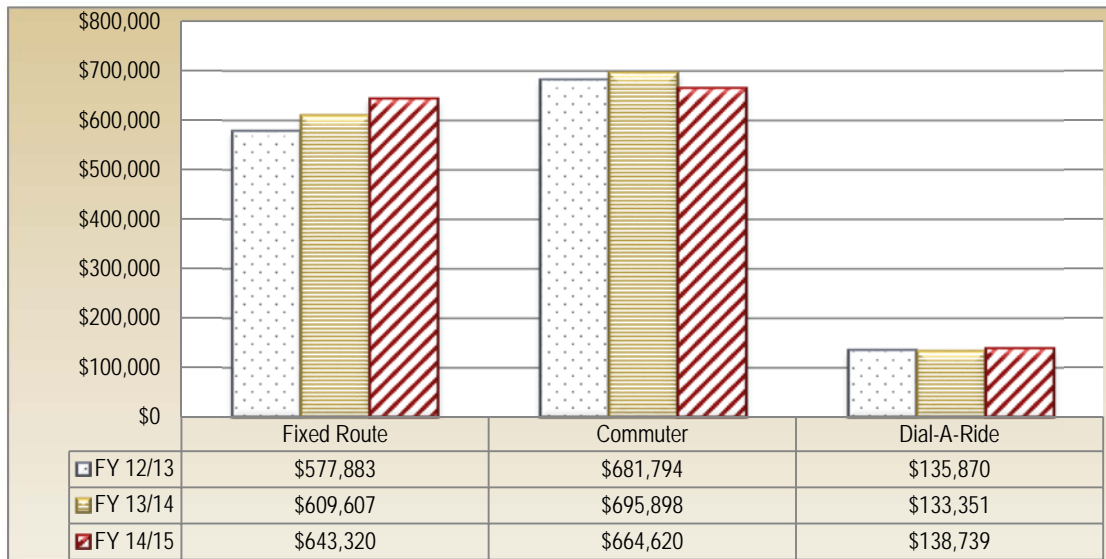
Yuba-Sutter Transit fare revenue continues to grow during the ten-year reporting period. Decreased revenue figures accounting for a new service exemption in the previous Audit is not included in this analysis. In FY 12/13, fare revenue for the entire system increased by more than 1.5% and in FY 13/14, experienced its greatest increase during the triennial audit period of 3.1%. Fare revenues remained relatively constant in FY 14/15 with a 0.5% increase. The average fare revenues for the current Audit period were 10.9% above the average revenues in the prior Audit period.

Figure 4-11: Yuba-Sutter Transit Fare Revenues (10-Year Trend)



Fare revenue by service type is provided in *Figure 4-12: Fare Revenue by Service Type for the Audit Period*, which was obtained from NTD reports. Overall, fixed route service (including both local and commuter service) experienced fare revenue increases during the three-year period. In FY 12/13, fare revenue increased by almost 1.8% when compared to the previous year, then by 3.6% in FY 13/14. However, when examining the individual service type, local fixed route service experienced more than a 5.4% increase each year of the triennial audit period. Commuter fixed route service fluctuated with an increase in fare revenue in FY 13/14 of 2.1%, but a decrease in FY 14/15 of 4.5%. Fare revenue for demand response decreased by 1.2% in FY 12/13 and by another 1.9% in FY 13/14, but climbed to 4.0% in FY 14/15 to \$138,739.

Figure 4-12: Fare Revenue by Service Type for the Audit Period



4.2 Calculation and Analysis of Performance Indicators

The TDA-required performance indicators were calculated for each service and then totaled. Performance indicators for the three (3)-year Audit period were calculated, excluding depreciation expenses. Data for the three (3)-year period were verified in the calculation of the TDA indicators.

The following performance measures were used:

- **Operating Costs** were calculated from fiscal audits and verified with NTD and annual SCRs during the Audit period. For FY 14/15, a factor was used to determine the operating costs by mode.
- **Constant Operating Costs** were calculated based on the California Consumer Price Index as calculated by the California Department of Finance with FY 05/06 as the base year.
- **Depreciation** was subtracted from the total costs.
- **Service Extension Exemption** was applicable for the calculation of Farebox recovery ratio for FY 09/10 and FY 10/11 related to the restructuring of Route 2 on January 5, 2009. The route increased frequency from every hour to every 30 minutes.
- **Fare Revenues** were taken from the fiscal audits and verified against NTD and SCR sources. No variations in the reported fare revenues were identified. Note that fare revenue by mode was obtained from NTD.
- **Vehicle Service Hours (VSH)** were from the State Controller's Reports and verified against NTD reports. No variations in the reported VSH were identified. Note that VSH by mode was obtained from NTD.
- **Vehicle Service Miles (VSM)** were from the State Controller's Reports and verified against NTD reports. No variations in the reported VSM were identified. Note that VSM by mode was obtained from NTD.
- **Passenger Counts** or unlinked passenger trips were obtained from State Controller's Reports and verified against NTD reports. No variations in the reported unlinked passenger trips were identified. Note that unlinked passenger trips by mode was obtained from NTD.
- **Full-Time Equivalent (FTE)** were obtained from State Controller's Reports, cumulative annual payroll hours divided by 2,000.

Table 4-2: Yuba-Sutter Transit Performance Measures and Indicators by Service Type for the Audit Period

Performance Measures	Commuter (NTD)			Local Fixed (NTD)			Total Fixed & Commuter		
	FY 12/13	FY 13/14	FY 14/15	FY 12/13	FY 13/14	FY 14/15	FY 12/13	FY 13/14	FY 14/15
Operating Cost (Actual \$)	\$896,472	\$942,586	\$951,969	\$3,346,828	\$3,518,987	\$3,606,215	\$4,243,300	\$4,461,573	\$4,558,183
Fare Revenue (Actual \$)	\$681,794	\$695,898	\$664,620	\$577,883	\$609,607	\$643,320	\$1,259,677	\$1,305,505	\$1,307,940
Vehicle Service Hours	8,679	8,744	8,506	48,119	48,420	49,259	56,798	57,164	57,765
Vehicle Service Miles	319,573	320,235	319,204	561,942	565,078	574,589	881,515	885,313	893,793
Passengers	157,797	158,213	154,896	986,356	1,045,508	1,066,580	1,144,153	1,203,721	1,221,476
Full-Time Equivalent Employees							52.0	53.0	54.0
Performance Indicators									
Operating Cost per VSH (Actual \$)	\$103.29	\$107.80	\$111.92	\$69.55	\$72.68	\$73.21	\$74.71	\$78.05	\$78.91
Operating Cost per Passenger (Actual \$)	\$5.68	\$5.96	\$6.15	\$3.39	\$3.37	\$3.38	\$3.71	\$3.71	\$3.73
Passengers per VSH	18.18	18.09	18.21	20.50	21.59	21.65	20.14	21.06	21.15
Passengers per VSM	0.49	0.49	0.49	1.76	1.85	1.86	1.30	1.36	1.37
Farebox Recovery Ratio	76.05%	73.83%	69.82%	17.27%	17.32%	17.84%	29.69%	29.26%	28.69%
VSH per FTE							1092	1079	1070
VSM per VSH	36.8	36.6	37.5	11.7	11.7	11.7	15.5	15.5	15.5
Fare per Passenger	\$4.32	\$4.40	\$4.29	\$0.59	\$0.58	\$0.60	\$1.10	\$1.08	\$1.07



Table 4-2: Yuba-Sutter Transit Performance Measures and Indicators by Service Type for the Audit Period (Continued)

Performance Measures	Dial-A-Ride (NTD)			Total (Fiscal Audit)		
	FY 12/13	FY 13/14	FY 14/15	FY 12/13	FY 13/14	FY 14/15
Operating Cost (Actual \$)	\$1,733,180	\$1,822,333	\$1,840,474	\$5,976,480	\$6,283,906	\$6,398,657
Fare Revenue (Actual \$)	\$135,870	\$133,351	\$138,739	\$1,395,547	\$1,438,856	\$1,446,679
Vehicle Service Hours	23,685	24,257	24,283	80,483	81,421	82,048
Vehicle Service Miles	304,971	312,394	311,568	1,186,486	1,197,707	1,205,361
Passengers	71,681	75,890	75,146	1,215,834	1,279,611	1,296,622
Full-Time Equivalent Employees	26.0	26.0	26.0	78.0	79.0	80.0
Performance Indicators						
Operating Cost per VSH (Actual \$)	\$73.18	\$75.13	\$75.79	\$74.26	\$77.18	\$77.99
Operating Cost per Passenger (Actual \$)	\$24.18	\$24.01	\$24.49	\$4.92	\$4.91	\$4.93
Passengers per VSH	3.03	3.13	3.09	15.11	15.72	15.80
Passengers per VSM	0.24	0.24	0.24	1.02	1.07	1.08
Farebox Recovery Ratio	7.84%	7.32%	7.54%	23.35%	22.90%	22.61%
VSH per FTE	911	933	934	1032	1031	1026
VSM per VSH	12.9	12.9	12.8	14.7	14.7	14.7
Fare per Passenger	\$1.90	\$1.76	\$1.85	\$1.15	\$1.12	\$1.12



Table 4-3: Yuba-Sutter Transit Performance Measures and Indicators for a 10-Year Period

	FY 05/06	FY 06/07	FY 07/08	FY 08/09	FY 09/10	FY 10/11	FY 11/12	FY 12/13	FY 13/14	FY 14/15
YUBA-SUTTER TRANSIT PERFORMANCE MEASURES										
Operating Cost (Actual \$)	\$3,615,741	\$3,639,929	\$4,104,865	\$4,415,866	\$5,345,396	\$5,684,862	\$5,836,452	\$5,976,480	\$6,283,906	\$6,398,657
Annual Change	0.0%	0.7%	12.8%	7.6%	21.0%	6.4%	2.7%	2.4%	5.1%	1.8%
Operating Cost (Constant \$)	\$3,615,741	\$3,520,829	\$3,838,171	\$4,075,227	\$4,896,374	\$5,118,756	\$5,132,235	\$5,147,670	\$5,336,537	\$5,351,057
Annual Change	0.0%	-2.6%	9.0%	6.2%	20.1%	4.5%	0.3%	0.3%	3.7%	0.3%
Fare Revenue (Actual \$)	\$791,603	\$859,594	\$1,028,021	\$1,128,897	\$1,170,151	\$1,170,156	\$1,316,867	\$1,395,547	\$1,438,856	\$1,446,679
Annual Change	0.0%	8.6%	19.6%	9.8%	-0.7%	12.5%	9.1%	1.5%	3.1%	0.5%
Vehicle Service Hours	62,880	67,452	71,031	74,999	77,650	78,746	79,137	80,483	81,421	82,048
Annual Change	0.0%	7.3%	5.3%	5.6%	3.5%	1.4%	0.5%	2.5%	0.4%	0.8%
Vehicle Service Miles	980,439	1,029,038	1,080,392	1,142,088	1,177,856	1,175,388	1,178,129	1,186,486	1,197,707	1,205,361
Annual Change	0.0%	5.0%	5.0%	5.7%	3.1%	-0.2%	0.2%	0.7%	0.9%	0.6%
Passengers	742,316	828,166	942,611	1,048,692	1,060,864	1,133,329	1,204,530	1,215,834	1,279,611	1,296,622
Annual Change	0.0%	11.6%	13.8%	11.3%	1.2%	6.8%	6.3%	0.9%	5.2%	1.3%
Full-Time Equivalent Employees	63.0	69.0	73.0	80.0	77.0	77.0	77.0	78.0	79.0	80.0
Annual Change	0.0%	9.5%	5.8%	9.6%	-3.8%	0.0%	0.0%	1.3%	1.3%	1.3%
YUBA-SUTTER TRANSIT PERFORMANCE INDICATORS										
Operating Cost per VSH (Actual \$)	\$57.50	\$53.96	\$57.79	\$58.88	\$68.84	\$72.19	\$73.75	\$74.26	\$77.18	\$77.99
Annual Change	0.0%	-6.2%	7.1%	1.9%	16.9%	4.9%	2.2%	0.7%	4.8%	1.0%
Operating Cost per VSH (Constant \$)	\$57.50	\$52.20	\$54.04	\$54.34	\$63.06	\$65.00	\$64.85	\$63.96	\$65.54	\$65.22
Annual Change	0.0%	-9.2%	3.5%	0.6%	16.0%	3.1%	-0.2%	-1.4%	3.3%	-0.5%
Operating Cost per Passenger (Actual \$)	\$4.87	\$4.40	\$4.35	\$4.21	\$5.04	\$5.02	\$4.85	\$4.92	\$4.91	\$4.93
Annual Change	0.0%	-9.8%	-0.9%	-3.3%	19.7%	-0.4%	-3.4%	1.4%	-0.1%	0.5%
Operating Cost per Passenger (Constant \$)	\$4.87	\$4.25	\$4.07	\$3.89	\$4.62	\$4.52	\$4.26	\$4.23	\$4.17	\$4.13
Annual Change	0.0%	-12.7%	-4.2%	-4.6%	18.8%	-2.1%	-5.7%	-0.6%	-1.5%	-1.0%
Passengers per VSH	11.81	12.28	13.27	13.98	13.66	14.39	15.22	15.11	15.72	15.80
Annual Change	0.0%	4.0%	8.1%	5.4%	-2.3%	5.3%	5.8%	-0.7%	4.9%	0.6%
Passengers per VSM	0.76	0.80	0.87	0.92	0.90	0.96	1.02	1.02	1.07	1.08
Annual Change	0.0%	6.3%	8.4%	5.2%	-1.9%	7.1%	6.0%	0.2%	4.3%	0.7%
Farebox Recovery Ratio	21.89%	23.62%	25.04%	25.56%	20.97%	22.18%	23.56%	23.35%	22.90%	22.61%
Annual Change	0.0%	7.9%	6.0%	2.1%	-18.0%	5.8%	6.2%	-0.9%	-1.9%	-1.3%
VSH per FTE	998	978	973	937	1008	1023	1028	1032	1031	1026
Annual Change	0.0%	-2.1%	-0.5%	-3.7%	7.6%	1.4%	0.5%	1.2%	-0.9%	-0.5%
CPI Actual	206.9	213.9	221.3	224.2	225.9	229.8	235.3	240.3	243.7	247.4
% Change	0.0%	3.4%	3.4%	1.3%	0.7%	1.7%	2.4%	2.1%	1.4%	1.5%
Cumulative	0.0%	3.4%	6.9%	8.4%	9.2%	11.1%	13.7%	16.1%	17.8%	19.6%

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4.2.1 DEFINITION OF TDA REQUIRED PERFORMANCE INDICATORS

Performance indicators provide a measure of the efficiency and effectiveness of the transit operations. The following performance indicators were analyzed:

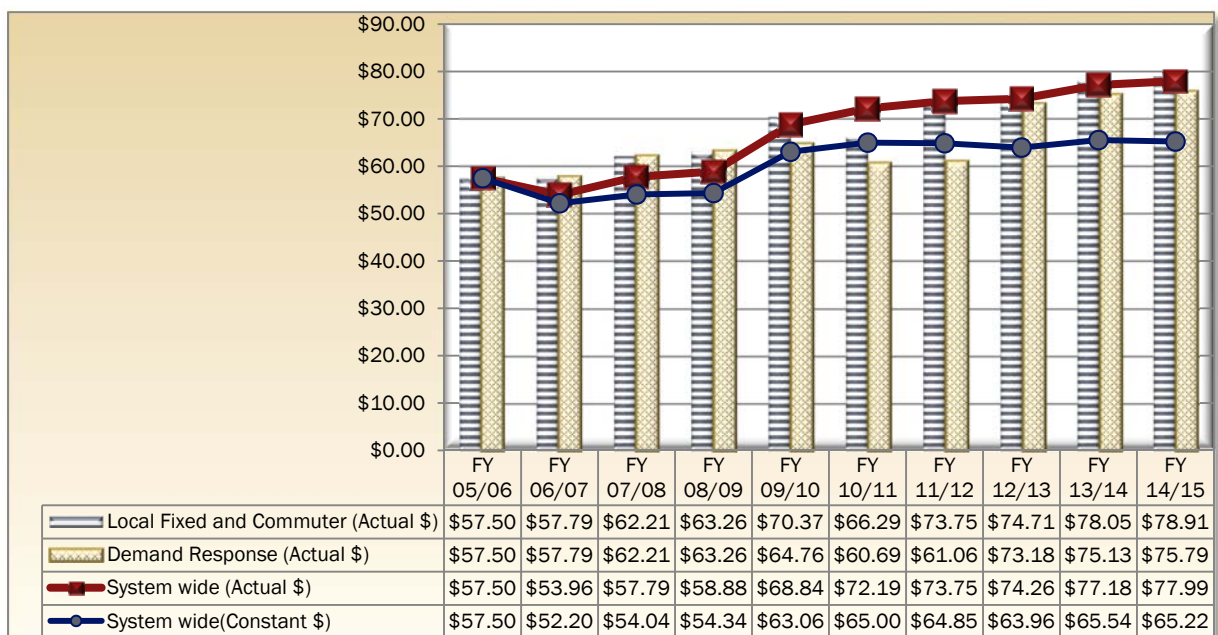
- **Operating Cost per Vehicle Service Hour** indicates cost efficiency of the operations; the lower the operating cost is for each vehicle service hour, the more cost-efficient the service;
- **Operating Cost per Vehicle Service Mile** is not a TDA-required performance measure. However, this provides insight to the cost efficiency of the operations, particularly in rural areas;
- **Operating Cost per Passenger** indicates cost effectiveness of the operations;
- **Passengers per Vehicle Service Hour** indicates service effectiveness of the operations;
- **Passengers per Vehicle Service Mile** is another measure of service effectiveness;
- **Vehicle Service Hours per Employee** measures the operations productivity;
- **Farebox Recovery** is not classified as a performance indicator; however, this is a TDA requirement and provides an indicator of the economy of the operations; and
- **Fare Revenue per Passenger** is a not a TDA indicator: however, this provides insight to the farebox recovery.



4.2.2 OPERATING COST PER VEHICLE SERVICE HOUR

Operating cost per vehicle service hour (VSH) measures cost efficiency. The lower the operating cost is for each vehicle service hour, the more cost-efficient the service. As noted before, operating cost by mode was obtained from NTD reports for FY 12/13 and FY 13/14. Reported operating costs in NTD were consistent with the operating costs reported in the fiscal audit reports. However, the agency reported that the FY 14/15 NTD figures have not been finalized. In this instance, NTD data was used to determine the mode proportion of operating costs and applied to the figure reported in the fiscal audit reports.

Figure 4-13: Yuba-Sutter Transit Operating Cost per Vehicle Service Hour

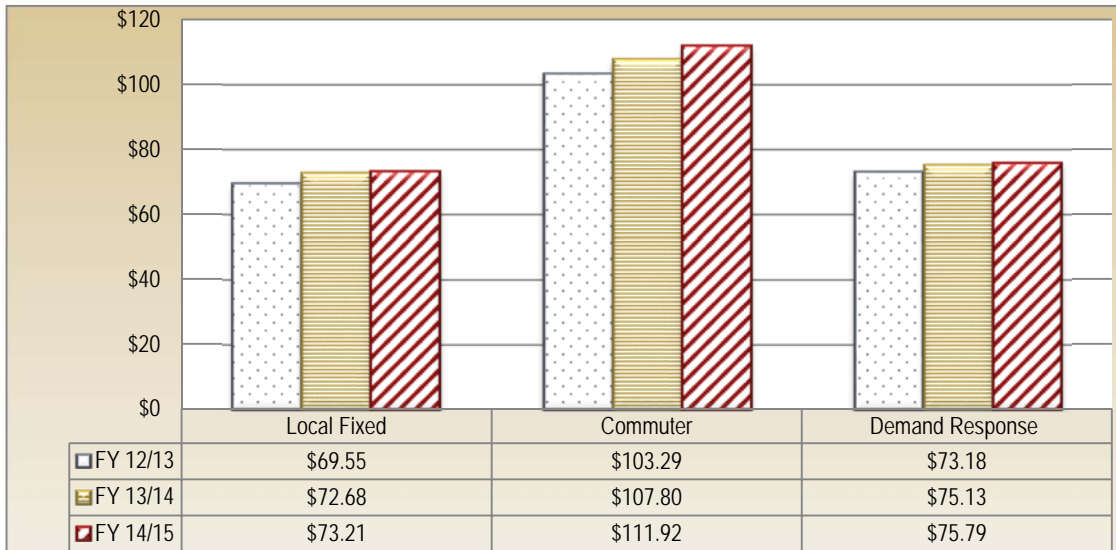


During the Audit period, operating cost per VSH increased during the triennial period for all modes (local fixed route, commuter fixed route, and demand response). The average operating cost per VSH for this audit period was \$76.49, which is 6.8% higher than the average in the prior Audit period or less than 1% after inflation.

Local and commuter fixed route service averaged \$77.23 per VSH for the Audit period or 2.4% over the average for the prior Audit period. The demand response service average was \$74.71 per VSH or 20% over the average for the prior Audit period. In FY 12/13, Dial-A-Ride operating cost per VSH increased 19.9%. It is possible that the difference is due to the allocation of costs between the service types rather than an actual decrease in cost efficiency.

The indicator moved upward (unfavorably) during the Audit period for all service types.

Figure 4-14: Operating Cost per VSH by Service Type in Actual Dollars for the Audit Period



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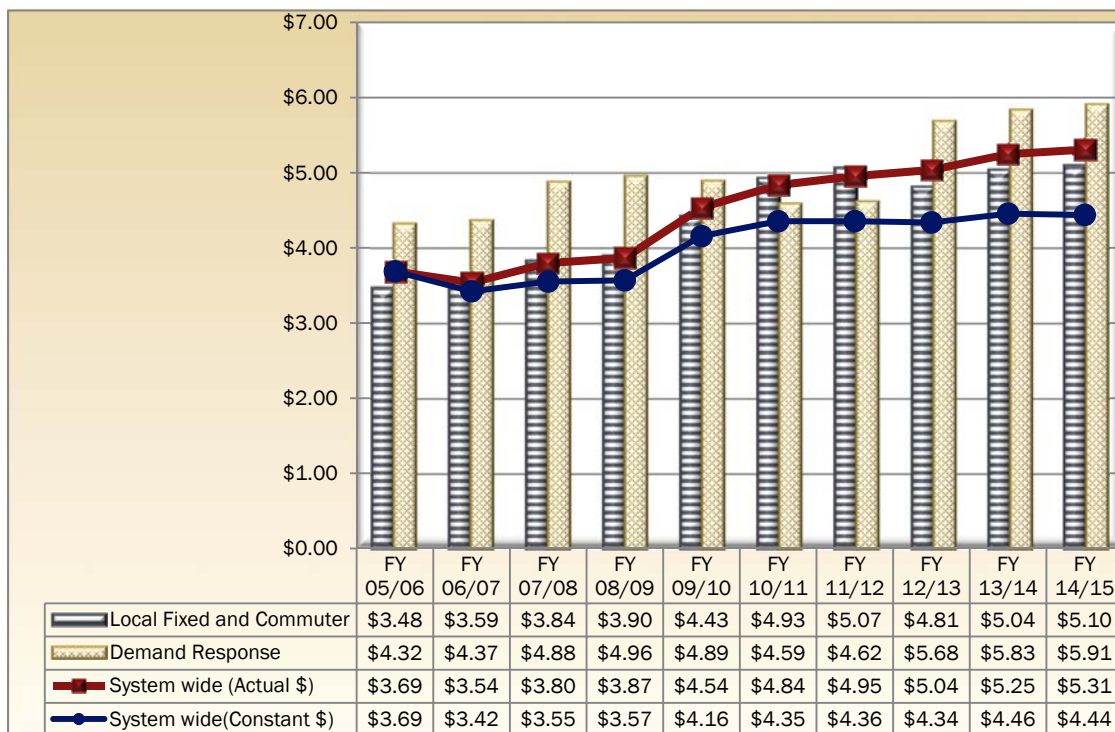
Sacramento Area Council of Governments



4.2.3 OPERATING COST PER VEHICLE SERVICE MILE

Although not a TDA-required indicator, operating cost per vehicle service mile (operating cost per VSM) provides another measure of cost efficiency. Similar to operating cost per VSH, the lower the performance indicator, the more cost-efficient the service is during a given time.

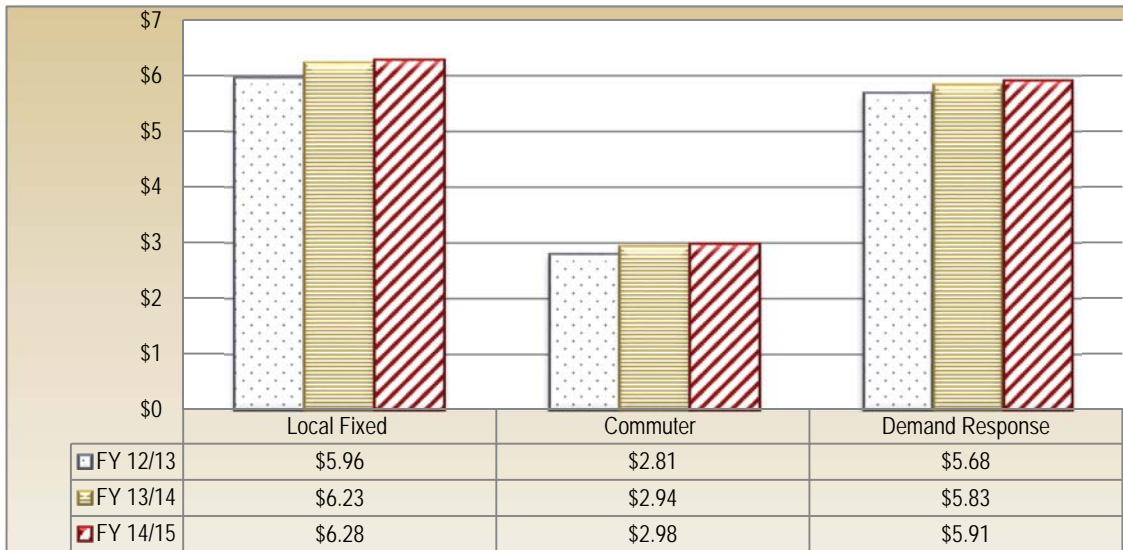
Figure 4-15: Yuba-Sutter Transit Operating Cost per Vehicle Service Mile (10-Year Trend)



Within a 10-year period, operating cost per VSM has fluctuated with system-wide costs reaching a historic high in FY 14/15. During the triennial audit period, operating cost per VSM exceeded \$5.00 by FY 12/13. Operating cost per VSM increased slightly more than operating cost per VSH. The average operating cost per VSM for this Audit period was \$5.20, which is 8.8% higher than the average for the prior Audit period of 2.8% after inflation.

For the triennial reporting period, NTD data provided the operating cost by service type. Commuter service had the most favorable cost efficiency by this measure, with local fixed route having the most unfavorable cost efficiency by this measure.

Figure 4-16: Yuba-Sutter Transit Operating Costs per VSM by Service Type for the Audit Period



4.2.4 OPERATING COST PER PASSENGER

Operating cost per passenger measures cost-effectiveness. As the operating cost per passenger increases, the cost-effectiveness of the service decreases. Decreases in operating cost or increases in the number of passengers favorably affect this indicator.

During the three-year Audit period, operating cost per passenger system-wide declined favorably. The average cost per passenger during this time period was \$4.92, just less than 1% below the average during the prior Audit period.

Operating cost per passenger for demand response service continues to be the when compared to fixed route service. The three (3) -year average for demand response service is \$24.23. Commuter fixed route ranks second with an average cost of \$5.93. Finally, local fixed route service averages \$3.22 per passenger, which is the lowest of the three (3) modes.

Demand response service experienced the highest increase during the triennial audit period. In FY 12/13, operating costs per passenger increased by almost 20% when compared to the previous year. Commuter service experienced the second highest increase during the triennial audit period with a 4% increase in costs reported in FY 13/14.



Figure 4-17: Yuba-Sutter Transit Operating Cost per Passenger (10-Year Trend)

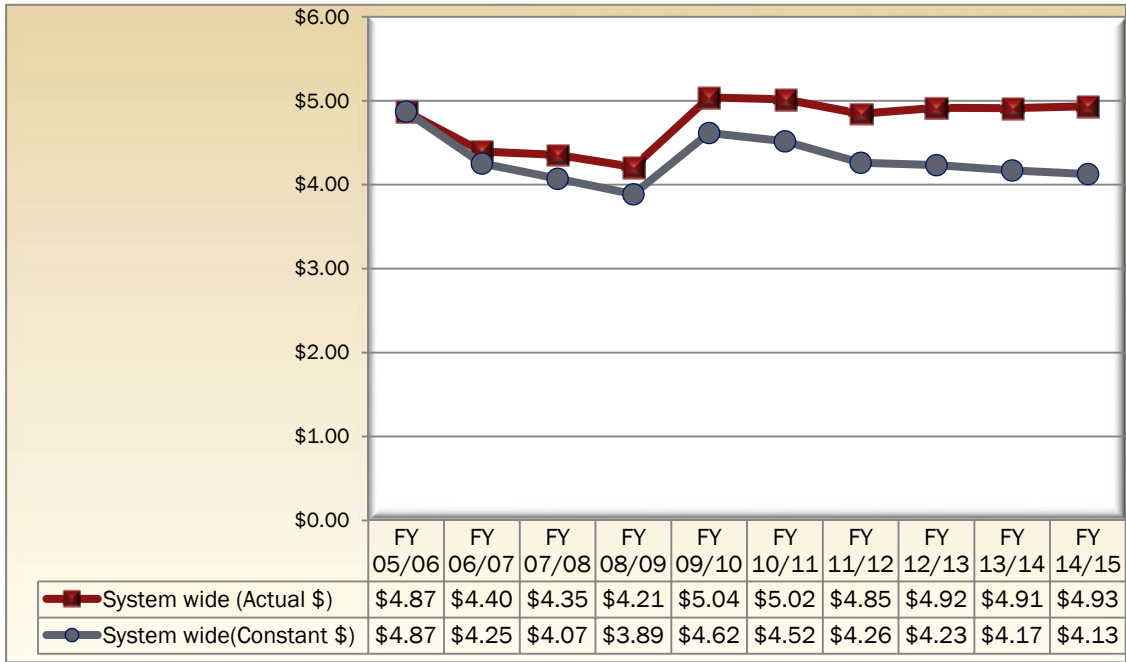
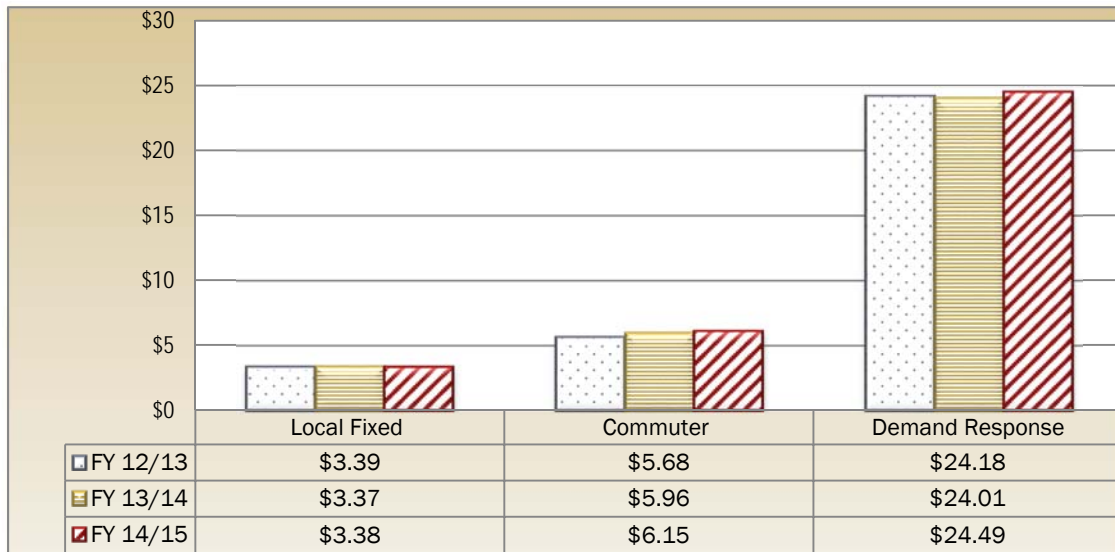


Figure 4-18: Operating Cost per Passenger by Service Type for the Audit Period



4.2.5 PASSENGERS PER VEHICLE SERVICE HOUR

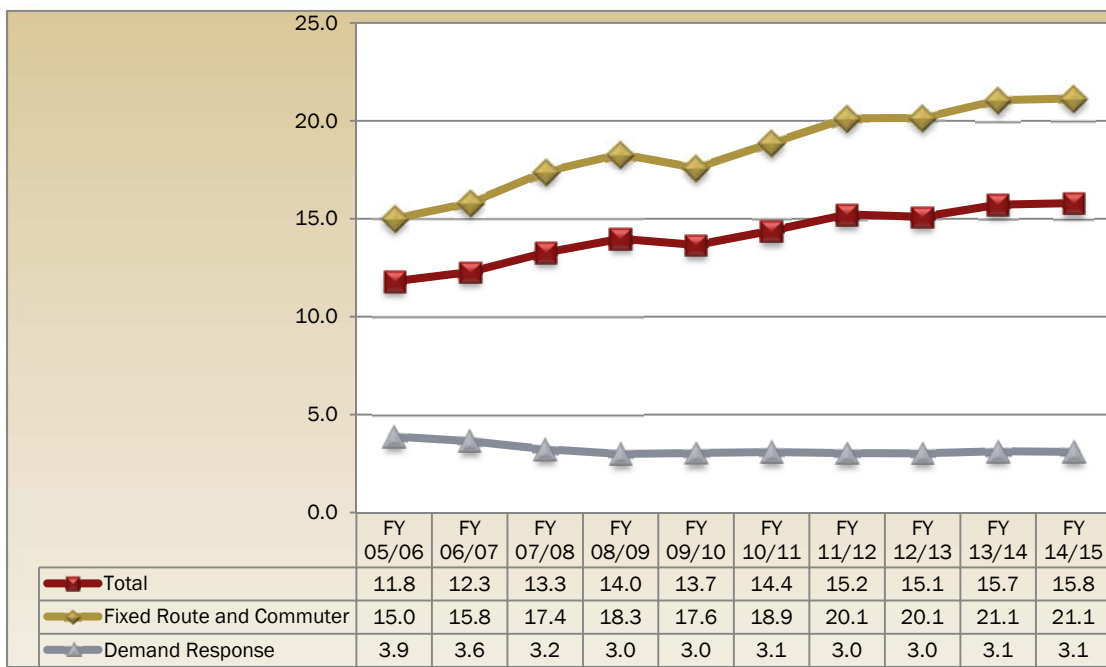
Passengers per vehicle service hour (VSH) is an indicator of service effectiveness. The higher the number of passengers per VSH, the more effective the service is determined to be. Even small decreases in the ridership can have a major impact for this indicator when VSH remain constant or increase. This performance indicator measures ridership productivity—how many passengers board the buses each revenue hour.

Passengers per VSH have increased gradually during the 10-year period (an average of 3.3% annually). This performance measure decreased only twice when compared to the previous year in the 10-year span, FY 09/10 and FY 12/13, and the decrease was less than 3% in both years.

In FY 13/14, passengers per VSH increased by 4% when compared to the previous year and by less than one percentage point in FY 14/15.

Overall, the average passengers per VSH for the Audit period (15.5) was 7.7% higher than the prior period. During the Audit period, the indicator increased an average of 1.3% annually.

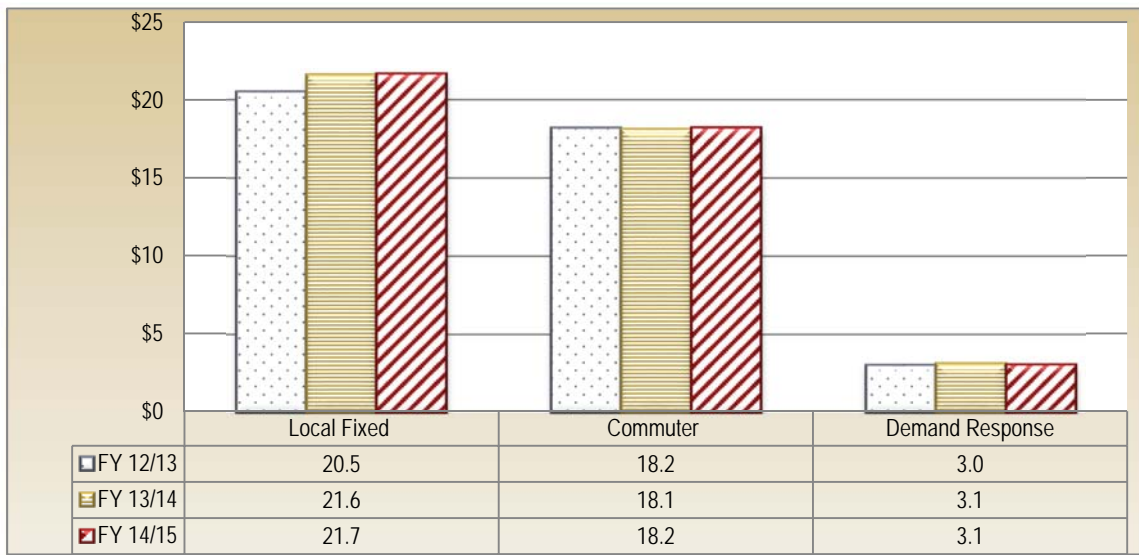
Figure 4-19: Yuba-Sutter Transit Passengers per VSH (10-Year Trend)





None of three (3) individual service types experienced any significant change during the Audit period. Local fixed route service and demand response experienced a favorable increase in FY 13/14 of 5% and 3% respectively. Commuter fixed route service experienced a negligible decline of less than 1% during that same year with VSH increasing slightly more than the increase in passengers. This measure improved by less than a percentage point in FY 14/15 with a decline in VSH greater than the decline in unlinked passenger trips.

Figure 4-20: Yuba-Sutter Transit Passengers per VSH by Service Type for the Audit Period



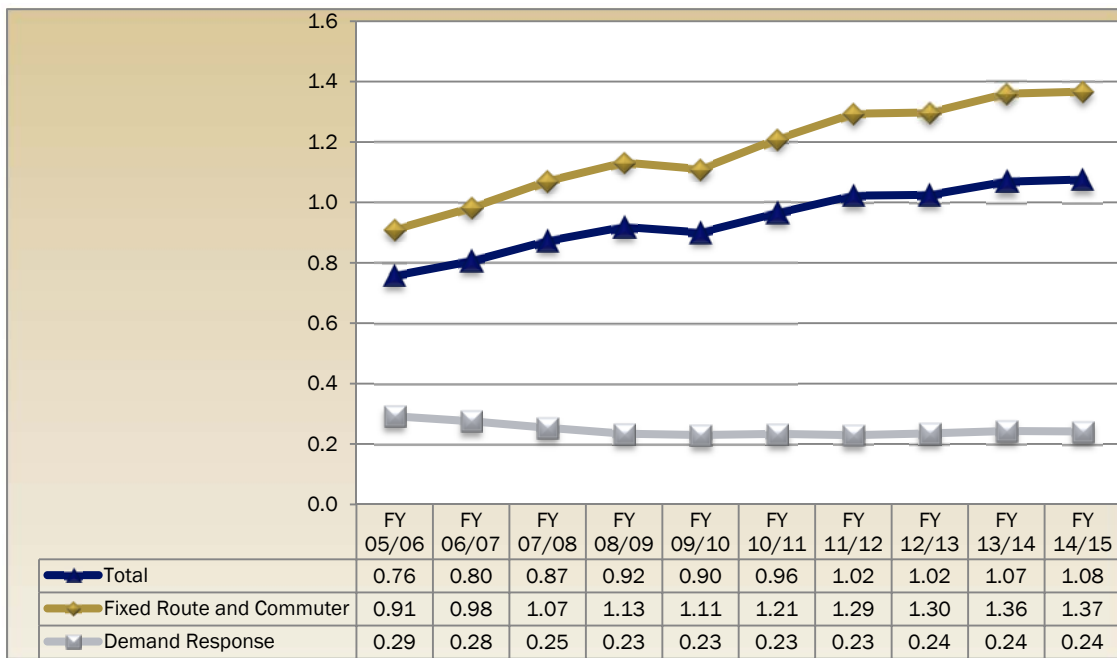
4.2.6 PASSENGERS PER VEHICLE SERVICE MILE

Passengers per vehicle service mile (VSM) provide another measure of service effectiveness. As the number of passengers per VSM climbs, the productivity of the service increases. This performance indicator measures ridership productivity on a linear scale—how many passengers board the buses each revenue mile.

Passengers per VSM for Yuba-Sutter overall has continued to grow due to increasing productivity on local fixed route service. Both commuter fixed route and demand response service remained steady during the triennial audit period.

During the triennial audit period, local fixed route service averaged more than 1.8 passengers per VSM; commuter fixed route and demand response averaging under the one (1) passenger per VSM threshold (0.49 and 0.24 respectively). Local fixed route service witnessed its greatest increase in FY 13/14 with a 5% increase when compared to the previous year.

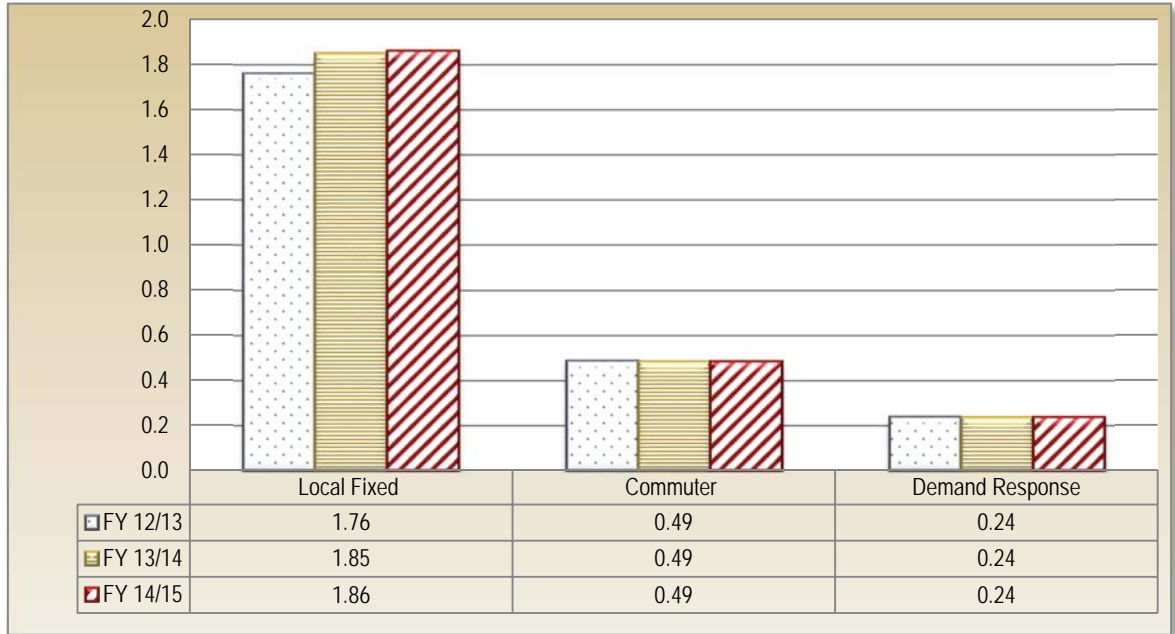
Figure 4-21: Yuba-Sutter Transit Passengers by VSM (10-Year Trend)



Overall, passengers per VSM for Yuba-Sutter Transit has continued to grow due to increasing productivity on local fixed route service. Both commuter fixed route and demand response service remained steady during the triennial audit period.



Figure 4-22: Yuba-Sutter Transit Passengers per VSM for the Audit Period



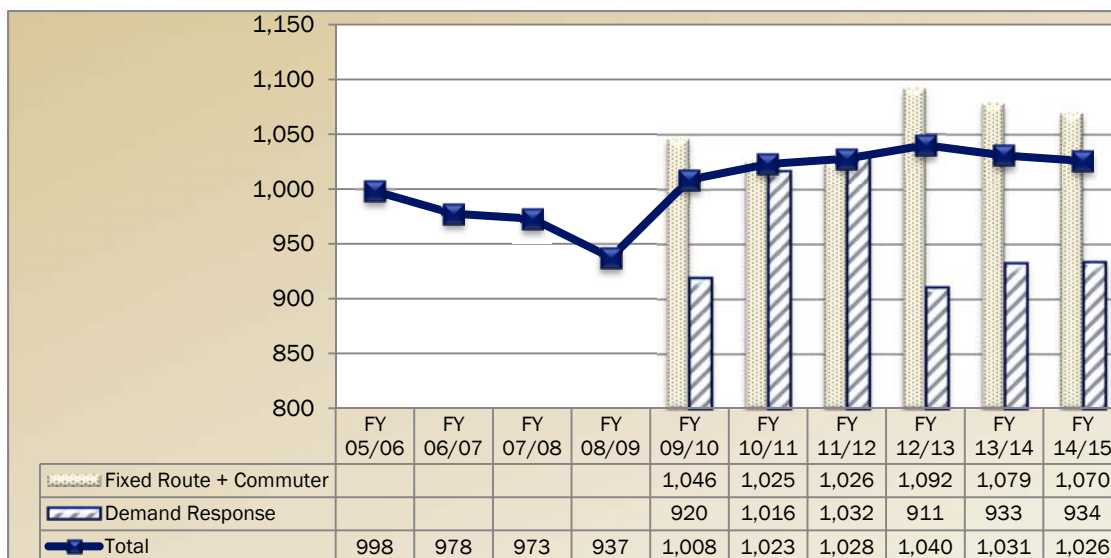
4.2.7 VEHICLE SERVICE HOURS PER EMPLOYEE

Vehicle service hours per full-time equivalent (VSH per FTE) is an indicator of service productivity. As the number of VSH per FTE (2,000 employee hours equals one FTE) climbs, the productivity of the operation increases. This performance indicator measures service delivery productivity, a proxy for organizational streamlining. The measure divides vehicle service hours by number of FTEs.

When examining VSH per employee over a 10-year period, this performance measure has remained stable since the significant increase in FY 09/10. During the triennial audit period, FY 12/13 experienced a 1% increase compared to the previous year and has gradually dropped by less than one percentage point in FY 13/14 and FY 14/15.

For this performance measure, both fixed route (local and commuter) and demand response were examined using data from the annual SCRs. Fixed route service increased by 6% in FY 12/13, but has steadily dropped by 1% in FY 13/14 and by less than 1% in FY 14/15. Demand response service experienced a significant decrease at the beginning of the triennial reporting period with a 11% decrease. Since then, VSH per employee increased slightly, 2% in FY 14/15 and less than one percentage point in FY 14/15.

Figure 4-23: Yuba-Sutter Transit VSH per Employee

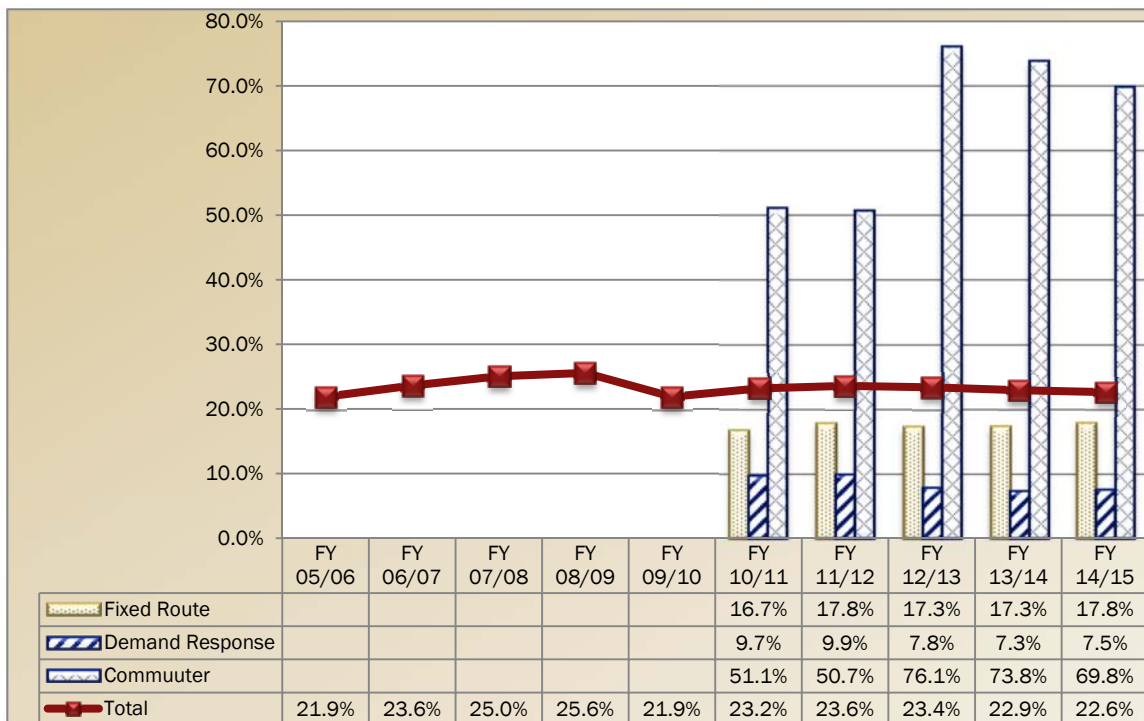




4.2.8 FAREBOX RECOVERY RATIO

Since Yuba-Sutter Transit serves both urbanized and non-urbanized area, SACOG adopted rules and requirements to determine what portion of the public transportation services the operator service urbanized as compared to non-urbanized. On March 18, 1982, SACOG adopted a 14.6% combined farebox recovery ratio for Yuba-Sutter Transit. The required Farebox Recovery Ratio has not been updated in 34 years, although the demographics of the area and Yuba-Sutter Transit operations have evolved considerably.

Figure 4-24: Yuba-Sutter Transit Farebox Recovery Ratio



Note: FY 10/11 and FY 11/12 had a new service exception for Farebox Recovery Ratio. The calculations in the graph do not consider the exceptions (with new service exemption the Farebox Recovery Ratio was 22.8% in FY 10/11 and 24.2% in FY 11/12).

Yuba-Sutter Transit as a whole continues to exceed its minimum required farebox recovery ratio of 14.6%. Fixed route service (both local and commuter service) average 29.2% during the Audit period with its farebox recovery ratio for the commuter service averaging 73.2% and fixed route averaging 17.5%. Demand response service continues to underperform with a farebox recovery ratio averaging 7.6% during the three-year period. This is well under the 10% farebox recovery ratio that is usually required of demand response service; however, TDA and the Sacramento Council of Governments allows a combined ratio for Yuba-Sutter.

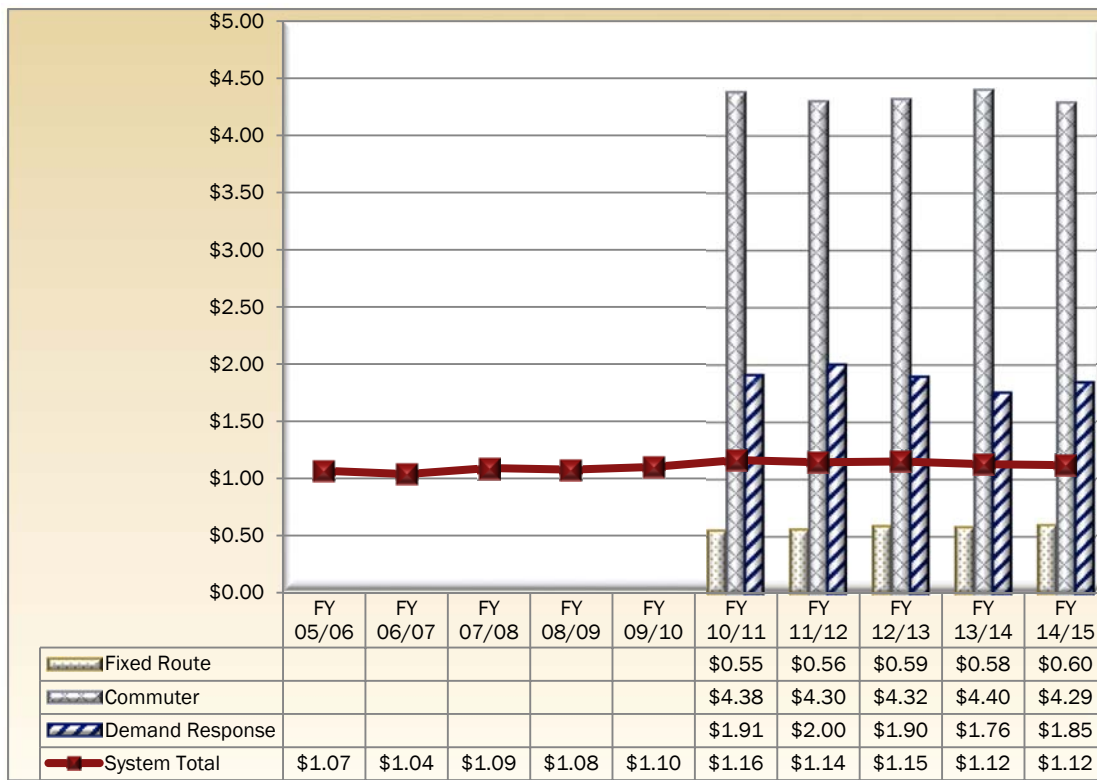
4.2.9 FARE REVENUE PER PASSENGER

The fare per passenger performance indicator is comprised of the passengers and fare revenue performance measures. This is calculated by dividing total fares by total unlinked passenger trips. System-wide, passenger fares per unlinked passenger trips decreased in FY 13/14 by 2.0% when compared to the previous year. In FY 14/15, fares per unlinked passenger trip remained unchanged.

Fixed route service (commuter and local fixed route) experienced a slight decrease during the triennial reporting period. In FY 13/14 and FY 14/15, passenger fares per unlinked passenger trip decreased by 1.5% and 1.3% respectively.

In FY 11/12, fares per trip for Dial-A-Ride decreased by 5.2% and by 7.3 % the following year. In FY 14/15, fares per trip increased by 5.1% when compared to the prior year, but was still below FY 11/12.

Figure 4-25: Yuba-Sutter Transit Fare Revenue per Passenger



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5.0 FUNCTIONAL REVIEW

The primary functions of Yuba-Sutter Transit, as a transit operator, are reviewed within this section. The functions are reviewed in terms of their efficiency and effectiveness of the subsequent activities of each function. An assessment of the resources committed to the functions provides a useful insight into the agency's priorities and how successful it is in meeting them.

The following specific aspects of Yuba-Sutter Transit are examined in this section:

- General Management and Organization;
- Service Planning;
- Scheduling, Dispatch, and Operations;
- Charters;
- Personnel Management, Training, and Safety;
- Maintenance; and
- Marketing and Public Information.

5.1 General Management and Organization

The management and organization of transit in the agency determines its ability to realize its potential. The quality and appropriateness of the management of transit services was assessed through interviews with management and staff and review of management directives, organization charts, and general practices. The assessment includes a review of--

- Governing Board;
- Organizational Structure and Reporting;
- Contract Administrative Oversight and Contact Management;
- Financial Administration; and
- Administrative Costs.

5.1.1 GOVERNING BOARD

The Yuba-Sutter Transit Authority Board of Directors has eight (8) members: two (2) elected representative from each of the four (4) member jurisdictions:

1. City of Marysville;
2. City of Yuba City;
3. County of Yuba; and
4. County of Sutter.



Previously Yuba-Sutter Transit was known as Hub Area Transit Authority (HATA). HATA was formed in 1975, with the same four (4) member jurisdictions as Yuba-Sutter Transit has today. It originally contracted with a local taxicab company for the operation of “Our CAR” and was exclusively for seniors and persons with disabilities. Services expanded to include general public demand response service in 1979 and in 1982 added fixed route service. In 1988, services were significantly reduced, including the elimination of local fixed route service. At the same time, Sutter County withdrew from HATA to establish its own taxi subsidy program. Sutter County rejoined in 1991.

As a result of a settlement agreement with California Rural Legal Assistance (CRLA), a fixed route feasibility study and marketing plan was completed. Based on the recommendations resulting from the study, fixed route service was reinstated and HATA was renamed Yuba-Sutter Transit Authority.

The current Joint Powers Agreement (JPA) became effective March 1, 2002, when the agreement was amended to change the formula by which the annual Local Transportation Fund (LTF) contributions are calculated, among other minor changes. In 2015, the JPA was amended to again revise the calculation of the LTF contributions. The formula for each member’s contribution had been calculated by assigning equal weights to four (4) factors:

1. **Service Area Population** – Ratio of each entity’s population to Service Area Population;
2. **LTF Apportionment** – Ratio of each member’s LTF allocation to the total of all members;
3. **Demand Response Boardings** – Ratio of the number of passenger demand response boardings originating in each entity compared to all boardings, based on a 100% sample of trip records for one weekday for each month; and
4. **Route Miles** – Ratio of Route Miles for each entity to the total number of route miles’ schedule.

The source of the first factor, Service Area Population, was based on the Sacramento Area Council of Governments (SACOG) Population Module. The module was no longer available. The amendment, effective March 1, 2002, substituted the latest **CITY/COUNTY POPULATION AND HOUSING ESTIMATES** available prior to the adoption of the budget for each fiscal year. Exceptions would be made when major annexations occurred since the last **ESTIMATES** were published. In that case, the best population data available would be used.

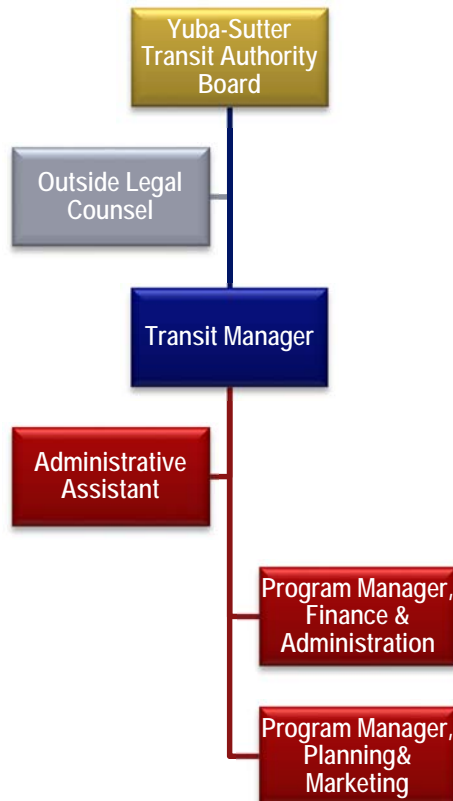
The Board meets the third Thursday of each month at 4:00 p.m. Special meetings occur occasionally.

The Board indicates that the Transit Manager provides adequate information and responds quickly with additional information if requested.

5.1.2 ORGANIZATIONAL STRUCTURE

Yuba-Sutter Transit staff is comprised of four (4) positions: Transit Manager, two (2) Program Managers (Finance & Administration and Planning & Marketing) and an Administrative Assistant. In addition to managing Yuba-Sutter Transit, Yuba-Sutter Regional Waste Management Authority contracts with Yuba-Sutter Transit for staff support services.

Figure 5-1: Yuba-Sutter Transit Organization Chart



An overview of the Transit Manager’s responsibilities includes:

- Planning and developing current and long-term transit programs; preparing and recommending new and updated services and usage fees; planning and supervising the work of subordinates; and preparing and presenting effective oral presentations and written reports;
- Establishing and maintaining effective relationships with transit users, the public and governmental agencies; and
- Analyzing and preparing innovative solutions to transit system problems and prioritizing overall service requirements.

Reporting to the Transit Manager are the two (2) Program Managers and an Administrative Assistant.

- The Program Manager for Finance and Administration manages the financial, budget, and grant administration activities.
- The Program Manager for Planning and Marketing manages short and long range planning, contract compliance monitoring, and marketing activities.
- The Administrative Assistant performs a wide range of administrative and clerical support functions. Responsibilities involve daily clerical, operational, accounting, and specialized functions essential for efficient and effective operations.

5.1.3 ADMINISTRATIVE OVERSIGHT AND CONTRACT MANAGEMENT

A review of contract management policies, procedures, and practices helps ensure funds are appropriately expended and competitive practices are observed. Current contracts were examined both with respect to procurement and adherence to the contract terms. The review includes—

- Contract terms and conditions;
- Impact and integration of contracted services; and
- Communication and controls.

The day-to-day operations are handled by the operations contractor, Transdev (formally Veolia Transportation). A contract was signed in September 2014 for three (3) years with options for two (2) one-year extensions at the Authority’s discretion. Yuba-Sutter Transit has been operated by Veolia Transportation Services, Inc. since 2006, but the same local management team has been in place since December 1998 through three (3) major corporate changes.

The previous contract for the operation and maintenance of the Yuba-Sutter Transit system (also Transdev’s predecessor, Veolia) expired on September 30, 2014. The original contract term was for three (3) years ending June 30, 2014. Yuba-Sutter Transit exercised its option for month-to-month extensions for three (3) months, the maximum under the contract’s terms and conditions.

The Request for Proposal (RFP) was released May 15, 2014. The RFP package was mailed to 12 transit contract operation and management firms. Five (5) firms submitted questions pursuant to the provisions of the RFP.

Three (3) proposals were received prior to the submittal deadline and invited to an interview. Clarifying questions were submitted to the two (2) finalists and the firms were provided the opportunity to make adjustments to their proposal as a “best and final offer.”

Table 5-1: Yuba-Sutter Transit Operation Contract RFP Timeline

Event	Date
Release the RFP	May 15, 2014
Deadline for Submitting Questions/ Pre-bid protests	June 6, 2014
Response to Questions/Pre-bid Protests by Addendum	June 16, 2014
Proposals are Due and Non-Public Opening	June 26, 2014
Proposal Evaluation	June 26 – July 2, 2014
Panel Interviews	July 7, 2014
“Best and Final Offer”	Following Interview
Selection by Board of Directors	July 17, 2014
Effective Date of Contract	October 1, 2014

The proposals were evaluated using the following criteria:

Category A: Technical (Total 20 Points)

1. Completeness of the proposal submitted and compliance with the terms and conditions of the RFP.
2. Demonstrated understanding of the service and maintenance requirements as shown by the contractor's technical proposal.

Category B: Financial (Total 30 Points)

3. Evidence of financial stability and availability of adequate operating resources including a review of the type and level of the proposed insurance policies.
4. Amount and reasonableness of proposed monthly and hourly rates including the relative allocation of resources among line items.

Category C: Organization and Management (50 Points)

5. Experience and qualifications of the proposed local project team including the Site and Maintenance Managers and any other key staff specifically proposed.
6. Experience and qualifications of the contractor indicating demonstrated levels of quality public fixed route and demand responsive transit management and operations based on the proposal and responses to reference checks.
7. Commitment to the recruitment, selection, training, supervision and retention of quality employees including the proposed wage and benefit programs.

Veolia’s proposal was 8.2% higher over the life of the contract, but was awarded the contract based on technical merits. Although the actual scores were not evaluated as part

of this review, the Proposal Summary, which was developed by management, and Staff Report indicated that the deciding elements were—

- Experience of the project team (Criteria #5);
- Contractor commitment and experience (Criteria #6) through a record of excellent corporate support; and
- Commitment to recruit and train quality employees (Criteria #7) through a superior employee wage and benefit record.

The award recommendation was reviewed with the Caltrans Division of Mass Transportation to ensure for compliance with Federal contracting requirements and the RFP. No issues were noted.

The contract has no liquidated damages or incentives. Pricing includes—

- Fixed hourly rate (gate-to-gate), which escalates for each year of the contract;
- Fixed monthly rate, which escalates each year of the contract; and
- Fixed monthly insurance rate per revenue vehicle, which escalates each year of the contract.

A hourly rate is set for special promotional and community services, which are beyond normal service requirements.

Yuba-Sutter Transit management regularly receives and acts on operational information from the contractor. The monthly activity report includes—

1. Service Summary (current month and year-to-date) including key performance measures and indicators by service type and day/day part (if relevant);
2. Service Quality including accidents, incidents, complaints, and compliments;
3. Revenues;
4. Farebox revenues received;
5. On-time performance analysis for Dial-A-Ride (on day);
6. Road call report;
7. Vehicle operations and maintenance including vehicle mileage and fuel consumption;
8. Out of Service Report for the month;
9. Drug and alcohol testing;
10. Monthly service hours by vehicle summary;
11. Ridership summary by service;

12. Ridership detail by day by route by service;

Several items appear not to be included as required by the contract:

- Required ADA information
 - ADA paratransit trips completed, cancelled, no shows, and denied;
 - Telephone access including average number of calls receive by hour and day, percent of call abandoned by hour and day, average hold time and hold time by increments of time, average call length and call length by increments of time; and
 - Schedule adherence for month (rather than a single day snap shot).
- Service quality information including missed trips and on-time performance for fixed and commuter routes;
- Staffing and training information;
- Maintenance activity by vehicle including wheelchair lift, air conditioning and preventive maintenance.

In addition to the review of the monthly statistics, Yuba-Sutter Transit Management meets regularly with the contractor's local management.

5.1.4 FINANCIAL ADMINISTRATION

Although administration is often maligned, effective and appropriate administration allows an organization to run smoothly and reduces the opportunity for misappropriations. It also allows line managers to concentrate on their areas of responsibility without extraneous duties. The Audit included a comprehensive review of the key systems and procedures that are used to manage Yuba-Sutter Transit's finances. Standard and special reports were examined for the fiscal years covered by the Audits. Annual reports, newsletters, and other relevant documentation may also be reviewed.

Yuba-Sutter Transit Authority performs the following administrative services:

- Accounts Payable;
- Accounts Receivable and
- Budgeting/Financial and Grants Management.

Yuba-Sutter Transit has implemented comprehensive policies and procedures for managing the Authority's financial activities. The Authority implemented clear instructions for the division of authority for financial activities and responsibilities as outlined in *Table 5-2: Division of Financial Responsibilities for Yuba-Sutter Transit*.

Accounts Payable

Once an invoice is received, the Administrative Assistant enters invoices into the accounting system and prepares a *Request for Payment* for each disbursement, indicating—

- Payee,
- Invoice information,
- Amounts, and
- Account allocations.

The *Request for Payment* is attached to supporting invoices and forwarded to the Finance Manager for approval for payment.

The Finance and Administration Program Manager prints the *Unpaid Bills* report and verifies the following information:

1. Expenditure;
2. Amount;
3. Appropriate allocation;
4. Accounting period; and
5. Budget.

After verification the Finance and Administration Program Manager will approve payment by initialing or signing off. Based on cash flow projections, she will indicate the date of payment and submit it to the Administrative Assistant for processing.

The Administrative Assistant processes all payments and prints checks according to approved allocation and payment date. Checks, with attached backup documentation, are submitted to the Transit Manager for approval and signature. The invoice is stamped *Paid*.

The Administrative Assistant then mails the checks with appropriate backup documentation and files all backup documentation.

A *Disbursement List* is prepared and approved by the Board on a monthly basis.

Table 5-2: Division of Financial Responsibilities for Yuba-Sutter Transit

Board of Directors	Transit Manager	Finance and Administration Program Manager	Administrative Assistant
<ul style="list-style-type: none"> - Reviews and approves the annual budget; - Reviews the monthly disbursement list and LAIF transfers; - Reviews the annual and periodic financial statements and information; - Reviews the Transit Manager's performance annually and establishes the level of staff salaries and benefits. 	<ul style="list-style-type: none"> - Reviews and approves all financial reports including cash flow projections; - Oversees the annual development of an appropriate budget; - Reviews and signs all issued checks and/or approves check signing procedures; - Reviews and approves all contracts; - Reviews and approves all grant submissions and reporting; - Approves inter-account bank transfers; - Primary on-site signatory for all bank accounts; - Reviews all payrolls and oversees all personnel files; - Oversees the adherence to all internal controls. 	<ul style="list-style-type: none"> - Prepares grant reporting, draws requests, and appropriate release of temporarily restricted funds; - Grant management, including approving all program expenditures and monitoring program budgets; - Prepares and reviews financial reports and aging of receivable and payables; - Reviews and approves disbursement and expense allocations of reimbursements, fund requests, invoices, and replenishment of petty cash; - Reviews general ledger and cash flow; - Assists the Transit Manager with the development of annual and program budgets; - Reviews, revises, and maintains internal accounting controls and procedures; - Secondary on-site signatory for all bank accounts; - Opening of all bank statements, checking for any irregularities, and reviewing completed monthly bank reconciliations and credit card reconciliations (if applicable); - Prepares bank deposits; and - Prepares various reports for outside agencies, as required. 	<ul style="list-style-type: none"> - Reception and opening of all incoming mail, except the bank statements; - Responsible for data entry into accounting system and integrity of accounting system data; - Processing of receipts and recording in cash receipts log; - Processing invoices and preparation of checks for signature; - Mailing of vendor checks; - Processing of all inter-account bank transfers; - Processing payroll; - Maintaining general ledger; - Reconciliation of all bank accounts and credit card accounts (if applicable); - Management of Accounts Receivable; - Review of all incoming and outgoing invoices; - Monitoring of all cash flows; - Maintaining personnel files; - Maintaining petty cash fund; - Preparing various reports for outside agencies, as required; - Responsible for front counter sales and transactions.

Accounts Receivable

Yuba-Sutter receives funds from the following sources:

- Grants;
- Transportation Development Act (TDA) Funds (STA and LTF);
- Transit Fares and Identification Cards;
- Contract Revenue & Reimbursements; and
- Auxiliary Revenue & Interest.

The principal steps in processing checks are--

1. The Administrative Assistant receives, opens, date stamps, and distributes the mail.
2. All checks received are recorded in the receipt book and stamped "*for deposit only.*"
3. Copies are made of each check pertaining to Grants and the Transportation Development Act.
4. Checks are kept in a locked drawer until retrieved by the Finance and Administration Manager for preparing the deposit.
5. The Administrative Assistant processes the accounts receivable.

For incoming cash, which is usually from pass purchases, the following steps are followed:

1. Cash received is counted and verified.
2. The amount is recorded in the receipt book.
3. A receipt is provided to the paying party and one copy kept for internal purposes.
4. The cash is kept in a locked drawer until retrieved by the Finance Manager for preparing the deposit.

Weekly (or more often if necessary), the Finance and Administration Manager prepares the deposit, agreeing funds for deposit to the receipt copies. The Administrative Assistant uses the receipt copies to process the correct allocation for each deposit. Available office personnel will take the deposit to the bank and bring back the bank endorsed deposit slip. The endorsed deposit slips and corresponding receipt copies are put in a file.

Budgeting and Financial & Grants Management

Yuba-Sutter Transit presents its annual draft budget on or before March 31 of each year for the following fiscal year, starting July 1. The Transit Manager will submit a proposed budget to the Board. The Board conducts a public meeting before adoption by May 31. By adopting the budget before May 31 for the ensuing fiscal year, the member entities are able to incorporate any budget impacts from Yuba-Sutter Transit into their individual budgets.

In establishing and adopting the final budget, Yuba-Sutter Transit considers revenues from state and federal sources, as well as fare revenues and other direct transit revenues and subsidies.

A review indicates that Yuba-Sutter Transit effectively controls and manages its budget.

Table 5-3: Yuba-Sutter Transit Budget Analysis

Year	Budget	Actual	Difference
FY 12/13	\$ 6,147,100	\$ 5,976,480	-2.9%
FY 13/14	\$ 6,320,500	\$ 6,283,906	-0.6%
FY 14/15	\$ 6,578,600	\$ 6,398,657	-2.8%

Contributions from each of the member entities are determined using four (4) equally-weighted factors:

1. **Service Area Population** (ratio of the member entity’s population to total population in the Yuba-Sutter Transit area);
2. **Apportionment of LTF** (ratio of funds allocated to the member entity to total LTF funds allocated to all member entities);
3. **Demand Response Boardings** (ratio of Dial-A-Ride boardings in the member entity’s jurisdiction to the total number of Dial-A-Ride boardings); and
4. **Route Miles** (ratio of local fixed route revenue service miles within the member entity’s jurisdiction to the total revenue service miles).

5.1.5 ADMINISTRATIVE COSTS

Although administrative costs (excluding casualty and liability insurance) have increased an average of 21.5% annually, administrative costs have remained below 12% of total operating costs. Administrative costs increased \$282,337 during the Audit period. Almost half (48.4%) of the increase was due to an increase in personnel costs as a result of adding two (2) Program Manager positions and eliminating one (1) lower level position. Of the \$282,337 increase, 36.7% (\$103,734) was in “services” primarily related to costs for developing the **SHORT RANGE TRANSIT PLAN**.

Figure 5-2: Yuba-Sutter Transit Administrative Costs as a Percent of Total Operating Cost for the Audit Period

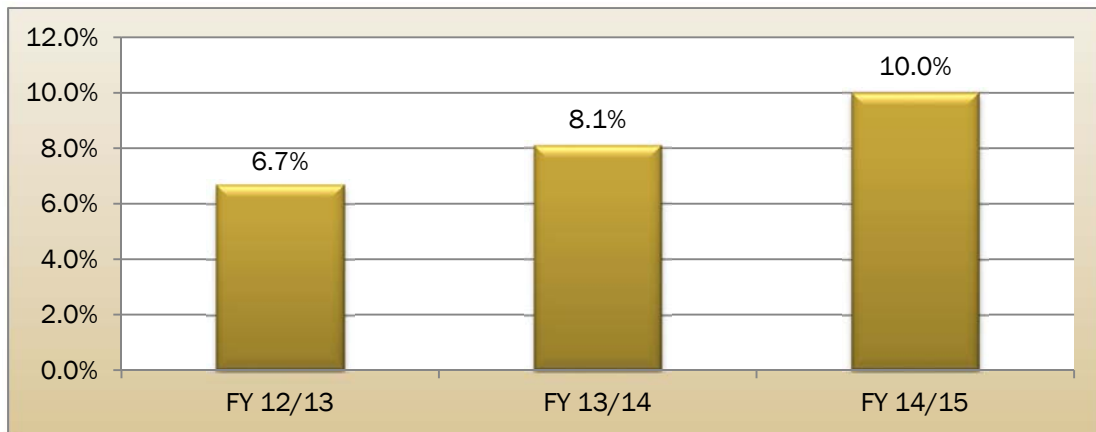
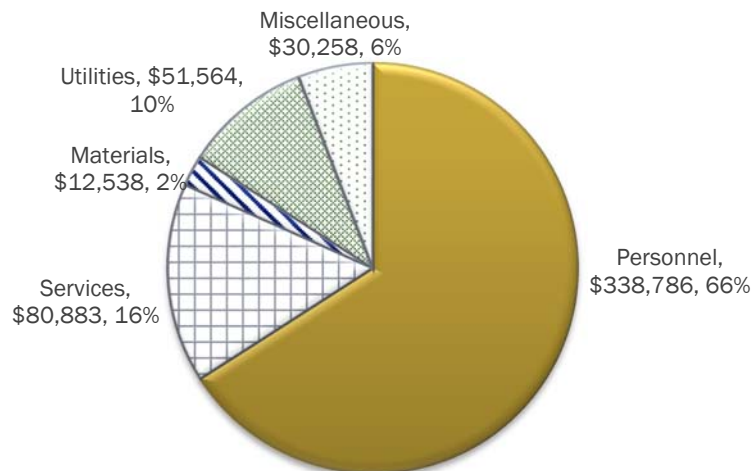


Figure 5-3: Average Administrative Costs over the Audit Period (excludes insurance)



5.2 Service Planning

The planning of routes, schedules, and other service attributes determines if the service provided is appropriate to meet the transit needs within the operator's respective community. Planning was assessed through a review of short and long range planning documents and interviews with staff and management.

- Strategic planning;
- Short-range planning;
- Evaluation of routes;
- Planning for special transportation needs;
- Surveys/Public participation; and
- Goals, objectives, and measures.

5.2.1 STRATEGIC PLANNING

The **SACOG METROPOLITAN TRANSPORTATION PLAN/SUSTAINABLE COMMUNITIES STRATEGY (MTP/SCS)** is the strategic planning document for all transit in the Sacramento area and just underwent an update in 2016.

By 2035, the **MTP/SCS** doubles total fixed route transit service compared to 2008 base levels. The plan includes a 98% increase in total daily vehicle service hours and calls for 53% of all transit services (bus and rail) to operate 15-minutes or better service by 2035, up from 24% today. The **2016 UPDATE** recognizes the negative situation that transit operators have found themselves in since the Great Recession-driven service cuts and ridership loss that began in 2006 and continued through 2012. Climbing out of this "hole" is recognized by the modest call for transit service expansion between 2012 and 2020, compared with the aggressive targets after 2020 that still lead to the 2035 projections.

The **MTP/SCS** focuses transit investments especially in areas most capable of supporting robust transit service. Combining significant housing and employment growth in Transit Priority Areas (TPAs) with high-frequency service of 15 minutes or better in these areas allows the **MTP/SCS** to provide quality transit service to higher concentrations of people where it is most cost effective.

By 2035, according to the **MTP/SCS**, nearly 400,000 homes and over 600,000 employees will be located within TPAs, increasing the potential number and desirability of daily trips made by transit. SACOG identified several factors which guided the development of the **MTP/SCS** transit network:

- **Population and Job Density** – higher density corridors support more frequent transit service;

- **Mix of Use** – corridors with a mix of complementary land uses support use of transit during off-peak periods, especially midday and evening;
- **Income Demographics** – corridors with higher concentrations of lower income households generate higher demand for transit service;
- **Block Size/Street Pattern** – areas where the street pattern supports walking also support walk access to transit; and
- **Access to Job Centers** – locations with concentrations of employment generate potential for peak/commuter transit. Job centers where parking is normally paid out of pocket generate the highest levels of transit, carpooling, and non-auto modes of commute.

In addition to these primarily land use criteria, roadway improvements (including construction of new roadways and widening or reconstruction of existing roadways) will consider the utility of the roadway to multiple users, including vehicle drivers and passengers, transit vehicles, transit passengers, pedestrians, bicyclists, and commercial vehicles.

Increased operational efficiencies are a key aspect of the **MTP/SCS** in addressing the transit operations funding challenge. Existing transit services are assumed to continue while new transit investments focus on the corridors with more compact and mixed land uses that are most capable, encouraging increased ridership and supporting robust transit service.

Providing high-frequency service of 15 minutes or better in areas with more compact and mixed uses allows the **MTP/SCS** to provide more cost-effective and productive transit service. The result is a 72% increase in region-wide transit productivity over levels in the **2008 MTP**. For transit, overall system productivity is usually measured by the passenger boardings per service hour provided.

The **MTP/SCS** calls for increasing frequency of commuter and express bus lines to downtown from Yuba and Sutter counties, as well as other surrounding counties.

Several **MTP/SCS** road initiatives will have impact on Yuba-Sutter Transit local fixed routes in the future. Perhaps having the greatest impact will be improvements to the bridges over the Feather River connecting Yuba City and Marysville. The two bridges currently “choke” traffic between the two cities. Currently Yuba-Sutter Transit uses the congested 10th Street Bridge; however, planned improvements to the 5th Street Bridge could provide alternative routing and/or relieve congestion on the 10th Street route.

In addition, proposed street improvements to North Beale Road in the area of Yuba Community College in Linda, and to Olivehurst Ave. from 7th Ave. to McGowan Pkwy, and a roundabout at the intersection of Olivehurst Ave. and Powerline Rd could provide enhanced service.

5.2.2 SHORT-RANGE PLANNING

The last **YUBA SUTTER SHORT-RANGE TRANSIT PLAN (SRTP)** was completed in June 2015 by LSC Transportation Consultants, Inc. The study was conducted to assess transit and related transportation issues in Yuba and Sutter Counties and to provide a “road map” for improvements to the public transit program over the upcoming five (5) years.

The study was designed to address seven (7) study issues surrounding transit in the region and associated questions:

1. **Service Efficiency** – What is the most appropriate service plan to meet the varied transit needs? Are there routing and scheduling changes which could improve efficiency? Are available resources appropriately serving various needs throughout the two counties?
2. **Service to New Areas** – With a new Yuba College campus on Onstott Drive, as well as new residential and commercial development in Sutter County, what type of demand will this generate for transit services, and how can new demand best be met?
3. **Expansion in Services** – Are there areas already served that warrant expansion in service, such as additional runs or expanded hours of service?
4. **Dial-a-Ride Demand Increasing** – How can Yuba-Sutter Transit best respond to increasing demand for Dial-a-Ride services? Should this service, which is the most expensive to provide, be expanded? Should eligibility for these services be more restrictive so that those who need the service have the best access?
5. **On-time Performance** – Schedule-adherence is an issue on some routes during portions of the day (particularly related to school hours). Many of the routes have timed-transfers, making on-time performance important to all routes. How can scheduling be improved, and what policies are appropriate for dealing with missed connections?
6. **Financing** – Proposition 1B funds for capital have provided the transit system with the ability to update and maintain a high quality fleet and operations facility. As this funding source is expiring, and only limited growth in Local Transportation Funds (LTF) is expected, what public and private sources of revenue are available? What is the funding outlook for the next five (5) years? How can the transit program take advantage of new sources of revenue, such as the cap and trade program? What is the appropriate contribution of LTF from each City and County?
7. **Transit Technology** – How can advanced transit technologies best benefit passengers? How can these technologies improve reporting and management strategies?

Since the completion of the SRTP and after the Audit period, Yuba-Sutter Transit made a number of local fixed route changes in response to recommendations from the **SRTP**.

JULY 2015

- **Expanded Live Oak Route to two (2) round trips five (5) days per week** – Increasing the days of operation enhanced the ability of Live Oak residents to access the Yuba City and Marysville area.

September 2015

- **Moved Route 4A to Linda rather than Yuba City**–Besides providing better connections for a larger proportion of passengers, this also reduces in-vehicle travel time and enhances access to the Peach Tree Clinic.
- **Reduce Dial-A-Ride Service Area** – To focus limited resources on those areas that can be most efficiently served, the Dial-A-Ride service area was reduced to exclude areas of low density or that require excessively long trips to serve.
- **Dropped General Public Dial-A-Ride service** – Limiting Dial-A-Ride service to seniors and persons with disabilities only streamlines services and focuses on the populations with greatest need.
- **Increased senior age to 63 (to 65 in September 2017)** – By increasing the minimum age (stepped up one (1) year increments for each of the next three (3) years better focuses limited resources).

December 2015

- **Expanded Wheatland one (1) round trip to five (5) days a week** – the SRTP actually recommended increasing to two (2) round trips three (3) days per week, but the added days achieves increasing travel options for Wheatland.

Although a number of immediate changes were implemented, the **SRTP** provides guidance for Yuba-Sutter Transit through 2020 and beyond. The major service recommendations for consideration over the next five (5) years include—

- Extending weekday and Saturday service hours;
- Increasing frequencies to 20 minutes on Routes 1 and 3; and
- Annual increases in the number of Dial-A-Ride service hours provided.

5.2.3 EVALUATION OF ROUTES

At the beginning of the Audit period, Yuba-Sutter Transit added a Planning and Marketing Program Manager, who works closely with the contractor to review the performance on all Yuba-Sutter transit routes. Several adjustments were made in conjunction with the changes recommended by the **SRTP**.

With the changes in September 2015, schedules were adjusted to reflect the Route 4A change. The Route 1 bus stop was moved from the front door of the Yuba City Mall to the intersection of Gray and Ainsley Avenues. A Route 2 lay-over at the Alturas & Shasta Transit Center was ended. Specifically addressed was the need for improved connections between Route 1 and Route 4 at the Yuba County Government Center to help compensate for the lost Route 4A connection between Marysville and Yuba City.

Following a public hearing at a special night meeting on August 20, 2015, a number of Sacramento schedule and stop changes were implemented on October 1, 2015. Most significant among these changes is the conversion of the existing afternoon Highway 99 supplemental bus to a regular earlier afternoon weekday Highway 99 schedule, which had been recommended in the **SRTP**.

Nearly all of the existing Sacramento Commuter and Midday schedules were adjusted (typically one (1) to five (5) minutes) to reflect realistic travel times between Marysville/Yuba City and downtown Sacramento as well as within downtown Sacramento. The only significant change is to the first morning Highway 70 schedule, which is now scheduled to arrive downtown 15 minutes earlier (6:10 a.m. vs. 6:25 a.m.). Several minor stop changes were also being made to improve operations; reduce operating costs; and respond to specific passenger requests.

The continuous evaluation of routes will prove very beneficial to Yuba-Sutter Transit operations, especially as the time since the **SRTP** was completed and conditions and operations change.

5.2.4 PLANNING FOR SPECIAL TRANSPORTATION NEEDS

The **SACOG PUBLIC TRANSIT AND HUMAN SERVICES TRANSPORTATION COORDINATED PLAN** was completed in October 2014.

Needs Assessment

Specific issues for Yuba and Sutter Counties were identified through stakeholder interviews, workshops and unmet needs hearings:

- No fixed route service on Sundays or holidays;
- Steep steps on buses can be hard to climb (Yuba-Sutter has now converted its entire fixed route fleet to an all low-floor design);
- Insufficient information and training on using the transit system;
- Individuals living outside the Dial-a-Ride boundary in Sutter County do not qualify for service; and
- Taxi service can cost \$40-\$50 to use.

Strategies to Address Needs and Gaps

The following are specific strategies and activities, sorted by cost, that were recommended in Yuba and Sutter counties to improve mobility for low-income populations, seniors and those with disabilities:

Lower Cost Strategies/Activities

- Provide more complete travel planning information; and
- Provide more mobility training.

Higher-Cost Options

- Provide more frequent and Sunday bus service;
- Provide shuttles to key shopping and service locations; and
- Develop a local volunteer driving program.

5.2.5 SURVEYS AND PUBLIC PARTICIPATION

The various planning projects during the Audit period included mechanisms for public participation. The **SRTP** included rider surveys for all routes and services. The surveys were distributed onboard as well as administered online through Survey Monkey. The onboard surveys were conducted over the course of one service week, Monday through Friday, between September 8, 2014 and September 12, 2014. The extent of participation in the surveys for each service was varied.

A survey at Yuba College students was offered online through the Survey Monkey website during October 2014, which generated 130 surveys. No general public survey was undertaken.

Stakeholder interviews were conducted to gain a perspective from elected officials and nonprofit transportation providers, and others who have an interest or represent those with an interest in transportation in the study area. A list of potential stakeholders was developed at the study kick-off meeting, and more than a dozen individuals were contacted to participate; however, only four (4) individuals ultimately participated in the interviews.

The **SRTP** also held three (3) public workshops (November 2014, February of 2015, and at the end of the project). The attendance at the first workshop was about 20, but the number dwindled at the subsequent workshops. Although the **PUBLIC TRANSIT AND HUMAN SERVICES COORDINATED PLAN** appeared to rely on the Unmet Needs workshops and interviews from 2006 (nine (9) years before the study).

The primary forum for public participation on an ongoing basis appears to be the Unmet Needs process. A hearing appears to be held each year in the November timeframe at the Yuba County Government Center in Marysville.

5.2.6 GOALS, OBJECTIVES AND MEASURES

Yuba-Sutter Transit's mission statement, which is the foundation of its Performance Measurement System (PMS) is—

To provide safe and cost effective public transportation services that increase mobility and improve the quality of life for Yuba and Sutter County residents.

The key elements of the mission statement are *safe*, *cost effective*, and *mobility*, which provides the foundation for the **AUTHORITY'S GUIDING PRINCIPLES**, which state Yuba-Sutter Transit shall strive to meet or exceed community expectations by—

- Operating a safe, reliable and comfortable quality of service;
- Providing an effective and efficient level of service in response to demonstrated community needs; and
- Enhancing quality of life through improved mobility.

Yuba-Sutter Transit's motto communicates in a simple, memorable and creative manner the core values expressed in the mission statement and guiding principles:

Safety-Service-Smiles

- **Safety:** Safety of its passengers, its employees, and the public is first and most important;
- **Service:** Providing of services which meet the needs of the community in scope, cost and quality is next;
- **Smiles:** Yuba-Sutter Transit's customer-oriented approach resulting in the positive interaction of passengers, employees and the greater community is the anchor of the moto.

As part of the **SRTP**, the Performance Measurement System (PMS) was revised to better reflect Yuba-Sutter Transits operational environment. The revised PMS is delineated in *Table 5-4: Updated Performance Measurement System for Yuba-Sutter Transit*. Changes are indicated in **gold**. FY 14/15 Actuals are included; however, since the **SRTP** was completed (approved in May 2015), performance minimum standards and targets are based on basically the same data. One exception noted is that the current passengers per vehicle revenue mile for the Sacramento Commuter service is well above the minimum standard and has been since FY 10/11.



Table 5-4: Updated Performance Measurement System for Yuba-Sutter Transit

Goal	Objective	Minimum Standards	Target	FY 14/15
Safe & Accessible Goal: Continue to provide safe and convenient transportation services to residents of Yuba and Sutter counties for employment, shopping, education, and social service trips, so long as service can be provided in a cost-effective manner.	Accessible	Weekdays: 6:30 a.m. to 6:30 p.m. Saturdays 8:30 a.m. to 5:00 p.m.	Weekdays: 6:00 a.m. to 9:00 p.m. Saturdays: 8:00 a.m. to 6:30 p.m. Sundays: 9:00 a.m. to 4:00 p.m.	Weekdays: 6:17 a.m. to 6:39 p.m. ¹ Saturdays: 8:17 a.m. to 5:39 p.m. ² Sundays: N/A
	Total Accidents	100,000 miles between accidents	500,000 miles between accidents	133,929 miles between accidents 1,205,361 miles between preventable accidents.
	Training & Safety	100% compliance	100% compliance	Not Audited/no exceptions noted
Service Quality Goal: Ensure that all transit programs can be provided at a high quality of service.	On-time performance	0.5% early 80% less than 5 minutes late	0% early 90% less than 5 minutes late	Local 10% early; 52% on-time; Commuter 87% on-time ²
	Frequency – Local Fixed Route	Local fixed route 60-minute headways	30 minutes (with 15 passengers after 2 years)	Routes 1,2,3: 30 minutes ² Routes 4,5,6: 60 minutes ²
	Frequency – Rural Route	2 round trips 2 days per week	2 round trips 5 days per week	Live Oak – 2RT/5 Days Foothill - 2RT/3 Days Wheatland – 1+RT/5 Days
	Road Calls	10,000 between road calls for all buses in the fleet that are within their normal useful life.	30,000 between road calls for all buses in the fleet that are within their normal useful life.	15,453 (all vehicles)
	Customer Satisfaction Survey	Every 2 years, and six (6) months after implementation of a new service	Annually, and six (6) months after implementation of a new service	Last survey September 2014
Service Effectiveness Goal: Provide an effective level of service in response to demonstrated community market needs.	Passengers per VRH:	Local Fixed: 10.0	Local Fixed: 17.0	Local Fixed: 21.7
		Sacramento: 10.0 DAR: 3.0	Sacramento: 15.0 DAR: 4.0	Sacramento: 18.2 DAR: 3.1
		Rural Routes: 2.0	Rural Routes: 4.0	Rural Routes: 3.4; however, Wheatland is only 1.4
Service Cost-Efficiency Goal: Provide public transportation services that are financially sustainable within existing local, state and federal funding programs in a cost-efficient manner.	Farebox Recovery	14.6%	20.0%	22.6%
	Cost per VRH	110% of peer	90% of peer	Peer analysis was not done; Cost per VRH appears to be in line with peers.

¹ Data based on current schedules.

² Data from **2015 SRTP** and not independently verified; route changes in September 2015 may have improved the indicator.

5.3 Scheduling, Dispatching, and Operations

The operator's day-to-day operations are critical to the success of the service. In this section we assess dispatching, scheduling, and operations for the local fixed route, rural routes, commuter service, and demand response. Interviews with staff, review of driver paddles (schedules), and operation and dispatch procedures were used in the evaluation of the following areas:

- Dispatching;
- Operations; and
- Assignment of Drivers.

5.3.1 DISPATCHING

Dispatch manages the assignment of vehicles in communication with maintenance. It is manned by two (2) to three (3) dispatchers. Maintenance notifies dispatch of any vehicles that are unavailable. The dispatchers also performed customer service.

Dispatch operators perform four (4) functions:

1. Dispatch;
2. Trip booking and scheduling for Dial-A-Ride;
3. Customer Service; and
4. Data entry and verification for reporting.

All service-related calls concerning Yuba-Sutter Transit come into dispatch. The phone rings at both dispatching stations and are answered by the first available dispatcher. If both lines are busy, the call is put on hold. No records were available regarding hold time, drop calls, abandoned calls, average length, or call type.

Depending on the type of call received, the dispatchers handle the call according to protocol, although no written policies and procedures were available.

Complaints

Complaints are entered into Transdev's LISTEN system, which is the company's proprietary, cloud-based Complaint & Feedback Management system, LISTEN. The system helps Yuba-Sutter Transit management monitor and respond to customer feedback whether it is received via phone or other means. It has an easy to use digital dashboard and generates reports Yuba-Sutter Transit management can use.

The dispatcher will attempt to verify and validate the information to the degree possible. The complaint form is forwarded to the Road Supervisor, who investigates the complaint and takes appropriate action. The Road Supervisor documents the results of the

investigation and action taken on the complaint form. The dispatcher also responds to the customer making the complaint. Complaints are kept on file and are also forwarded to Yuba-Sutter Transit's Management.

Reservations and Scheduling

When riders call to make a reservation for Dial-A-Ride, the dispatcher takes the following information:

- Name;
- Day/date of travel;
- Pick-up location;
- Destination;
- Preferred arrival time;
- Additional people; and
- Wheelchair requirements.

The dispatcher validates eligibility and calculates the appropriate time for pick up based on the distance and location of the origin and destination. She will then go into an Excel database that has each route for future dates. For the current date she has the trip sheets for each route printed. The routes are primarily geographically based, though Yuba-Sutter Transit does not maintain a formal zone system. The dispatcher will locate the “best” time that a vehicle is available for pick up and suggest the time to the caller. If the time is satisfactory, she will add the trip to the sheet and, if necessary, notify the driver.

Yuba-Sutter Transit does not use computer-aided dispatching software. It maintains a series of spreadsheets for each DAR route. The dispatching function is manually intensive and relies on the experience and knowledge of the dispatchers. Dispatchers rely on Google Maps to assist in routing and assignment of rides.

5.3.2 OPERATIONS

Dial-A-Ride is designed to meet the special needs of seniors and persons with disabilities. Dial-A-Ride is Yuba-Sutter Transit's complimentary paratransit service under the Americans with Disabilities Act (ADA). Passengers with disabilities that prevent them from using Yuba-Sutter Transit's urban fixed route bus system may apply for ADA status to receive priority service on Dial-A-Ride.

ADA eligible passengers must complete an ADA Paratransit Eligibility Application. The certification form must be completed by a licensed physician, designated social service, or health care agency representative authorized by Yuba-Sutter Transit. In the case of an agency representative, a current signature card must be on file at Yuba-Sutter Transit in order for a certification form to be approved. This application is reviewed by Yuba-Sutter

Transit staff to determine ADA paratransit eligibility. Once the certification is approved, the applicant obtains a Yuba-Sutter Transit photo identification card with an ADA eligible endorsement. Yuba-Sutter Transit also honors ADA cards from other transit agencies for up to 21 days.

Riders are given a 15-minute window in which the bus will arrive. The driver will wait only one (1) minute for the rider to appear.

The driver's vault sheet is not pre-printed. The driver enters the address manually along with the stop time and type of fare payment. The manifest, printed from the Excel sheets, are corrected during the day by the dispatchers as cancellations and new bookings occur. They are also used to validate the driver's vault sheet.

5.3.3 ASSIGNMENT OF DRIVERS

The assignment of drivers is a bid process based on seniority. Bids are posted approximately every four (4) months. Depending on a number of factors, the bids may be posted more or less often. Yuba-Sutter Transit has four (4) morning cover drivers each day. If a driver calls in sick, the cover people are used. The morning cover drivers also pull the mileage for the vehicles.

5.4 Charters

Yuba-Sutter Transit does not operate a charter service as defined by the Department of Transportation, Federal Transit Administration, 49 CFR Part 604, Charter Service Final Rule (effective April 30, 2008) and all applicable statutes and codes of regulations. **YUBA-SUTTER TRANSIT'S CHARTER SERVICE PROCEDURES** was updated and retitled August 20, 2015 (after the Audit period) and is consistent with FTA charter rules.

No charter service for which notice is required to registered private charter providers pursuant to FTA 49 CFR Subpart B, Section 604.9 and 604.14 is provided except as noted.

1. Public transportation may be provided for events or functions that occur on an irregular basis or for a limited duration with Board of Directors approval and only when such service can be provided consistent with the exclusions in the Charter Service Final Rule:
 - Service must be open to the general public;
 - Route, schedule and scope of work is set by Yuba-Sutter Transit;
 - Customary fixed route fare is charged; and
 - No third party payment for the service provided.
2. Community based charter services, incidental to the normal operation, may be provided in accordance with the provisions of FTA 49 CFR Part 604, Subpart B and only within the Yuba-Sutter Transit's general service area and hours of service and include only the following situations:
 - Service to Federal, State or local government officials for official government business (limited to 80 total hours annually); and
 - Service to qualified human service organizations for the purpose of serving persons with mobility limitations related to advanced age, persons with disabilities and low income individuals.

Procedures for processing requests, charter planning and operations, tracking and billing, and quarterly reporting are delineated.

5.5 Personnel Management, Training, and Safety

The personnel for Yuba-Sutter Transit are its most important asset and have a direct impact on the quality and consistency of the service. The review included personnel policies, wage and benefit scales, new and ongoing driver training syllabus, other training opportunities, turnover rates, and interview staff and management to determine the effectiveness of the personnel management.

Included in the review are—

- Recruitment;
- Motivation;
- Training and safety; and
- Benefits.

5.5.1 ADMINISTRATIVE STAFF

Administrative personnel were recruited through publication in several transit related publications and online job boards for transit. Management indicated they received a number of qualified candidates from all over the country.

Benefits include—

1. CalPERS – 2% @ 55 (employee share paid by employer for the period covered by the Audit);
2. Health, dental, vision, life, and long-term disability insurance coverage available to employee and dependents;
3. Employer paid Medicare;
4. Deferred compensation plan is available;
5. Twelve (12) paid holidays annually;
6. Annual leave (combined vacation and sick leave) program starting at 24 days per year (less than five years) up to 33 days per year (at least 20 years) with a maximum accrual of 48 days;
7. Limited annual leave sell back program; and
8. Frequent BBQs, potlucks, and goodies.

5.5.2 OPERATIONS STAFF

Operations staff (drivers, dispatchers, mechanics, etc.) are employees of the contractor, Transdev.

Drivers and other operations personnel are recruited through Transdev online job placement. The initial screening and grading is done by Transdev North America's Personnel Department. The applications are reviewed by the General Manager, who has a call-in interview with the candidate. Drug and alcohol screening, Department of Motor Vehicles (DMV) driving record, and background check are completed before hiring.

Driver salaries increase based on job tenure. Benefits include vacation, medical insurance, and 401k plan.

Training

The driver training is based on the Transdev curriculum. Training includes 40 to 60 hours of classroom training before the trainees are allowed behind the wheel. Trainees who have a license are given a minimum of 20 hours behind the wheel instruction. Training for others includes 40 to 60 hours behind the wheel. For in-service training, they are paired with an experienced driver and learn all routes. The core training is up to 240 hours.

On-going training includes both on-the-job training and regularly scheduled classroom training. The Operator Development Program, which was custom-designed for Transdev, is a comprehensive program consisting of 22 DVDs, facilitated sessions and discussions, tests, and certificates. The program focuses on all aspects of driving, with a specific focus on safety. It incorporates sound and innovative principles of adult learning.

Safety

Yuba-Sutter Transit has an excellent safety record, with only one (1) preventable accident in FY 14/15, and only nine (9) total accidents.

When an accident occurs, the driver notifies dispatch. Dispatch has a checklist which is followed. The dispatcher notifies the Road Supervisor, who investigates the accident. An accident packet is completed and retained. An accident is considered preventable “when the driver could have done something to prevent the accident from happening.”

Drivers have six (6) hours minimum safety training per year. The safety meetings are one-hour long and three (3) are scheduled during the day.

The agenda includes items related to—

- Drive Cam/Smart Drive incidences;
- Complaints;
- Transdev-developed training;
- Mandatory annual training requirements;
- Recent occurrences; and
- Major service training.

In addition, Daily Safety Blurbs are posted. Drivers are required to sign off on postings. Corporate provides safety items that run on the closed circuit TV.

The Safety Committee meets monthly and makes recommendations.

The committee includes—

- Three (3) drivers;
- One (1) mechanic; and
- One (1) dispatcher.

All buses are equipped with onboard SmartDrive Video systems, which provide follow-up coaching after an event. Three (3) aspects comprise the system:

1. Event recording system – The SmartRecorder event recording system uses sophisticated sensors to capture video, audio, and vehicle data from the Engine Control Unit.
2. Review Center – The SmartDrive Review Center reviews, categorizes, and prioritizes driving events on 70+ points of observations;
3. Individualized driver coaching – This analysis quickly builds driver performance profiles so coaches can quickly and confidently work with the right drivers at the right time.

5.6 Maintenance

The quality of the maintenance program directly affects the quality of service and the value of the operators' rolling stock. Maintenance records, policies, procedures, and records were reviewed, including—

- Sufficiency of facilities;
- Vehicle condition;
- Maintenance staff and training;
- Preventive maintenance;
- Repair conditioning;
- Parts management;
- Communication with dispatch;
- Outsourcing; and
- Third-party maintenance.

Figure 5-4: Yuba-Sutter Transit Operations & Maintenance Facility



The maintenance for the Yuba-Sutter Transit fleet is performed by Transdev staff at the operations location, located on 2100 B Street in Marysville. The facility was formerly a Seven-Up Bottling Company plant, before Yuba-Sutter located to the site in 1996.

The facility was remodeled in 2011/2012. The remodeled facility expanded the fleet capacity to up to 70 buses. Three (3) new full-service maintenance bays were added and office space for maintenance, operations, and administration was expanded. The facility

added two (2) new lane fueling islands and refurbished the existing one (1) lane island with a modern fueling system. Having the Administration/Planning/Marketing offices at the same location creates a more cohesive coordination between maintenance and office administrators.

5.6.1 FLEET OVERVIEW

Yuba-Sutter Transit fleet was upgraded during the Audit period and comprises:

- 16 medium-sized, light-duty, 16-passenger Dial-A-Ride vehicles, including six (6), which were received in February 2014, and 10, which had been received in 2010.³
- 22 low-floor, medium-sized, heavy-duty buses for fixed route service, including 11, which were received in January 2014, and 11, which had been received in 2008.
- 13 large heavy-duty special-equipped commuter buses, including seven (7) 2006 and 2007 model 41 passenger buses along with six (6) 57 passenger, tour-style buses (three (3) were received in May 2010, three (3) were received in October 2012).

The seven (7) older commuter buses are now scheduled for replacement in 2017. The older Blue Bird buses are not being supported and have been a challenge for the maintenance department.

The 10 older 2010 StarCraft Dial-A-Ride vehicles have a recommended seven (7) year, 200,000-mile useful life and a life year ceiling of nine (9) years and should be replaced by 2019. The 2015 SRTP recommended several fleet replacements and minor fleet expansion projects, in addition to enhanced and expanded passenger facilities and several technology projects.

5.6.2 GENERAL MAINTENANCE

The maintenance section is comprised of the Maintenance Manager, six (6) mechanics, and six (6) utility persons (all but one utility person is part time). The department has one lead mechanic, and was, at the time of the site visit, in the process of finding a second. The site has had some issues regarding the mechanic efficiency ratio (MER), which has hovered around 80%. Part of the reason is that pullout work is not counted as direct time and the way employees record on/off time.

Discussions with the Maintenance Manager indicates that Transdev no longer has a corporate maintenance trainer. However, according to the Transdev website, Transdev has a comprehensive program for the maintenance area. The Veolia (Transdev) Technical Advancement Program (VTAP) claims to be custom-designed for the mechanics and shop

³ In addition to Dial-A-Ride service, these versatile little buses are also used on rural routes; to augment the local fixed route fleet; and, to provide supplemental capacity for the Sacramento Commuter service as necessary.

foremen. The focus is stated to be on teaching proper methods of preventative maintenance, plus enhancing their ability to handle ongoing maintenance and repair of brakes, electrical and HVAC systems, drive trains, diesel engines, steering and suspension, and hybrid technology to name a few. For managers and directors, training is enhanced to help them manage the Maintenance Software programs, and continue development of financial, decision-making, and people management skills. However, discussion with the Maintenance Manager indicates training is primarily determined by local Management and Transdev does not have a Corporate Maintenance Trainer.

Figure 5-5: Yuba-Sutter Transit DVI for Buses

The department is computerized and has two (2) heavy duty laptops for use in the shop. A separate shop is equipped with an air compressor, air hoses, air tools, hand tools, and common parts to provide efficient service.

If the failure of a wheelchair lift occurs, a spare bus will be used as a replacement. If a spare is not available, the lift must be repaired by the next business day or have another bus take its place.

The maintenance department has a quality control program for critical repairs (brake/suspension) and preventative maintenance inspections. A second mechanic who is not involved in the original work orders reviews that the work was done to standard.

Figure 5-6: Yuba-Sutter Transit DVI for DAR Vehicles

All vehicles sent to an outside firm for specific maintenance work are inspected upon return before they are put back into service.

The Audit looks at four (4) main maintenance indicators in assessing the effectiveness of a preventative maintenance program. While the indicators provide insight into maintenance operations, they only provide a snapshot, as opposed to a complete picture. The four (4) primary indicators are daily vehicle inspections, PMI schedule analysis, CHP inspections, and analysis of road calls.

Daily Vehicle Inspections (DVI)

Drivers perform daily vehicle inspections and turn the DVIs into the maintenance department. The road supervisor spot checks and observes the driver's inspections. A mechanic is on duty at pull out. If the defect can be corrected

immediately, the vehicle is cleared to go. If it is a safety-related issue, the vehicle is pulled from service. Dispatch is notified and another vehicle is assigned. The Maintenance Manager (or senior mechanic if the manager is absent) makes a determination whether a bus can safely continue service or must be replaced.

Preventive Maintenance Inspections Schedule Analysis (PMI)

Inspection of vehicles at regularly prescribed intervals is crucial to maintaining and extending a vehicle's service life. Regularly scheduled preventative maintenance inspections help maintenance divisions identify and address potential issues before they are able to manifest themselves into larger problems. Ensuring that the preventative maintenance inspections operate in accordance with vehicle manufacture recommendations and industry practices is also fundamentally important to the success of the Preventative Maintenance Program.

Fleet Management Software is used to provide vehicle schedules for the PM program, parts inventory and ordering, and vehicle repair histories. Vehicle mileage must be entered at least four (4) times a week ensuring close tracking of scheduled maintenance.

According to policy, paratransit vehicles (1000 series) are inspected at a minimum of every 3,000 miles (+0, -500) or every 90 days, whichever comes first. The fixed route fleet (2000 and 3000 series) is inspected every 3,300 miles (+0, -500) or every 90 days (again, whichever comes first). Commuter buses (4000 and 5000 series) are inspected every 4,000 miles. All inspections are in compliance with the original manufacturer's equipment (OEM's) instructions.

Yuba-Sutter Transit performs five (5) different types of preventative maintenance inspections:

1. "A" service inspections are the most frequent, occurring every 3,000 (for 1000 series), 3,300 miles (for 2000 and 3000 series)⁴, 4,000 miles (for 4000 and 5000 series). The inspections include checking of brakes (adjustments, leaks, air valves, tank, mounting brackets, wear, and operation), tires, wheels, steering, suspension, wheel chair lifts, fluid leaks and levels, interiors, exhaust, lights, and all safety-related items. Also, each vehicle is taken for road tests in order to maintain the vehicle in proper operational condition.
2. "B" service inspections occur every 6,000 miles (7,500 miles for commuter buses, 4000 and 5000 series) and contain all the aspects of a type "A" inspection⁵ in addition to oil and filter changes and chassis lubrication(s), steam clean engine compartment (if necessary), pressure test coolant system, verification of universal

⁴ Between July 1, 2013 and July 31, 2014, "A" service for 2000 and 3000 series was every 4,000 miles.

⁵ Between July 1, 2013 and July 31, 2014, "B" service for 2000 and 3000 series was every 8,000 miles and did not include "A" service.



joints condition, driveline, starter mount, engine and transmission mounts, and brake lines.

3. “C” service inspections occur once every 12,000 miles (15,000 miles for commuter buses, 4000 and 5000 series) and include all the aspects of type “B” inspections⁶, mentioned above, as well as testing SCA level and freeze protection, cleaning or replacing AC evaporator filter, and changing fuel, coolant and air filters.
4. “D” service inspections occur every 24,000 miles for 2000 and 3000 series and 30,000 miles for commuter buses, 4000 and 5000 series, (no “D” service was listed for paratransit vehicles although “D” service was completed on 1000 series vehicles) and contain all the aspects of type “C” inspections as well as draining the hydraulic reservoir and changing the hydraulic filter(s). Type “D” inspections also include changing the differential oil and renewing dryer cartridge and replacing purge valve on commuter buses.
5. “E” service inspections occur every 48,000 miles (60,000 miles for commuter buses) and include all the aspects of type “D” inspections as well as retorquing front and rear suspension arms and/or U-bolts. Type “E” inspections also include the changing crankcase filter (4000, 2000, and 3000 series) and renewing dryer cartridge and replacing purge valve on fixed route buses.

Table 5-5: Yuba-Sutter Transit “A” Service Preventive Maintenance Schedule Adherence Analysis

Series	#	Avg Miles/ Month	Total PMIs Measured	% On-Time PMIs	% Less than 5% Over	% More than 5% (less than 10%) Over	% More than 10% Over	Avg Miles	Median Miles	Max Miles
1000	16	2216	374	98.9%	1.1%	0%	0%	2573	2678	3099
2000	6	2256	173	92.2%	3.5%	0.6%	2.9%	3108	--	--
3000	16	2610	259	96.1%	1.2%	1.9%	4.6%	3136	--	--
4000	7	3032	214	96.3%	2.8%	0.5%	0.5%	3305	3585	8830
5000	6	3305	200	95.4%	1.5%	1.0%	2.1%	3440	3625	6430
Total	52	--	1278	95.6%	1.7%	0.7%	1.9%	--	--	--

⁶ Between July 1, 2013 and July 31, 2014, “C” service for 2000 and 3000 series did not include “B” service.

Table 5-6: Yuba-Sutter Transit “B” Service Preventive Maintenance Schedule Adherence Analysis

Series	#	Avg Miles/ Month	Total PMIs Measured	% On-Time PMIs	% Less than 5% Over	% More than 5% (less than 10%) Over	% More than 10% Over	Avg Miles	Median Miles	Max Miles
1000	16	2216	179	98.9%	0.6%	0%	0.6%	5074	5384	7175
2000	6	2256	77	63.6%	28.6%	6.5%	1.3%	--	--	--
3000	16	2610	113	66.7%	32.7%	7.1%	2.7%	--	--	--
4000	7	3032	112	84.8%	11.6%	0.9%	2.7%	6158	6305	10270
5000	6	3305	107	80.4%	11.2%	6.5%	1.9%	6046	6240	11570
Total	52	--	682	80.3%	14.5%	3.6%	1.7%	--	--	--

Table 5-7: Yuba-Sutter Transit “C” Service Preventive Maintenance Schedule Adherence Analysis

Series	#	Avg Miles/ Month	Total PMIs Measured	% On-Time PMIs	% Less than 5% Over	% More than 5% (less than 10%) Over	% More than 10% Over	Avg Miles	Median Miles	Max Miles
1000	16	2216	93	94.8%	1.3%	2.6%	1.3%	10514	10848	13444
2000	6	2256	33	69.2%	36.4%	0.0%	0.0%	--	--	--
3000	16	2610	53	66.7%	37.7%	7.6%	1.9%	--	--	--
4000	7	3032	55	94.5%	5.5%	0.0%	0.0%	11965	11640	15490
5000	6	3305	61	76.4%	5.5%	1.8%	16.4%	11070	11195	16020
Total	52	--	342	80.3%	14.5%	2.6%	2.6%	--	--	--

In order to observe consistency of the PMIs, Vehicle Repair History Reports were analyzed through the Audit period. Only “A,” “B,” and “C” Services were analyzed and all PMIs were assumed to include the previous level services (except for those performed on 2000 and 3000 series between July 1, 2013 and July 31, 2014, which were not nested at that time), whether or not they were indicated. All outliers were verified against available data.

For the three (3) levels Yuba-Sutter Transit and Transdev, 89.3% were within the stated mileage; 3.7% exceed the mileage by 5% or more and 1.9% by 10% or more.

Schedule adherence was not uniform. While 98.4% of PMIs on paratransit buses (1000 series) were performed on-time; only 78.1% of PMIs on series 3000 fixed route buses were performed on time. Similarly, 95.6% of “A” level PMIs were performed on time, but the percentage dropped to 80.3% for “B” and “C” level.



California Highway Patrol (CHP) Inspections

All public transportation operators in the State of California who operate on public highways are required to undergo a CHP inspection at least once every 13 months. The CHP will confer a “Satisfactory” rating on the operator provided the vehicles have minor to no deficiencies. Should the operator have numerous or major deficiencies within their fleet, the CHP will confer an “Unsatisfactory” terminal rating upon the operator, requiring the operator to fix the deficiencies before it receives a “Satisfactory” terminal rating. Satisfactory terminal ratings are required to continue operations of the fleet vehicles.

For the three (3) years of the Audit period, the California Highway Patrol (CHP) inspections consistently earned “Satisfactory” terminal inspection ratings. This is a credit to Yuba-Sutter Transit and Transdev maintenance procedures.

Yuba-Sutter Transit/Transdev had 39 violations reported by CHP during the Audit period—a considerable increase from the prior Audit period when only nine (9) violations were noted.

Table 5-8: California Highway Patrol Violations

Violation	2013	2014 ⁷	2015
Maintenance Program	1		5
Brakes	1		
Lamps and Signals	2	1	
First Aid Kit			11
Steering and Suspension			1
Equipment Requirements	2	10	8
Total	6	11	25

In 2015, a considerable increase in violations occurred, with one (1) that was serious and the vehicle was taken out of service until repairs could be made. The violation was due to an idler arm ball joint that was loose in the steering system. According to the Maintenance Manager, the mechanism had been replaced by an outside vendor approximately two (2) weeks before the CHP inspection. The Transdev mechanic who inspected the vehicle on its return had not noted any defect and received a letter of reprimand for the lax inspection.

Eleven (11) of the 25 violations were related to the first aid kit (incomplete, not secured), and not deemed be indicative of significant maintenance issues.

The five (5) Maintenance Program violations in 2015 consisted of—

- Two (2) vehicles were missing a DVIR; and
- Three (3) vehicles had late PMIs.

⁷ Violations based on the review of inspections which was different (by 2) from the violations noted on the cover sheets.

Nine (9) of the violations were general maintenance items. The number is slightly down from the 11 general maintenance violations in 2014, which increased from 2013, when only five (5) general maintenance violations were noted.

Analysis of Road Calls

The frequency of road calls be it by miles between instances, or time between instances, helps to indicate the success of the maintenance program. Frequent road calls may indicate issues either in the daily vehicle inspections or during the Preventative Maintenance Inspection. Older fleets are more prone to the instance of road calls than younger fleets, so the age of the fleet must be taken into account when assessing this factor. During the Audit period, a number of vehicles, which were beyond their useful service life, were replaced.

Road Calls have declined every year throughout the Audit period as the age of the vehicles declined. The miles between road calls was the lowest for the older 2000 series, which were commissioned in 2008. The miles between road calls for the 3000 series went from 25,015 in FY 12/13 for the 4000 series to over 50,000 in FY 14/15 after the older (2001) vehicles had been replaced.

Table 5-9: Summary of Road Calls and Miles between Road Calls for Audit Period⁸

Series	FY 12/13			FY 13/14			FY 14/15		
	Average Age	# Road Calls	Miles between Road Calls	Average Age	# Road Calls	Miles between Road Calls	Average Age	# Road Calls	Miles between Road Calls
1000	5.3	24	17,727	3.6	29	14,671	3.5	37	11,498
2000	5.0	13	12,492	6.0	15	10,827	7.0	16	10,150
3000	9.2	56	8,950	3.5	37	13,546	2.9	18	27,845
4000	6.9	10	25,015	7.9	15	16,676	8.9	5	50,029
5000	2.0	2	118,977	3.0	3	79,318	4.0	3	79,318
Total		105			99			79	
Avg VSH between	6.3		11,579	4.4		12,925	4.5		16,413

Of the 283 total road calls experienced throughout the Audit period, 16 types of calls were categorized in the reports. Of the 16, seven (7) types had 10 or more different events when repair was needed. The other nine (9) types were put into a category labeled “Other.”

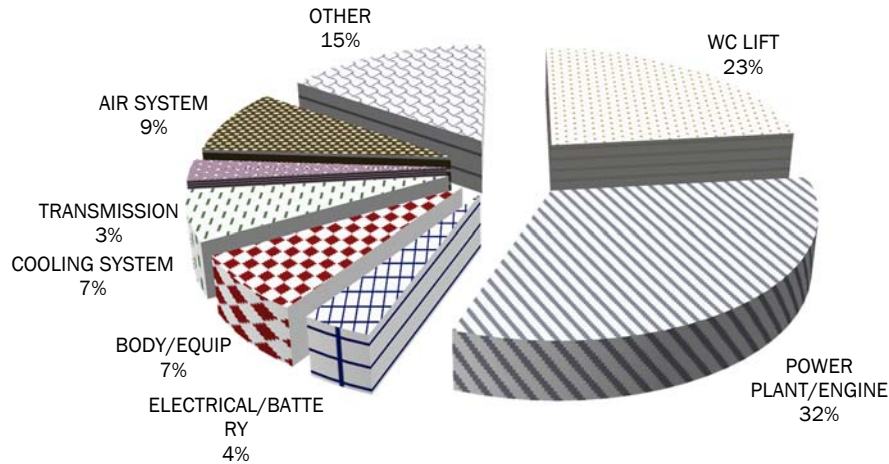
The majority of road calls involved:

- Power Plant/Engine (32%);

⁸Miles between road calls per series is based on Average Miles per Month over the Audit period multiplied by 12 and not on Vehicle Revenue Miles; average VSH between road calls total is based on vehicle revenue hours.

- Wheel Chair lift (23%); and
- Air System (9%).

Figure 5-7: Road Calls by Category



5.7 Marketing and Public Information

Keeping stakeholders informed and involved helps ensure the public is adequately served and has the necessary information to use and support public transportation. Relevant marketing, public outreach, and operational support efforts have been identified. Both special, short duration programs, and on-going programs have been included for the period of the Audit.

We reviewed—

- Branding;
- Passenger Information; and
- Public Outreach.

The **SRTP** completed in 2015 did not contain a marketing plan and did not appear to address the public outreach and marketing elements for any service changes. Yuba-Sutter Transit management has not developed a marketing plan or schedule.

5.7.1 BRANDING

Yuba-Sutter Transit has maintained a distinctive brand for its transit services. The logo is recognizable and consistently presented on all vehicles, collateral materials, and bus stops. There are currently two (2) designs for the current fleet. Some local service and Dial-A-Ride vehicles still have the white background with the agency’s logo. Newer commuter and local fixed route vehicles have a dark green design along with the agency’s logo on the

side, giving the buses a more modern look and feel. The brand's dominate green color is evident at bus stops and on the ride guides.

Figure 5-8: Yuba-Sutter Transit Vehicle Branding



Figure 5-9: Yuba-Sutter Transit Vehicle Branding



Yuba-Sutter's demand response vehicles have complementary treatment, so it is obvious they belong to the same operation, although they offer different services. Markings at the bus stops also clearly identify the service. Bus stops are painted the identifiable dark green with consistent branding.

5.7.2 PASSENGER INFORMATION

How Yuba-Sutter communicates with its passengers is an important aspect of maintaining and growing ridership.

Ride Guides and Schedules

The service brochures, system maps, and schedules function as both customer service informational pieces and marketing tools. The schedules for Yuba-Sutter routes and services are clearly branded. In addition to the local **RIDE GUIDE AND SYSTEM MAP**, for the local (Yuba City and Marysville), Yuba-Sutter publishes separate ride guides for each of the three (3) rural routes and one for the commuter service to Sacramento. A guide is also published for Dial-A-Ride. Each has the same format, colors, and graphic structure. The phone number and website address are clearly placed on the front cover. The only difference on the cover is the name and picture used. The picture on each guide is representative of the route or area. Maps and schedules are clear. The **RIDE**

Figure 5-10: Yuba-Sutter Transit Ride Guides



GUIDE, but not the individual service brochures, is in both English and Spanish. The individual pieces do not provide any information about other services. A short overview of the other routes and services would provide a simple marketing tool.

The primary role of the brochures, system maps, and schedules are as customer service informational pieces. The format should allow the user to simply and easily find and understand the information he or she needs to complete his or her trip on Yuba-Sutter Transit. The potential rider is unfamiliar with the system and may be new to the area. His/her first need is to determine if he/she can travel from his/her point of origin to his/her destination. To assist the rider, the information should be formatted so a person unfamiliar with the system or the area would be able to quickly ascertain if the service travels to and from his/her origin and destination.

5.7.3 WEBSITE

Yuba-Sutter Transit's website was created and is maintained by SACOG. The site proves comprehensive information regarding routes, schedules, and other Yuba-Sutter Transit services. Navigation to the location of specific information is straight forward by tabs at the top of the page:

1. Home;
2. Local Routes;
3. Rural Routes;
4. Dial-A-Ride Services;
5. Customer Services;
6. Transit news;
7. Contact; and
8. Related Links.

The Home Page can be divided into two sections:

- **Main Page;** and
- **Side Bar** —on the left side of the page.

Main Page

The main page begins with a “welcome” message that includes a hot link for comments that takes the reader to the contact page. The “welcome” message is followed by a collage graphic with the Yuba-Sutter Transit motto “Safety · Service · Smiles.” A Trip Planner is on the Home Page, but the site may require the viewer to scroll down to locate it. The customer service numbers are not clearly displayed on the home page. Users must navigate the site to find Contact Information Page.

The main page has several logos which serve as “hot” links:

- **Local Fixed Route System Map**, which takes the reader to a pdf of the local **RIDE GUIDE**;
- **\$6 Bus Pass** for youths, seniors, and persons with disabilities, which takes the reader to a press release about extending the pass discount for 2016.
- **511**, which takes the reader off the Yuba-Sutter site to the Sacramento Region 511 site;
- **Stott**, which takes the reader to the Yuba-Sutter Transit Customer Service Page to the section on *Advertising on Yuba-Sutter Transit* with a link to

Figure 5-11: Yuba-Sutter Transit Home Page



Stott Outdoor Advertising, which handles the advertising function for Yuba-Sutter Transit (below is a [More Info](#) hot link with the same navigation);

- **Transdev**, which takes the reader off the Yuba-Sutter Transit website to Transdevna.com, the Transdev website (below is a [Click Here for Current Job Listings](#) hot link which also lands the reader on the Transdev website.

While these may be valuable links, they present some unnecessary clutter and often navigate the reader away from the Yuba-Sutter website.

Side Bar

The side bar on the left side of the Home page has three (3) sections:

1. “What’s New,” which provides hot links with the most current newsletter and service announcements;
2. “Media Mentions,” which has a link to a YouTube video on Yuba-Sutter Transit fueling; and
3. “Getting Started,” which has links to How do I Ride the Bus, How to Use the Bike Racks, Holidays, and Pass & Ticket Outlets.

Schedule information is available in both PDF and table format so it may be easily printed or read by viewers. The system maps are not easily viewed and several clicks are required to view the maps. Usually the first question a potential rider has is “Can Yuba-Sutter go where I want to go?” A general, system-wide map with clearly listed destinations on the Home Page provides this information.

The site does not have a bilingual component. Over 38% of the population of Yuba and Sutter counties consider themselves Hispanic. A mirror site in Spanish would be beneficial to a large percentage of this market segment.

The site does not provide online pass sales. Currently, monthly passes must be purchased at sales outlets in the Marysville/Yuba City area or by mail. A number of low cost options are available to accept credit cards online. An online pass sale option would simplify pass sales, particularly for commuters that may not have employer pass programs.

5.7.4 PUBLIC OUTREACH

In addition to schedule brochures, website, and rider alerts, Yuba-Sutter Transit publishes a monthly newsletter and issues periodic news releases.

The two-page monthly newsletter is simple. It includes five (5) to eight (8) short news and general information items regarding Yuba-Sutter Transit. Yuba-Sutter Transit takes advantage to promote programs throughout the year, such as “Stuff-a-Bus” campaign. It also provides service and stop updates and changes. The issues reviewed all listed Bus Pass and Ticket Sale locations. It provides updates on ridership and Yuba-Sutter Transit

performance. The newsletter would benefit from a new template that complements Yuba-Sutter Transit branding. Although the newsletter is 4-colors, currently the format does not use color effectively.

Yuba-Sutter Transit frequently submits press releases. The releases reviewed almost totally related to service and schedule advisories and policy changes. Yuba-Sutter Transit could benefit from adding more promotional information. For example, adding a paragraph that provides general information regarding the service area, routes, and types of service Yuba-Sutter Transit offers on a weekday basis to all holiday announcements would help promote Yuba-Sutter Transit to readers.

5.7.5 PROMOTIONS

At the end Audit period, Yuba-Transit celebrated its 40th Anniversary and the 25th Anniversary for the Sacramento Commuter Service. To celebrate these milestones, passengers on every service received a special anniversary gift on July 1, 2015. Although an article appeared, the June Newsletter, no press release appeared to have been made to announce the anniversaries and promote the services.

Figure 5-12: Yuba-Sutter Transit Anniversary Promotion



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6.0 FINDINGS AND RECOMMENDATIONS

This section presents an overview of key issues, including accomplishments, as well as concerns identified through our audit process. It also outlines specific strategies and recommended solutions to address any issues.

6.1 Summary of Findings

1. Yuba-Sutter Transit effectively meets the needs of its special and general populations within its service area through four (4) public transportation services:
 - 1.1. Local Fixed Route Service throughout Yuba City, Marysville, and the communities of Linda and Olivehurst;
 - 1.2. Rural Services including—
 - Foothill Route (Marysville, Loma Rica, Oregon House, Brownsville);
 - Live Oak Route (Yuba City, Live Oak);
 - Wheatland Route (Marysville, Wheatland).
 - 1.3. Commuter and Midday Express Service to Sacramento; and
 - 1.4. Dial-A-Ride Services.
2. Major changes and accomplishments during the Audit period include—
 - 2.1. **Organizational and Administrative** — In FY 12/13, two (2) new Program Manager positions were added and an Administrative Analyst eliminated.
 - 2.2. **Planning** — A new **SHORT RANGE TRANSIT PLAN** was completed June 5, 2015.
 - 2.3. **Fares** —The \$6.00 discounted pass for youths and seniors was extended annually and expanded to persons with disabilities.
 - 2.4. **Operations**
 - Several minor adjustments were made to routes due to road construction.
 - A new one-minute hold policy began in September 2014.
 - In September 2014, a new three-year operations contract was implemented with Veolia Transportation Services, Inc. (now Transdev North America, Inc.).
 - Additional operational changes were made after the Audit period.
 - 2.5. **Capital and Fleet Improvements**
 - In 2014, 11 heavy duty, low-floor, clean-diesel local fixed route buses and six (6) new Dial-A-Rides were received.

- In 2014, Yuba-Sutter Transit replaced its analog radio system with a new digital system enhancing both the quality and performance of their mobile communications.
- In 2014, high quality video systems were added to two (2) park & ride lots. A similar video system will be added to a third park & ride in 2016.

COMPLIANCE

3. The agency administers TDA laws and regulations in an efficient and effective manner. Yuba-Sutter Transit is in compliance with the TDA rules and regulations with one (1) minor note of exception: the FY 14/15 fiscal and compliance audit did not include *the audited amounts for the fiscal year prior to the fiscal year audited*, as required by PUC 99245. According to staff, the mandatory implementation of GASB 68 resulted in a redesign of the financial statements making the comparison impossible.

PRIOR TPA RECOMMENDATIONS

4. Yuba-Sutter Transit implemented or partially implemented three (3) of the six (6) prior recommendations and two (2) are in process:
 - 4.1. **Dispatching: *In Process***; Yuba-Sutter Transit has applied for a grant to upgrade the system, but it has not been funded and no improvements have been made to the current Excel system.
 - 4.2. **Financial Controls: *Implemented-Commendable***; financial policies and procedures were structured and implemented.
 - 4.3. **ADA Rules: *Implemented***; Yuba-Sutter has developed several documents addressing ADA guidelines; however, a cohesive single document would be beneficial.
 - 4.4. **Connect Cards: *In Process***; fare policies have been developed and approved, but the Connect Card has not yet been implemented.
 - 4.5. **Marketing: *Not Implemented***; a structured marketing program has not been developed and this recommendation will be carried forward.
 - 4.6. **Maintenance Training Program: *Partially implemented***; training of maintenance personnel has been enhanced and the contractor audits maintenance every six (6) months, but further training enhancements are recommended along with an outside maintenance audit.
 - 4.7. **Contract Standards: *Not implemented***; although Yuba-Sutter Transit entered into a new operations contract, it did not include performance standards and this recommendation will be carried forward.

PERFORMANCE MEASURES AND INDICATORS

5. Performance Measures (operating cost, fare revenue, vehicle service hours, vehicle service miles, passengers, and full-time equivalencies) are correctly calculated, tracked, and reported.
6. While cost efficiency and effectiveness indicators declined unfavorably over the Audit period, service effectiveness and productivity indicators have improved.
 - 6.1. **Cost efficiency:** Operating cost per vehicle service hour increased to an average of \$76.49 per vehicle service hour over the Audit period, 6.8% above the prior Audit period (less than 1% after inflation is removed).
 - 6.2. **Cost effectiveness:** Operating cost per passenger remained relatively constant over the Audit period, averaging \$4.92 during the Audit period compared to \$4.96 in the prior Audit period; the indicator improved for commuter service to an average of \$5.93 per passenger, while it increased unfavorably to \$3.38 per VSH for fixed route and to \$24.23 for Dial-A-Ride.
 - 6.3. **Service effectiveness and productivity:** Both overall passengers per VSH and passengers per VSM have improved over the Audit period, with a system average for the Audit period of 15.5 passengers per VSH and 1.06 passengers per VSM; Dial-A-Ride productivity has improved slightly to an average of 3.1 passengers per VSH and fixed and commuter productivity averaged 20.8 reaching 21.2 in FY 14/15.
 - 6.4. **Labor productivity:** Yuba-Sutter Transit labor productivity as measured by VSM per FTE remained stable during the Audit period, and ended FY 14/15 with 1,026 vehicle service hours per full-time equivalency.
 - 6.5. **Service efficiency:** Yuba-Sutter Transit continues to enjoy a healthy farebox recovery, with an average ratio of 22.9% in FY 14/15 and easily exceeds the established 14.6% ratio set by Sacramento Area Council of Governments (SACOG) for Yuba-Sutter Transit; however, Dial-A-Ride farebox recovery was 7.6%, considerably below the prior Audit period.

FUNCTIONAL REVIEW

General Management and Organization

7. The Yuba-Sutter Transit Authority Board of Directors has eight (8) members: two (2) elected representatives from each of the four (4) member jurisdictions: Cities of Marysville and Yuba City and Counties of Sutter and Yuba.

8. In June/July 2013, staffing was increased by one (1) and reorganized with higher grade level positions with two (2) new Program Manager positions and the elimination of an Administrative Analyst position.

Contract Administration

9. A new contract was signed with Veolia (now Transdev), which has operated the service since 2006, in September 2014 for three (3) years with options for two (2) one-year extension at the Authority's discretion.
 - 9.1. The Request for Proposal (RFP) process and selection were in accordance with Federal Transit Administration (FTA) guidelines.
 - 9.2. While the evaluation was comprehensive, the criteria did not have quantitative or qualitative standards for the evaluation of staff, cost, or similar measures.
 - 9.3. Yuba-Sutter Transit reviews invoices and monthly reports and manages the contract effectively; however, no standards or other quality or performance standards are included in the contract and a few required performance measures are not reported in the contractor's monthly report.

General Administration

10. Simple, but comprehensive, financial policies and procedures have been developed and implemented.
11. A review indicates that Yuba-Sutter Transit effectively controls and manages its budget.
12. Although administrative costs (excluding casualty and liability insurance) have increased an average of 21.5% annually, administrative costs have remained below 12% of the total operating costs. Almost half (48.4%) the increase was due to an increase in personnel costs as a result of adding two (2) positions and eliminating one (1) lower level position. A one-time charge related to the development of the **Short Range Transit Plan** in FY 14/15 accounted for 36.7% on the increase.

Service Planning

13. The **SHORT-RANGE TRANSIT PLAN (SRTP)** was completed in 2015. Since the completion of the SRTP and after the Audit period, Yuba-Sutter Transit made a number of local fixed route changes in response to recommendations from the **SRTP**.
14. The **SACOG PUBLIC TRANSIT AND HUMAN SERVICES TRANSPORTATION COORDINATED PLAN** was completed in October 2014, which addressed needs, gaps, and strategies for special transportation.
15. Public participation for service planning was through rider surveys, workshops, and limited stakeholder interviews.

Scheduling, Dispatch, and Operations

16. Dispatchers perform dispatching, scheduling, and customer service functions.
17. Dispatching for Dial-A-Ride is done manually using a series of Excel spreadsheets and is labor intensive with limited capability to improve the efficiency and effectiveness of the operations.
18. Entry of key performance data is manual and prone to error.

Personnel Management, Training, and Safety

19. Yuba-Sutter Transit's contractor, Transdev, has strong training and safety programs for drivers; additional training in the maintenance area could improve the effectiveness of the function.

Maintenance

20. Yuba-Sutter Transit upgraded its fleet with 17 new replacement and expansion vehicles during the Audit period.
21. Analysis of the "A," "B," and "C" Preventive Maintenance Inspections (PMIs) indicates 89.3% of the inspections occurred within the stated mileage requirement; 3.7% exceed the mileage interval by 1.9% or more.
22. The number of CHP inspection violations increased slightly during the Audit period.
23. Analysis of road calls decreased during the Audit period due primarily to the upgraded fleet.

Marketing and Public Information

24. Yuba-Sutter Transit has not developed a marketing plan or program, but does provide monthly newsletters.
25. Yuba-Sutter Transit has modernized its classic branding with new vehicle designs and ride guides.
26. The website is functional, but suffers from outdated information and the lack of more modern enhancements.

6.2 Recommendations

RECOMMENDATION 1: DISPATCHING

Modernize dispatching function, including scheduling methodology and telephone system, to improve the dispatcher efficiency and improve the effectiveness of Dial-A-Ride operations.

Condition

This is a continuation of a prior Audit recommendation with modification. Improved monitoring and reporting would assist Yuba-Sutter Transit in pinpointing inefficiencies and service quality issues. In addition, the current dispatch operation appears to inefficiently use resources and does not have the capabilities required to properly monitor and improve the Dial-A-Ride and dispatch operations.

Dispatchers are performing a number of different functions simultaneously:

1. Dispatching;
2. Scheduling;
3. Customer Service (complaints, information, arrival time estimates, etc.);
4. Data calculations and logs; and
5. Driver information and communication.

The current scheduling system is a manual-based procedure. Although Excel spreadsheets are used, the current system is often duplicative and does not take advantage of Excel functionality.

Yuba-Sutter Transit submitted grant applications in the FY 2014/15 and FY 2015/16 cycles to the California Transit Security Grant Program (CTSGP) for a total of \$178,604 to fund Computer Aided Dispatch/ Automatic Vehicle Location system (CAD/AVL), although it has not yet been funded. A Computer-Aided Dispatch and Scheduling (CADS) has the ability to rationalize operations, resulting in cost savings, and improved service. CADS is often used to assist schedulers in preparing efficient vehicle schedules because it can optimize the number of trips that each vehicle can provide each day while minimizing nonrevenue miles and passenger wait times. It also can assist in rerouting vehicles when unexpected changes in schedule occur due to heavy traffic or altered pick-up times, or when additional service trips are needed. CADS can also facilitate reservations, billing, and reporting activities.

Advantages of CADS include—

- Optimized vehicle dispatching and scheduling;
- Reduced time between pick-ups;

- Reduced call-ahead reservation time; and
- Automated reservations, billing, and reporting.

CADS is most appropriate for demand response with more than five (5) vehicles. Yuba-Sutter Transit has up to 10 during peak periods. It is particularly useful for agencies where—

- **Trip demand changes daily:** Although 50% to 60% are subscription rides, 50% to 40% change daily.
- **Same-day reservations:** Yuba-Sutter Transit will accommodate same day reservations.
- **Productivity improvements:** Effective use of software can reduce vehicle requirements.

Proposed Solution

Until the grant for CAD/AVL system is funded, purchased, and implemented, the current manual system with Excel should be streamlined to improve efficiency and data capture. Suggested improvements include—

- Modify Excel sheets to pre-print the drivers' manifest to include—
 - Date,
 - Driver Name,
 - Name of Rider,
 - Pick up Address,
 - Drop off Address,
 - Fare type,
 - Estimated Time of Arrival,
 - Estimated Time of Drop Off,
 - Wheelchair,
 - Attendant, and
 - Bicycle.

The driver would enter only exceptions, such as no shows, cancellations, and late arrivals. This will minimize reliance on driver inputs and improve the ability of dispatchers to reconcile the vault sheets.

- Modify log sheets and/or driver vault sheets to mimic each other to allow for quicker data entry.
- Allow Excel to calculate ridership, vehicle miles, and vehicle hours.
- Incorporate expected ranges to provide checks on the accuracy of the data entry.

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- Incorporate calculations and tracking on key performance measures such as ride time, response time, cancellations, no shows, etc.
- Determine if the current phone system can provide key call center statistics, such as hold time, abandoned calls, length of calls, etc.

Yuba-Sutter should also consider upgrading its dispatching telephone system to provide key metrics:

- Call abandonment rate by day and hour;
- Time to answer in one minute increments and average by day and hour;
- Average calls per hour; and
- Time per call;

RECOMMENDATION 2: MARKETING PLAN

Develop a one- or two-year marketing plan, with enhancement of the website to improve functionality and layout.

Condition

This is a continuation of a prior Audit recommendation. The **2008 SRTP** provided a list of marketing program recommendations, which supports the foundation for a strong marketing program. However, a marketing plan was not included in the **2015 STRP**. Yuba-Sutter's primary marketing is through monthly newsletter and press releases. The newsletters and press releases appear to target current riders and primarily relate to service changes and alerts. Similarly, the 25th Commuter Service/40th Service Anniversaries were targeted toward current riders and did not include a press release promoting the services.

Proposed Solution

Yuba-Sutter Transit management could improve its overall marketing effectiveness by updating the marketing plan and tying the programs and campaigns to specific strategies and tactics to ensure a consistent marketing program. The update should include budgets and timelines for each program or campaign as well as an overall marketing budget.

A marketing plan provides the foundation for an effective marketing program that achieves its ridership and community outreach goals. In addition, a well-formulated marketing plan helps ensure that every marketing expenditure contributes to Yuba-Sutter's short-range and long-term goals. As a result, marketing dollars are spent more effectively and more impact can be realized with fewer dollars. A functional marketing plan provides the framework for the marketing program by—

- Identifying long-term marketing and positioning goals for Yuba-Sutter Transit;
- Outlining cohesive strategies for achieving goals;

- Defining specific tactics for implementing strategies;
- Determining milestones (or control points); and
- Providing measures and standards for evaluating the effectiveness of each strategy, tactic, and program.

Through strategic planning and management of the plan, including implementing a control methodology, Yuba-Sutter's marketing investment will be more likely to achieve its intended purpose. At a minimum, the plan should contain the following marketing elements:

1. **Objectives** regarding ridership and public awareness;
2. **Strategies** including branding and positioning, to provide focus;
3. **Tactics** that define the message and media to be used in implementing the strategies;
4. **Program** descriptions, schedule, and budget; and
5. **Monitoring** and evaluation mechanisms.

Yuba-Sutter's marketing budget is currently minimal. An allocation of between two (2) and three (3) percent of the operating budget for marketing and public information purposes is considered appropriate to maintain ridership, three (3) to five (5) percent to grow ridership; and four (4) to six (6) to introduce new services or major changes.

In addition, an evaluation mechanism should be built into each marketing program and campaign. However, for a small transit marketing budget, the impact is often cumulative. Each program and campaign needs to build on the previous with a common look and feel for all collateral and ads.

The website is the primary information source for most potential riders. Yuba-Sutter Transit's website was created and is maintained by SACOG. The site provides comprehensive information regarding routes, schedules and other Yuba-Sutter Transit services with straight forward navigation tools. However, users would benefit from several enhancements including—

- Enhanced clickable system maps;
- Scale-able for mobile devices;
- Improved placement of functional elements, such as the trip planner; and
- Mirrored Spanish-language web pages.



RECOMMENDATION 3: MAINTENANCE

Examine and revise maintenance policies and procedures to heighten quality control, enhance training for maintenance personnel, and complete a full maintenance audit.

Condition

This is a continuation and modification of a prior Audit recommendation.

The maintenance needs to meet quality standards:

1. The maintenance program complies with industry standards;
2. Vehicles remain in a state of good repair based on manufacturer recommendations;
3. Breakdowns that jeopardize reliability of the service and passenger safety;
4. All equipment, such as wheelchair lifts, is functioning properly; and
5. Authority vehicle maintenance budgets are conserved by reducing avoidable unplanned major repairs.

A review of PMIs during the Audit period indicated inspections beyond the prescribed mileage intervals; however the majority are within five (5) percent of the required mileage with very few outliers (more than 10%). The PMI schedules changed twice during the Audit period, increasing the interval to 4,000 miles for an “A” service and 8,000 for a “B” service at one point, before returning to the current schedule. Except for the new 11 medium-sized, heavy-duty buses that were received in 2014, these vehicles were put in service in 2008 and require an aggressive preventive maintenance program to avoid road calls and down time.

Table 6-1: Yuba-Sutter Transit Preventive Maintenance Inspection Schedule Adherence Summary by Inspection Type

	“A” Level	“B” Level	C” Level	Total
On-time	95.6%	80.3%	80.3%	89.3%
Less than 5% Over	1.7%	14.5%	14.5%	7.0%
Between 5% and 10%	0.7%	3.6%	2.6%	1.8%
Greater than 10% Over	1.9%	1.7%	2.6%	1.9%

Table 6-2: Yuba-Sutter Transit Preventive Maintenance Inspection Schedule Adherence Summary by Vehicle Type

Series	“A” Level	“B” Level	C” Level	% PMIs over 5% or more
1000	3000	6000	12000	0.6%
2000	3300/4000	6000/8000	12000	4.2%
3000	3300/4000	6000/8000	12000	7.8%
4000	4000	7500	15000	6.3%
5000	4000	7500	15000	3.7%

While the number of road calls has fallen, this appears to be due primarily to newer vehicles replacing vehicles that were at or beyond their recommended useful life. The number of CHP Terminal Inspection violations appear to have increased slightly, even after removing the large number of violations related to first aid kits in the 2015 inspection, the number of violations increase from nine (9) in the prior Audit period to 31 during this Audit period. In addition, the number increased each year:

- 2013 – 6 violations;
- 2014 – 11 violations; and
- 2015 – 13 violations (does not include 11 related to the first aid kits).

The one serious violation in 2015 appears to be due to a mechanic not making a proper quality control inspection of a vehicle that had been returned after an outsourced repair.

Yuba-Sutter Transit has upgraded its fleet and the maintenance requirements continue to wheelchair lift.

The operations contractor, Transdev, no longer has a corporate maintenance trainer. Training opportunities are coordinated with the Regional Maintenance Manager and with individual vendors. Transdev promotional materials indicates it has a custom designed training program for its maintenance employees.

Proposed Solution

The proposed recommendation has three (3) elements:

1. **Maintenance Quality Control;**
2. **Maintenance Training;** and
3. **Maintenance Audit.**

Maintenance Quality Assurance

Yuba-Sutter's transit maintenance program needs to constantly evolve to ensure vehicle reliability and ensure OEM guidelines are followed during and after the warranty period. This includes the quality assurance function. Improvement is a continuous cycle of monitoring unscheduled maintenance events, analyzing the information generated from the data to determine root causes, and fine tuning the maintenance program by altering intervals, adding new maintenance procedures, or both to reduce the number of unscheduled events.

Successful PM programs depend on the quality of work done by the operators, technicians, and service line personnel. The quality assurance oversight function verifies that PMIs and repairs have been done thoroughly and correctly. Yuba-Sutter does have periodic maintenance audits by corporate. Through this program and enhancing the internal quality assurance mechanisms, Yuba-Sutter Transit can ensure its vehicles are maintained to meet manufactures, Federal Transit Authority (FTA), safety, and reliability quality standards.

A resource to assist in ensuring Yuba-Sutter Transit's quality assurance meets the industry standard would be to send the responsible person(s) attend the National Transit Institute (NTI) free program, **Quality Assurance and Quality Control in Transit**. It is normally held each year in several locations throughout the country. The objective of this two-day course is to provide an overview of the FTA's essential components of quality assurance and quality control in transit agencies. This course will also review and expand upon the FTA's Quality Management System Guidelines and address the various perspectives for quality relative to capital development, transit operations, maintenance, or vehicle acquisition.

Topics include--

- An overview and definition of quality assurance and quality control;
- The benefits of implementing a quality management system;
- The components that comprise a quality management system; and
- Strategies to implement quality processes.

Maintenance Training

Yuba-Sutter's contractor management team should work with its corporate office to ensure all maintenance employees are able to take advantage of corporate training opportunities including—*“on-going training for our entire maintenance team including lead mechanics, shop foremen, lead supervisors, maintenance managers and directors...both on-the-job training and regularly scheduled classroom training...teaching proper methods of preventative maintenance, plus enhancing their ability to handle ongoing maintenance and repair of brakes, electrical and HVAC systems, drive trains, diesel engines,(and) steering and suspension.”*

The Maintenance Manager indicates that he regularly receives “Train the Trainer” materials from corporate Transdev, which he uses to train the mechanics when time permits. These along with other materials can be used to develop a comprehensive, continuing, and scheduled maintenance training, which would help ensure that the maintenance staff continues to be capable of maintaining Yuba-Sutter Transit’s fleet. The suggested program would include—

1. Assessment of current capabilities and training needs of each mechanic;
2. Annual plan to address specific shop needs; and
3. Monitoring to ensure training objectives are met.

Maintenance Audit

In addition, a full outside maintenance audit of Yuba-Sutter Transit’s vehicles will help management confirm that the vehicles are being maintained according to industry standards of care and will help pinpoint areas where enhanced training may be beneficial. The maintenance audit should encompass vehicle inspections by trained inspection technicians that include—

- Detailed inspection vehicle components;
- Vehicle safety and out-of-service checklists for compliance with applicable federal, state, and local regulations standards;
- Compliance with Americans with Disabilities Act (ADA) Regulations;
- Review of vehicle maintenance history files;
- Determination if deferred maintenance, warranty, and recall items are being addressed; and
- Compliance with safety inspection and preventive maintenance schedules.

RECOMMENDATION 4: CONTRACT MANAGEMENT

Adjust operations contract administration and procurement policies to include quantitative and qualitative standards.

Condition

This is a continuation of a prior Audit recommendation. Yuba-Sutter Transit’s evaluation process was comprehensive and competitive. It met the necessary FTA guidelines outlined in Circular C 4220.1F. Management summarized the evaluation of the four (4) proposals for the Board. The summary provided the Board with the evaluator’s reasoning.

The evaluation criteria were divided into three (3) weight categories.



Table 6-3: Evaluation Criteria Categories

Weight	Categories	Criteria
20%	Technical	Completeness of the proposal.
		Understanding of service and maintenance requirements.
30%	Financial	Financial stability and adequate operating resources.
		Amount and reasonableness of monthly and hourly rates and allocation of resources among line items.
50%	Organization & Management	Experience & qualifications of Project Team.
		Experience and qualifications of firm.
		Commitment to recruitment, selection, training, supervision, and retention of quality employees.

Yuba-Sutter Transit has made the determination that it would not incorporate liquidated damages and/or incentives in its operations contract. However, the on-going evaluation of the contractor performance is a critical factor in contract administration. The contractor’s Monthly Report notes several service quality measures:

- Number of Accidents;
- Number of Incidents;
- Number of Complaints; and
- Number of Compliments.

The numbers in each category are for the month and are without context. While the contractor reports accidents immediately, other reports are also provided that calculate year-to-date values for accidents and road calls. With regard to complaints and compliments, supplemental information is provided with the monthly report and available via the LISTEN web portal. By reporting critical service indicators on the monthly report, including year-to-date and comparison with Yuba-Sutter Transit standards, the monthly report will provide management with a valuable tool for accessing contractor performance.

Proposed Solution

While the nature of an operations and maintenance contract requires a high degree of subjective consideration, specific standards used to evaluate the criteria ensure all evaluators are interpreting the criteria as it was intended and are evaluating the proposals objectively. They also ensure that a specific concern of an evaluator does not out-weigh other and more important elements of the criteria. For example, an evaluator may have a strong preference for a local firm and use that criteria as the touchstone when evaluating Organization and Management.

Standards represent the definition of an acceptable level of performance as it applies to single evaluation criteria. A written standard for each individual evaluation criterion ensures the criterion is evaluated as it was intended to be. Standards can be either

quantitative or qualitative. Examples of quantitative and qualitative standards are as follows:

Quantitative Standard

- **Factor:** Training
- **Factor Description:** Contractor will ensure drivers, dispatchers, and maintenance personnel receive adequate initial and on-going training.
- **Standard:** Drivers' initial training will include a minimum of 40 hours in classroom and 100 hours behind the wheel; on-going training will include a minimum of 40 hours per year. Dispatchers will have a minimum of 48 hours initial training and 25 hours recurring training per year. Mechanics will have a minimum of 80 hours initial training and 36 hours recurring training per year.

Qualitative Standard

- **Factor:** Commitment to employee retention.
- **Factor Description:** The operations contractor will demonstrate a commitment to retaining employees.
- **Standard:** a) How pay and benefit employee packages compare; b) The on-going process to evaluate the effectiveness of the contractor's program to motivate and reward employees is described; c) Contractor's discipline and retraining procedures are detailed; and d) Opportunities and process for employee advancement are discussed.

Yuba-Sutter Transit needs to determine the most critical factors for its operation. Its motto: *Safety, Service, Smiles* suggest several factors including—

- Safety:
 - Miles between preventable accidents,
 - Employee hours per worker comp claim,
 - Hours of Safety training per employee;
- Service:
 - Productivity by Service (Passengers per VSH and VSM),
 - On-time performance by service; and
- Smiles:
 - Complaints per hours by service, and
 - Employee turnover rate.

Yuba-Sutter Transit's **SRTP** provides approved standards for most of the above and other measures that support Yuba-Sutter Transit's goals and objectives.

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Transdev has the LISTEN system, which has been implemented at Yuba-Sutter Transit. This provides management with monitoring of complaints and suggestions. Yuba-Sutter Transit management should consider defining what complaints will be recorded. For example, if someone calls to say the bus is late, and the dispatchers tell them it is caught in traffic and will be at the stop in 25 minutes, should that be classified as a complaint?

Yuba-Sutter Transit management should then provide the key indicators compared to standards to manage its operations contract effectively. It would also be beneficial to include the comparisons between actual and standards and goals in its monthly report to the Board. A section in the Newsletter on a quarterly basis called "How are we doing?" would provide the public with an overview of service quality to stakeholders.

Table 6-4: Summary of Recommendations

	Recommendation	Responsibility	Priority	Timeframe
1	Modernize dispatching function, including scheduling methodology and telephone system, to improve the dispatcher efficiency and improve the effectiveness of Dial-A-Ride operations.	Operations Contractor overseen by Planning & Marketing Program Manager	Medium	FY 16/17
2	Update Marketing Plan with budget and timelines including enhancement of the web site to improve functionality and layout.	Planning & Marketing Program Manager	Medium	FY 17/18
3	Examine and revise maintenance policies and procedures to enhance quality control, enhance training for maintenance personnel, and complete a full maintenance audit.	Contractor Management under review by Planning & Marketing Program Manager and Transit Manager	High	FY 16/17
4	Examine and revise maintenance policies and procedures to heighten quality control, enhance training for maintenance personnel, and complete a full maintenance audit.	Transit Manager and Operations & Planning Program Manager	High	FY 17/18



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