




**DATE:** July 5, 2017 Item #7

**TO:** GCTD Board of Directors

**FROM:** Steve L. Rosenberg   
Director of Finance and Administration

**SUBJECT:** **Receive and File Presentation of the VCTC TDA Triennial Review for Fiscal Year 2014-2016 as prepared by Moore & Associates**

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## **I. EXECUTIVE SUMMARY**

The California Public Utilities Code requires that all Regional Transportation Planning Entities (RTPEs) and transit agencies that receive funding under Article 4 of the Transportation Development Act (TDA) have a triennial performance audit of their activities. The performance audits must be conducted on a triennial basis pursuant to a schedule established by the VCTC. For this audit period VCTC contracted with Moore & Associates to conduct all the triennial performance audits under their auspices, including the GCTD audit.

This TDA Triennial Performance Audit Report for FY 2014 – FY 2016 report was presented to Transcom for approval on June 8, 2017, and will be presented to the VCTC Board on July 7, 2017. The report will be issued in its final form once VCTC has accepted it.

We are pleased to report to the Board that the auditors found GCTD to be in compliance with the requirements of the Transportation Development Act, and that they reported that “the entity generally functions in an efficient, effective, and economical manner.” Additionally, the auditor reported that “based on discussions with staff, analysis of program performance, and an audit of program compliance and function, the audit team presents no compliance or functional findings.”

Mr. Lin Ma of Ma and Associates, Moore & Associates’ project partner, will present the draft audit report to the Board. Mr. Ma will also briefly discuss draft audit findings for the County of Ventura and the City of Ojai, since both District members receive TDA funds from GCTD to provide the services that are the subject of the audit.

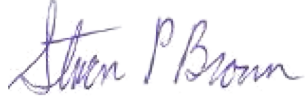
The draft report of GCTD’s TDA Triennial Performance Audit for FY 2014 - FY 2016 is attached to this report. Draft audit reports for District members are available from VCTC and can be obtained upon request

### **GOLD COAST TRANSIT DISTRICT**

## II. RECOMMENDATION

**It is recommended that the Board receive and file the Transportation Development Act (TDA) Triennial Performance Audit Report for FY 2014 – FY 2016**

Concurrence:



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Steven P. Brown  
General Manager

Attachment

Final Audit Report  
June 2017

# Ventura County Transportation Commission TDA Triennial Performance Audit Gold Coast Transit District

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MA and ASSOCIATES  
Certified Public Accountants



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## Chapter 1

# Executive Summary

In 2017, the Ventura County Transportation Commission selected the consulting team of Moore & Associates, Inc./Ma and Associates to prepare Triennial Performance Audits of itself as the RTPA and operator, and the nine transit operators to which it allocates funding. As one of the six statutorily designated County Transportation Commissions in the SCAG region, VCTC also functions as the respective county RTPA.

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

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

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

- Fiscal Year 2013/14,
- Fiscal Year 2014/15, and
- Fiscal Year 2015/16.

Gold Coast Transit District (GCTD) provides bus and paratransit services in the cities of Ojai, Oxnard, Port Hueneme, and Ventura, as well as in unincorporated areas of western Ventura County. Serving a population of approximately 375,000 and carrying approximately 4 million riders per year, GCTD is the largest public transit service provider in Ventura County. GCTD operates 22 fixed routes (including four school trippers) from approximately 4:45 a.m. to 10:30 p.m. weekdays, and weekends from approximately 4:45 a.m. to 10 p.m.

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

GCTD's accomplishments during the audit period include:

- In 2013 the Gold Coast Transit District was formed via legislation (Assembly Bill 664). The transition from Gold Coast Transit to Gold Coast Transit District took place on July 1, 2014.
- In 2014 Gold Coast Transit District was named Small Agency of the Year by the California Transit Association.

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- In 2015 GCTD unveiled a new logo and bus paint scheme to coincide with the purchase of replacement buses.
- During the 2015 rebranding, GCTD unveiled a new ACCESS logo and paint scheme, and purchased new, smaller paratransit vehicles which offer the benefits of improved fuel economy and accessibility.
- GCTD moved forward on plans to design and build a new Operations and Maintenance Facility on a 15-acre site in an industrial area on Auto Center Drive. The project, financed by bonds, has received FTA concurrence and Board approval. A notice to proceed on the construction contract was issued in spring 2017.

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

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

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Follow-up of prior report recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

### Test of Compliance

We conclude the Gold Coast Transit District complies with the Transportation Development Act (TDA) regulations in an efficient and effective manner.

### Status of Prior Recommendations

1. Continue to monitor ACCESS's on-time performance and consider a new arrival-based performance standard as tracking technology allows.  
**Status:** Implementation in progress.
2. Formalize the ongoing tracking and reporting of adopted performance measures.  
**Status:** Implemented.
3. GCT should ensure the Finance functional area is appropriately staffed to manage new responsibilities.  
**Status:** Implemented.



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### **Findings and Recommendations**

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

The audit team has identified no functional findings.

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## Chapter 2

# Review Scope and Methodology

The Triennial Performance Audit (TPA) of the Gold Coast Transit District's public transit program covers the three-year period ending June 30, 2016. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2017, the Ventura County Transportation Commission selected the consultant team of Moore & Associates, Inc./Ma and Associates to prepare Triennial Performance Audits of itself as the RTPA and operator and the nine transit operators to which it allocates funding. Moore & Associates is a consulting firm specializing in public transportation, while Ma and Associates is a Certified Public Accounting firm. Selection of the consultant team followed a competitive procurement process.

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

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

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

### Objectives

A Triennial Performance Audit has four primary objectives:

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

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## Scope

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

1. A review of compliance with TDA requirements and regulations.
2. An assessment of the implementation of recommendations contained in prior performance audits.
3. A verification of the methodology for calculating performance indicators including the following activities:
  - Assessment of internal controls,
  - Test of data collection methods,
  - Calculation of performance indicators, and
  - Evaluation of performance.
4. Examination of the following functions:
  - General management and organization;
  - Service planning;
  - Scheduling, dispatching, and operations;
  - Personnel management and training;
  - Administration;
  - Marketing and public information; and
  - Fleet maintenance.
5. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

## Methodology

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

- Triennial Performance Audit report for the prior audit period;
- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;
- Accident/road call logs;
- Customer complaint logs;
- Short Range Transit Plan; and
- Organizational chart.

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The methodology for this review included a site visit to the Gold Coast Transit District operations and maintenance facility at 301 East Third Street in Oxnard on March 8, 2017. The audit team met with Steve Brown (General Manager), Steve Rosenberg (Director of Finance and Administration), Lilli Marlene Tomen (Accounting Manager), Marlena Kohler (Purchasing Manager), Debbie Williams (Director of Human Resources), Margaret Heath (Paratransit and Special Projects Manager), Reed Caldwell (Director of Engineering and Construction), Andy Mikkelson (Director of Transit Operations), and Vanessa Rauschenberger (Director of Planning and Marketing); reviewed materials germane to the triennial review; and toured the vehicle yard.

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

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

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## Chapter 3

# Program Compliance

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

Compliance was determined through discussions with GCTD staff as well as a physical inspection of relevant documents including the fiscal audits for each year of the triennium, TDA claim forms, State Controller annual filings, California Highway Patrol terminal inspections, year-end performance reports, and other compliance-related documentation.

The Gold Coast Transit District met the test of compliance with respect to Transportation Development Act (TDA) regulations.

### Recent Changes Regarding Compliance

Three changes specific to the TDA and TDA funding went into effect beginning July 1, 2016. The first was a policy approved by VCTC which mandated funding originally received through the TDA would be classified as TDA funding even after being passed through to another entity. This disallowed the use of TDA funds passed from one claimant to another agency as local support in the calculation of the farebox recovery ratio.

The second change was an amendment to the Public Utilities Code specific to the definition of operating cost and what costs can be excluded. It should be noted that many of the exclusions pertain only to *changes* in certain costs, either over the prior year or beyond the change in the Consumer Price Index. They do not apply to *all* costs related to specified exclusion categories.

Senate Bill 508, dated October 9, 2015, amended Section 99268.17 to read as follows:

**99268.17** (a) *Notwithstanding subdivision (a) of Section 99247, the following costs shall be excluded from the definition of "operating cost" for the purposes of calculating any required ratios of fare revenues to operating cost specified in this article:*

- (1) *The additional operating costs required to provide comparable complementary paratransit service as required by Section 37.121 of Title 49 of the Code of Federal Regulations, pursuant to the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 120101 et seq.), as identified in the operator's paratransit plan pursuant to Section 37.139 of Title 49 of the Code of Federal Regulations that exceed the operator's costs required to provide comparable paratransit service in the prior year as adjusted by the Consumer Price Index.*

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*(2) Cost increases beyond the change in the Consumer Price Index for all of the following:*

- (A) Fuel.*
- (B) Alternative fuel programs.*
- (C) Power, including electricity.*
- (D) Insurance premiums and payments in settlement of claims arising out of the operator's liability.*
- (E) State and federal mandates.*

*(3) Startup costs for new services for a period of not more than two years.*

*(b) The exclusion of costs from the definition of operating costs in subdivision (a) applies solely for the purpose of this article and does not authorize an operator to report an operating cost other than as defined in subdivision (a) of Section 99247 or a ratio of fare revenue to operating cost other than as that ratio is described elsewhere in this article, to any of the following entities:*

- (1) The Controller pursuant to Section 99243.*
- (2) The entity conducting the fiscal audit pursuant to Section 99245.*
- (3) The entity conducting the performance audit pursuant to Section 99246.*

Operators should be aware that the reporting forms for the State Controller may not be updated to reflect these exclusions for FY 2016/17. Until revised forms are made available, it is important for agencies to ensure any exclusions from operating cost are clearly itemized within TDA audits or other farebox revenue ratio calculations so that compliance can be clearly assessed. Gold Coast Transit District already documents its farebox recovery ratio clearly and effectively in its Comprehensive Annual Financial Report.

The third change, also contained within Senate Bill 508, related to the type of funds that can be used to supplement farebox revenue. Prior to this bill, "local funds" was defined as "revenues derived from taxed imposed by the operator or by a county transportation commission." S.B. 508 amended Section 99268.19 to read:

**99268.19** *If fare revenues are insufficient to meet the applicable ratio of fare revenues to operating cost required by this article, an operator may satisfy that requirement by supplementing its fare revenues with local funds. As used in this section, "local funds" means any nonfederal or nonstate grant funds or other revenues generated by, earned by, or distributed to an operator.*

This expanded definition opens up new revenue sources that can be used to offset farebox shortfalls. Applicable revenues include funds received through advertising, interest income, sale of surplus vehicles, and other such sources. While these funds are no longer limited to those generated by local taxes, they cannot be state or federal funds. Gold Coast Transit District has already begun incorporating such supplemental revenues into its farebox recovery ratio calculations.



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#### Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	FY 2014: October 14, 2014 FY 2015: October 15, 2015 FY 2016: October 19, 2016
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2014: December 22, 2014 FY 2015: January 4, 2016 FY 2016: December 15, 2016
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	MV Transportation: August 6, 2013 August 4, 2014 August 27, 2015  Gold Coast Transit: October 11, 2013 October 8, 2014 November 3, 2015
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	N/A	
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2014: 13.77% FY 2015: 9.05% FY 2016: -20.52%  <i>FY 2016 budget no longer included funds for the Heritage Valley service.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	FY 2014: 24.2% FY 2015: 26.9% FY 2016: 24.8%  <i>Per GCTD CAFR for FY 2014 and TDA Article 4 annual audits for FY 2015 and FY 2016</i>
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	N/A	

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Compliance Element	Reference	Compliance	Comments
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	FY 2014: 13.1% FY 2015: 17.9% FY 2016: 16.9%  <i>Per GCTD CAFR for FY 2014 and TDA Article 4 annual audits for FY 2015 and FY 2016</i>
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	GCTD employees eligible for CalPERS
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	N/A	GCTD does not receive STA funds.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

## Chapter 4

# Prior Recommendations

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

The prior audit – completed in 2014 by Nelson\Nygaard for the three fiscal years ending June 30, 2013 – included three recommendations.

1. [Continue to monitor ACCESS’s on-time performance and consider a new arrival-based performance standard as tracking technology allows.](#)

**Discussion:** During the prior two audit cycles, it was recommended that GCTD work closely with the ACCESS contract operator to improve on-time performance, as the contractor was not meeting performance standards. The auditor noted that GCTD always has and continues to monitor on-time performance, and even monitors the contractor’s success in getting passengers to their destinations at least 15 minutes ahead of schedule. It was recommended that GCTD continue to monitor the ACCESS contractor’s on-time performance, consistently assess the contracted penalty fee, and begin tracking an arrival-based on-time performance standard.

**Progress:** GCTD continues to monitor on-time performance of its paratransit services on a monthly basis. The twenty-minute window continues to be challenging. However, the OTP has continued to improve since the end of the audit period. The percentage of trips that are greater than 5 minutes before the window starts or the window ends continues to be low as demonstrated in the data.

Currently there is a scheduling software procurement underway seeking an up-to-date solution that includes options to enhance the Contractor’s on-time performance efforts. The system would include enhanced reporting functionality that also includes options for (but would not be limited to) IVR and text-based arrival notification technologies.

**Status:** Implementation in progress.

2. [Formalize the ongoing tracking and reporting of adopted performance measures.](#)

**Discussion:** In February 2014, the GCT Board adopted a new route evaluation reporting policy, which includes a table that shows whether each route meets or does not meet several adopted performance standards. While this quarterly reporting formalized regular tracking of adopted goals, objectives, and minimum performance standards, GCTD did not formally track all of its adopted performance measures on a monthly, quarterly, or annual basis. Some of the measures not included in the new quarterly report included:

- Transfer activity should be kept to a minimum and is not to exceed 30 percent,
- Load factor, based on seated capacity, should not exceed 1.50, and
- Farebox recovery ratio should be at least 20 percent.

Auditors noted many of GCTD's performance measures could be addressed with a narrative in the report text, and recommended that an annual GCTD Board report that tracks GCTD's performance on each of its measures be prepared to assess whether the agency meets its minimum performance standards for that year. In addition to the annual tracking and reporting, it was recommended GCTD continue monitoring new routes and increased service on evenings and weekends over the course of the audit period ending in FY 2016 to ensure productivity standards are met.

**Progress:** GCTD formalized the tracking and reporting of performance measures through the development of *Service Planning Guidelines and Performance Measures*, which was adopted by the GCTD Board of Directors in February 2014. This document, in addition to the Board-adopted Mission, Goals and Objectives (updated in 2014), formalizes the performance measures that GCTD uses to measure performance measures. On a monthly and quarterly basis GCTD conducts comprehensive performance monitoring through internal tracking measures, and a summary of performance for both fixed-route and paratransit service is published each quarter and reviewed internally as well as with GCTD's Technical Advisory Committee and Board of Directors.

**Status:** Implemented.

3. [GCT should ensure the Finance functional area is appropriately staffed to manage new responsibilities.](#)

**Discussion:** The finding addressed whether the Finance department had sufficient staffing capacity to take on additional responsibilities associated with becoming a transit district, as well as those associated with the ongoing addition of new technologies. At the time the audit was finalized, GCTD anticipated adding a Director of Human Resources, after which it would review administrative organization and vacant positions to determine the best deployment of resources.

**Progress:** In May 2015 GCTD opened a new Finance position of Administrative Specialist. The primary function of the Administrative Specialist was Accounts Payable and Accounts Receivable. The addition of this full-time position allowed the Accounting Manager to spend more time focusing on GCTD's added responsibilities, and allowed the Finance Analyst to take additional analytical responsibilities from the Finance Director's workload, allowing him more time focus on GCTD's added responsibilities.

Additionally, the Finance Department added a part-time intern position to support the Administrative Specialist. That allowed the Administrative Specialist to take additional responsibilities from the Accounting Manager and the Finance Analyst.

**Status:** Implemented.

## Chapter 5

# Performance Analysis

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

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

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

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

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

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

### Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667<sup>1</sup>. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excludes the following:

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

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

### Vehicle Service Hours and Miles

*Vehicle Service Hours* (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.<sup>2</sup> For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

### Passenger Counts

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

### Employees

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

### Fare Revenue

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

### TDA Required Indicators

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

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via Comprehensive Annual Financial Reports for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported to the State

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<sup>2</sup> A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

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- Controller was determined to be consistent with TDA guidelines and accurately reflects the costs for GCTD's transit services. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare Revenue data were obtained via Comprehensive Annual Financial Reports for each fiscal year covered by this audit. Fare revenue from the reports is consistent with TDA guidelines.
  - Vehicle Service Hours (VSH) data were obtained via State Controller Reports for each fiscal year covered by this audit. Data from these reports were then compared with information included within GCTD's monthly performance data summary reports. GCTD calculates VSH using schedule hours reconciled with dispatcher daily logs. GCTD's calculation methodology is consistent with PUC guidelines.
  - Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. Data from these reports were then compared with information included within GCTD's monthly performance data summary reports. GCTD calculates VSM by base mileage for all routes and multiplying base mileage by the number of trips, then adjusts for changes to service. This methodology is consistent with PUC guidelines.
    - Unlinked trip data were obtained via State Controller Reports for each fiscal year covered by this review. Data from these reports was then compared with information included within GCTD's monthly performance data summary reports. GCTD's calculation methodology is consistent with PUC guidelines.
    - Full-Time Equivalent (FTE) methodology was provided by GCTD and is consistent with the TDA definition.

#### System Performance Trends

Performance trends for the Gold Coast Transit District's public transit program were analyzed for the three years covered by this Triennial Performance Audit. Indicators were calculated using the methodologies described in the previous section.

Operating cost presented here excludes depreciation but does not other allowable exclusions used in the calculation of farebox recovery ratio (such as costs for new/extended services and paratransit costs). Fare revenue includes passenger fares as well as advertising revenues, but does not exclude fares for new services.

Overall, GCTD has experienced modest decreases in efficiency and productivity. Across the triennium, operating cost/VSH and operating cost/passenger have increased, while passengers/VSH and farebox recovery have decreased. Some performance indicators fluctuated – both operating cost/VSM and fare/passenger increased in FY 2014/15 and decreased in FY 2015/16. Fare revenue saw a significant decrease, dropping a net 4.5 percent between FY 2013/14 and FY 2015/16.

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## Exhibit 5.1 System Performance Indicators

Performance Measure	System-Wide					
	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16
<b>Operating Cost (Actual \$)</b>	\$15,141,242	\$16,404,321	\$16,642,267	\$16,011,726	\$16,975,661	\$17,704,240
<i>Annual Change</i>		8.3%	1.5%	-3.8%	6.0%	4.3%
<b>Fare Revenue (Actual \$)</b>	\$3,041,669	\$3,303,563	\$3,148,100	\$3,946,912	\$4,243,943	\$3,767,843
<i>Annual Change</i>		8.6%	-4.7%	25.4%	7.5%	-11.2%
<b>Vehicle Service Hours (VSH)</b>	177,945	198,009	212,066	230,577	236,301	244,910
<i>Annual Change</i>		11.3%	7.1%	8.7%	2.5%	3.6%
<b>Vehicle Service Miles (VSM)</b>	2,106,931	2,215,869	2,332,681	2,596,728	2,692,064	2,832,152
<i>Annual Change</i>		5.2%	5.3%	11.3%	3.7%	5.2%
<b>Passengers</b>	3,430,269	3,545,026	3,637,397	3,900,253	3,993,451	3,893,947
<i>Annual Change</i>		3.3%	2.6%	7.2%	2.4%	-2.5%
<b>Employees</b>	179	194	197	215	223	234
<i>Annual Change</i>		8.4%	1.5%	9.1%	3.7%	4.9%
<b>Performance Indicators</b>						
<b>Operating Cost/VSH (Actual \$)</b>	\$85.09	\$82.85	\$78.48	\$69.44	\$71.84	\$72.29
<i>Annual Change</i>		-2.6%	-5.3%	-11.5%	3.5%	0.6%
<b>Operating Cost/Passenger (Actual \$)</b>	\$4.41	\$4.63	\$4.58	\$4.11	\$4.25	\$4.55
<i>Annual Change</i>		4.8%	-1.1%	-10.3%	3.5%	7.0%
<b>Passengers/VSH</b>	19.28	17.90	17.15	16.92	16.90	15.90
<i>Annual Change</i>		-7.1%	-4.2%	-1.4%	-0.1%	-5.9%
<b>Passengers/VSM</b>	1.63	1.60	1.56	1.50	1.48	1.37
<i>Annual Change</i>		-1.7%	-2.5%	-3.7%	-1.2%	-7.3%
<b>Farebox Recovery</b>	20.1%	20.1%	18.9%	24.7%	25.0%	21.3%
<i>Annual Change</i>		0.2%	-6.1%	30.3%	1.4%	-14.9%
<b>Hours/Employee</b>	994.1	1,020.7	1,076.5	1,072.5	1,059.6	1,046.6
<i>Annual Change</i>		2.7%	5.5%	-0.4%	-1.2%	-1.2%
<b>TDA Non-Required Indicators</b>						
<b>Operating Cost/VSM</b>	\$7.19	\$7.40	\$7.13	\$6.17	\$6.31	\$6.25
<i>Annual Change</i>		3.0%	-3.6%	-13.6%	2.3%	-0.9%
<b>VSM/VSH</b>	11.84	11.19	11.00	11.26	11.39	11.56
<i>Annual Change</i>		-5.5%	-1.7%	2.4%	1.2%	1.5%
<b>Fare/Passenger</b>	\$0.89	\$0.93	\$0.87	\$1.01	\$1.06	\$0.97
<i>Annual Change</i>		5.1%	-7.1%	16.9%	5.0%	-8.9%

Sources: All FY 2010/11 – FY 2012/13 data from prior Triennial Performance Audit.  
 FY 2013/14 – FY 2015/16 operating cost and fare revenue from Comprehensive Annual Financial Reports.  
 FY 2013/14 – FY 2015/16 Performance data from State Controller Reports.



# Gold Coast Transit District

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Exhibit 5.2 System Ridership

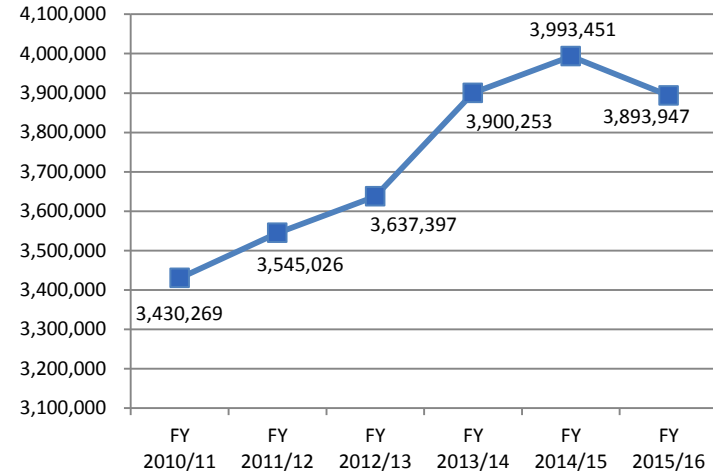


Exhibit 5.3 System Operating Cost/VSH

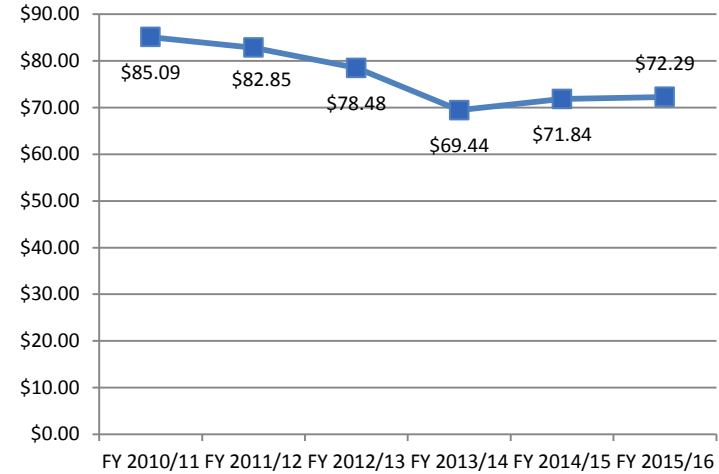


Exhibit 5.4 System Operating Cost/VSM

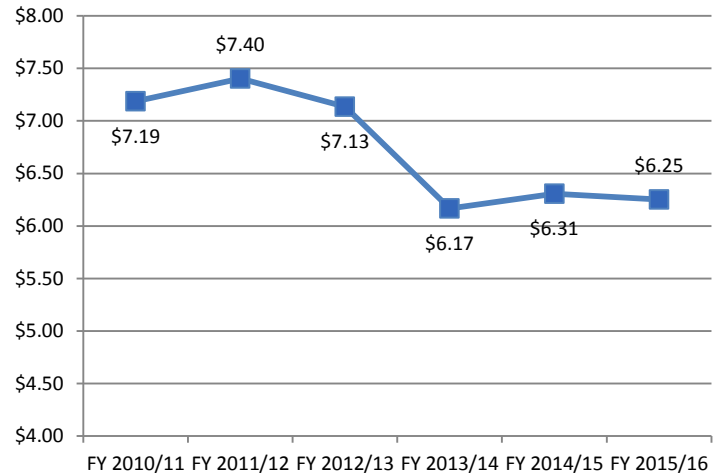
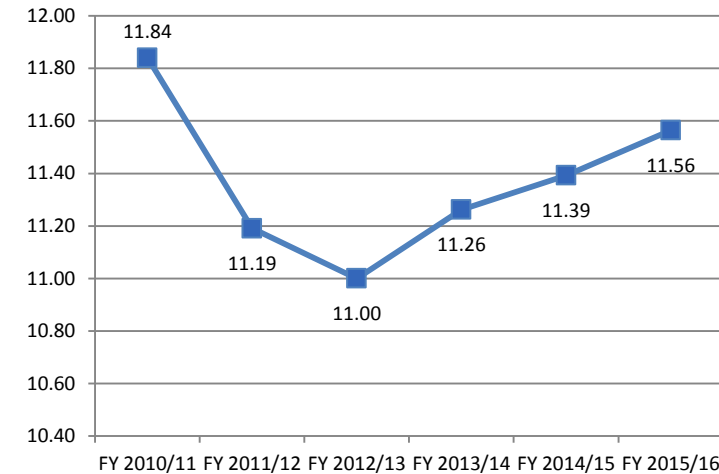


Exhibit 5.5 System VSM/VSH



# Gold Coast Transit District

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Exhibit 5.6 System Operating Cost/Passenger

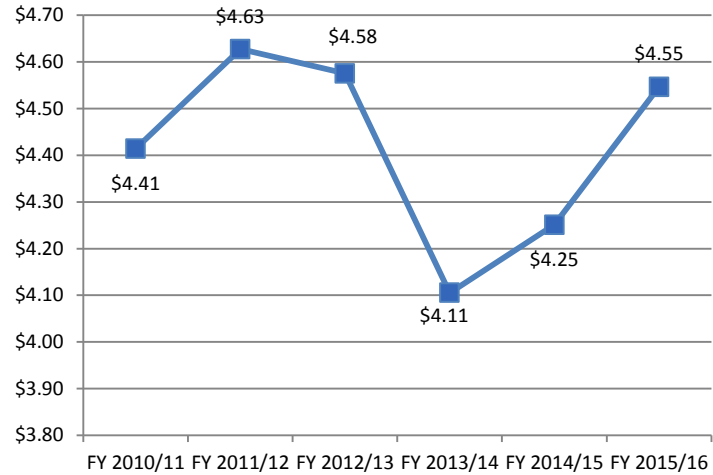


Exhibit 5.7 System Passengers/VSH

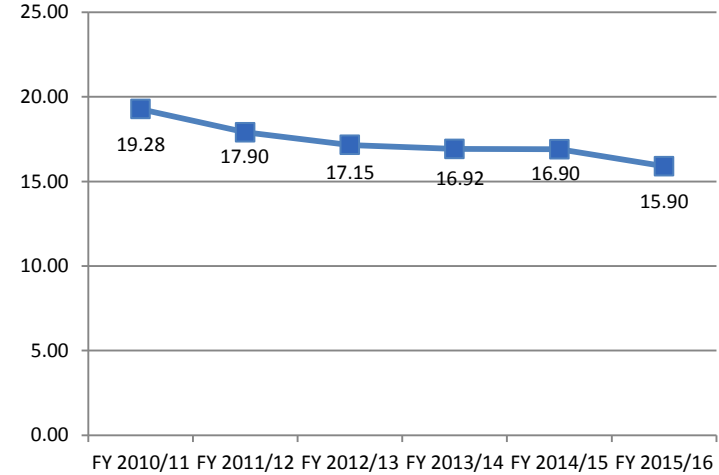


Exhibit 5.8 System Passengers/VSM

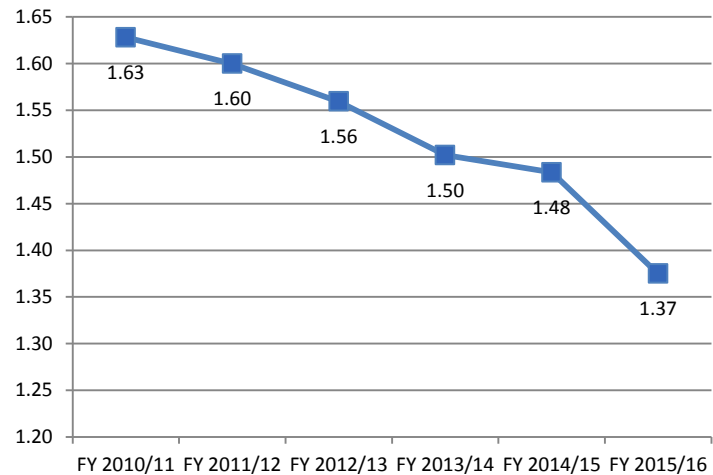
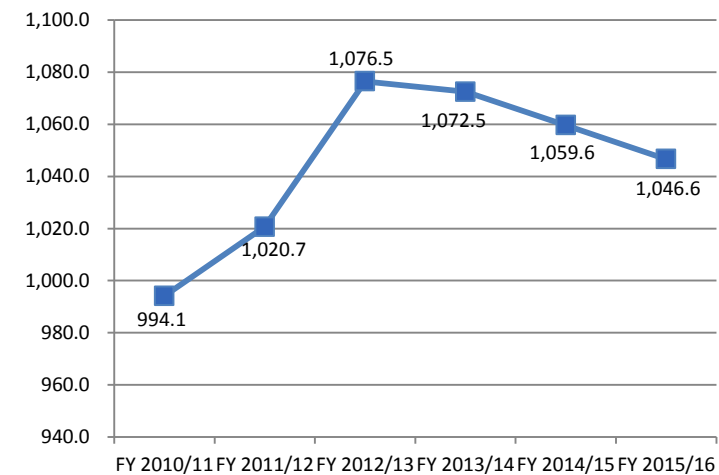


Exhibit 5.9 System VSH/FTE



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Exhibit 5.10 System Farebox Recovery

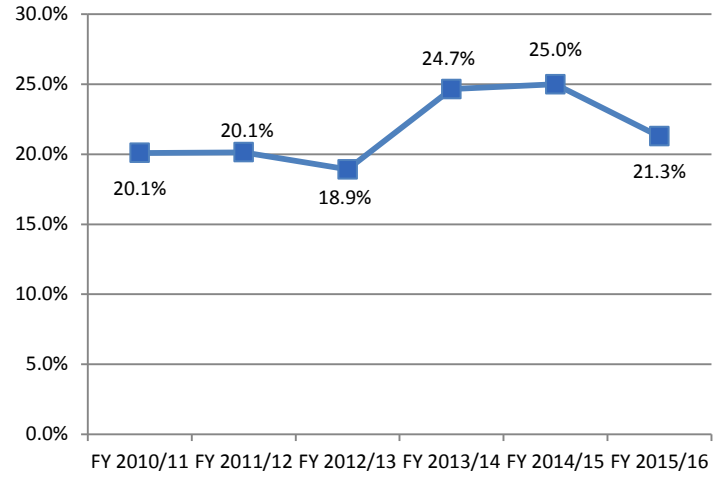
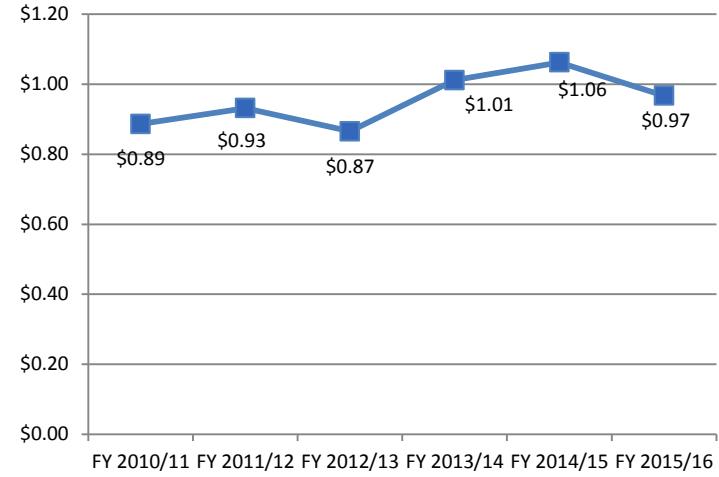


Exhibit 5.11 System Fare/Passenger



# Gold Coast Transit District

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#### Fixed-Route Performance

Operating cost presented here excludes depreciation but not other allowable exclusions used in the calculation of farebox recovery ratio (such as costs for new/extended services and paratransit costs). Fare revenue includes passenger fares as well as advertising revenues, but does not exclude fares for new services.

Not surprisingly, fixed-route metrics largely mirrored system metrics. Passengers remained flat across the audit period, resulting in decreased in productivity (passengers/VSH and passengers/VSM). Farebox revenue decreased by a net 11 percent, and farebox recovery saw a corresponding drop. Operating cost/VSH and operating cost/passenger both increased, indicative of a loss of efficiency.

Exhibit 5.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16
<b>Operating Cost (Actual \$)</b>	\$13,136,932	\$14,367,128	\$14,408,626	\$13,499,542	\$14,317,970	\$14,856,813
<i>Annual Change</i>		9.4%	0.3%	-6.3%	6.1%	3.8%
<b>Fare Revenue (Actual \$)</b>	\$2,798,811	\$3,059,740	\$2,908,046	\$3,618,371	\$3,782,218	\$3,221,629
<i>Annual Change</i>		9.3%	-5.0%	24.4%	4.5%	-14.8%
<b>Vehicle Service Hours (VSH)</b>	145,228	168,491	181,417	196,925	199,483	201,903
<i>Annual Change</i>		16.0%	7.7%	8.5%	1.3%	1.2%
<b>Vehicle Service Miles (VSM)</b>	1,605,651	1,752,942	1,850,676	2,044,386	2,111,023	2,168,198
<i>Annual Change</i>		9.2%	5.6%	10.5%	3.3%	2.7%
<b>Passengers</b>	3,353,539	3,476,408	3,566,470	3,817,758	3,908,847	3,800,673
<i>Annual Change</i>		3.7%	2.6%	7.0%	2.4%	-2.8%
<b>Employees</b>	147	164	167	183	189	195
<i>Annual Change</i>		11.6%	1.8%	9.6%	3.3%	3.2%
<b>Performance Indicators</b>						
<b>Operating Cost/VSH (Actual \$)</b>	\$90.46	\$85.27	\$79.42	\$68.55	\$71.78	\$73.58
<i>Annual Change</i>		-5.7%	-6.9%	-13.7%	4.7%	2.5%
<b>Operating Cost/Passenger (Actual \$)</b>	\$3.92	\$4.13	\$4.04	\$3.54	\$3.66	\$3.91
<i>Annual Change</i>		5.5%	-2.2%	-12.5%	3.6%	6.7%
<b>Passengers/VSH</b>	23.09	20.63	19.66	19.39	19.59	18.82
<i>Annual Change</i>		-10.6%	-4.7%	-1.4%	1.1%	-3.9%
<b>Passengers/VSM</b>	2.09	1.98	1.93	1.87	1.85	1.75
<i>Annual Change</i>		-5.0%	-2.8%	-3.1%	-0.8%	-5.3%
<b>Farebox Recovery</b>	21.3%	21.3%	20.2%	26.8%	26.4%	21.7%
<i>Annual Change</i>		0.0%	-5.2%	32.8%	-1.4%	-17.9%
<b>Hours/Employee</b>	987.9	1027.4	1086.3	1076.1	1055.5	1035.4
<i>Annual Change</i>		4.0%	5.7%	-0.9%	-1.9%	-1.9%
<b>TDA Non-Required Indicators</b>						
<b>Operating Cost/VSM</b>	\$8.18	\$8.20	\$7.79	\$6.60	\$6.78	\$6.85
<i>Annual Change</i>		0.2%	-5.0%	-15.2%	2.7%	1.0%
<b>VSM/VSH</b>	11.06	10.40	10.20	10.38	10.58	10.74
<i>Annual Change</i>		-5.9%	-1.9%	1.8%	1.9%	1.5%
<b>Fare/Passenger</b>	\$0.83	\$0.88	\$0.82	\$0.95	\$0.97	\$0.85
<i>Annual Change</i>		5.5%	-7.4%	16.2%	2.1%	-12.4%

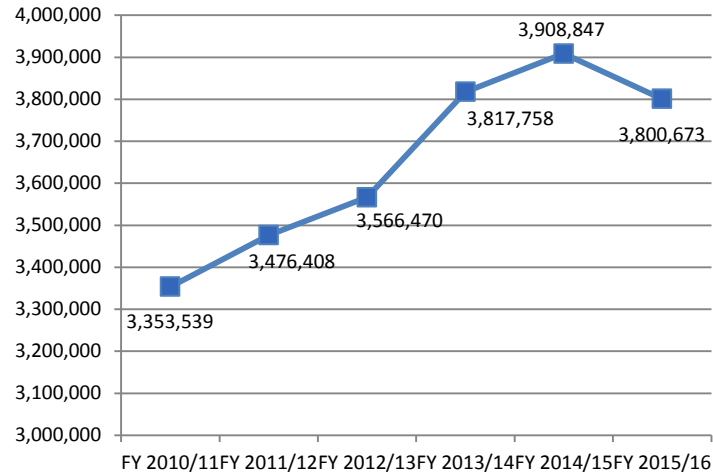
Sources: All FY 2010/11 – FY 2012/13 data from prior Triennial Performance Audit.  
 FY 2013/14 – FY 2015/16 operating cost and fare revenue from Comprehensive Annual Financial Reports.  
 FY 2013/14 – FY 2015/16 Performance data from State Controller Reports.

# Gold Coast Transit District

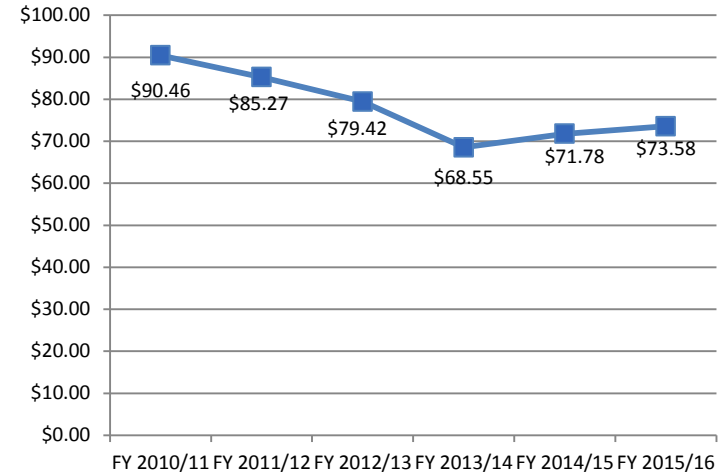
## Triennial Performance Audit, FY 2014-2016

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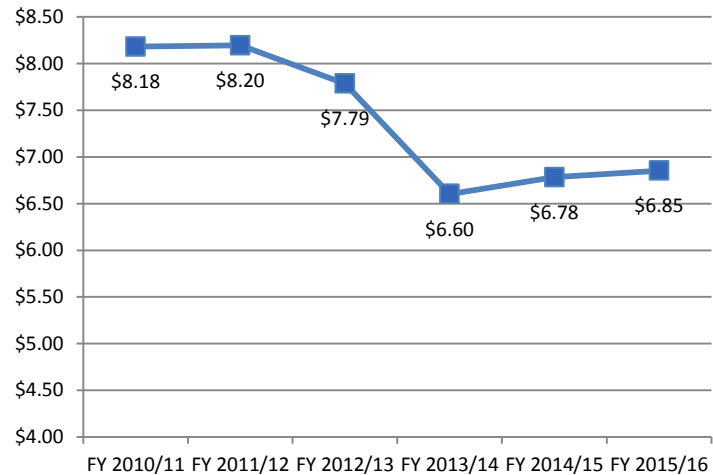
**Exhibit 5.13 Fixed-Route Ridership**



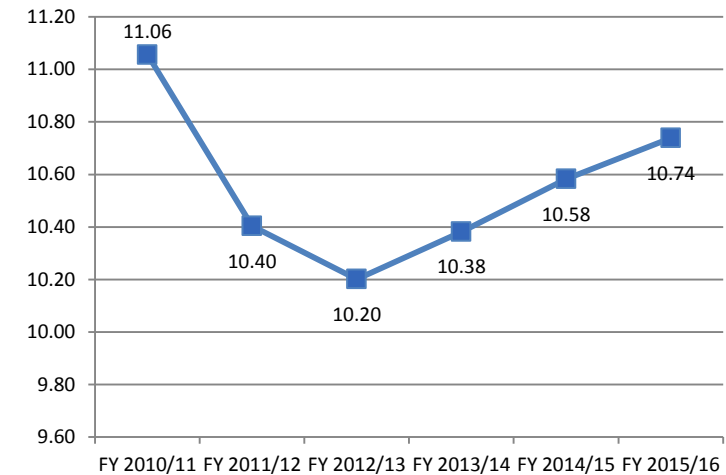
**Exhibit 5.14 Fixed-Route Operating Cost/VSH**



**Exhibit 5.15 Fixed-Route Operating Cost/VSM**



**Exhibit 5.16 Fixed-Route VSM/VSH**

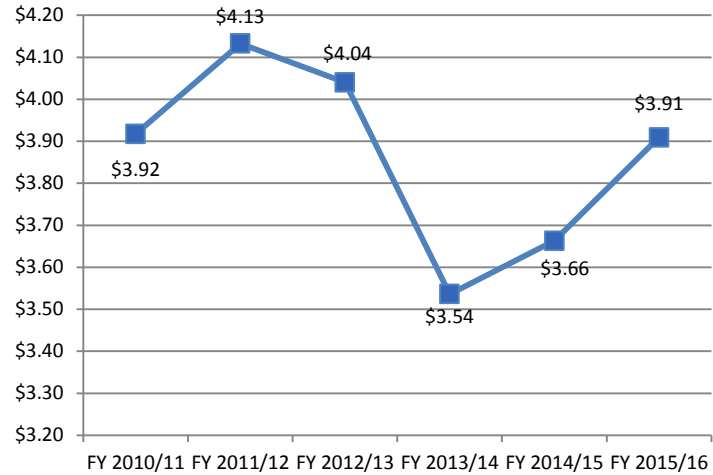


# Gold Coast Transit District

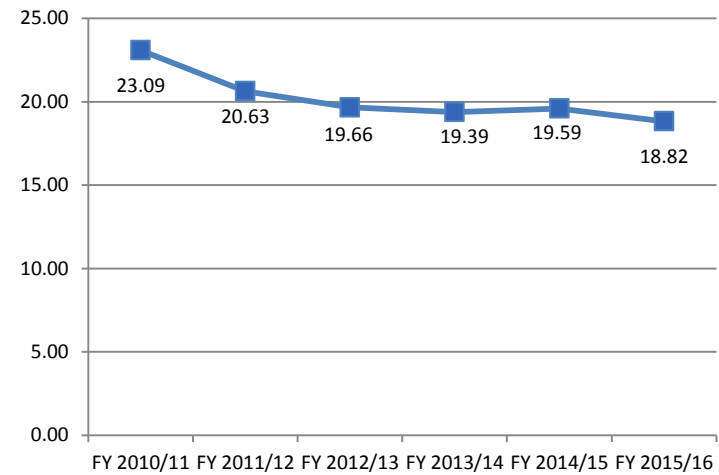
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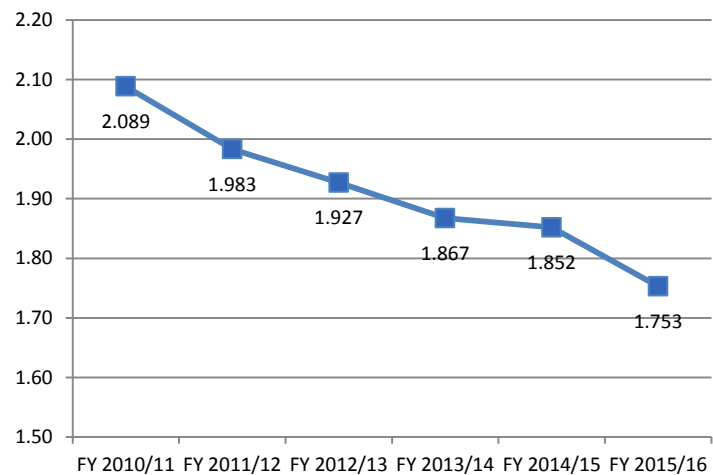
**Exhibit 5.17 Fixed-Route Operating Cost/Passenger**



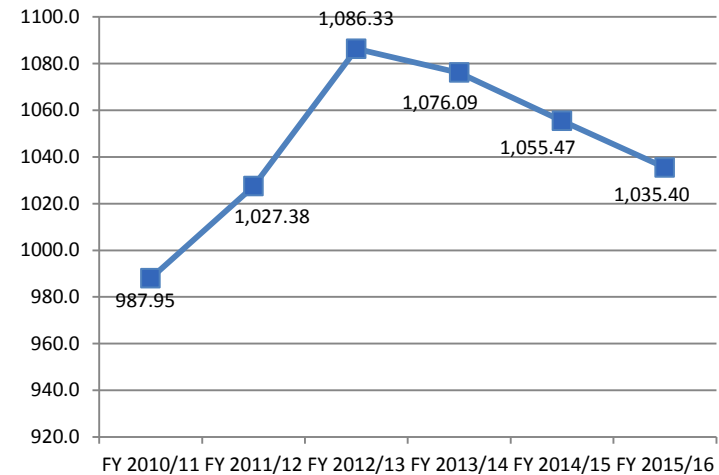
**Exhibit 5.18 Fixed-Route Passengers/VSH**



**Exhibit 5.19 Fixed-Route Passengers/VSM**



**Exhibit 5.20 Fixed-Route VSH/FTE**



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Exhibit 5.21 Fixed-Route Farebox Recovery

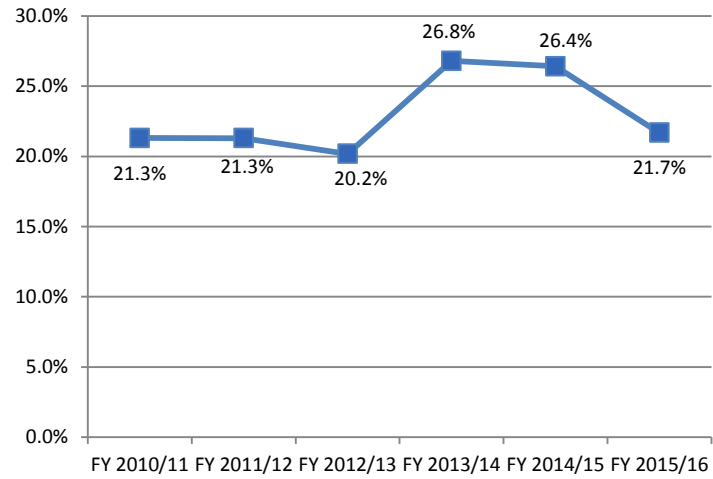
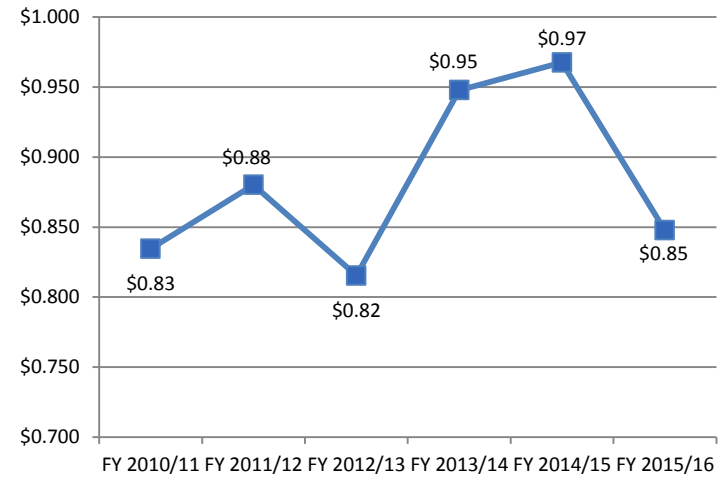


Exhibit 5.22 Fixed-Route Fare/Passenger



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#### Demand-Response Performance

Operating cost presented here excludes depreciation but not other allowable exclusions used in the calculation of farebox recovery ratio. Fare revenue includes passenger fares as well Medi-Cal reimbursements.

All performance metrics for demand-response increased across the audit period. Operating cost/VSH decreased, while operating cost/passenger remained relatively stable. Passengers/VSH and passengers/VSM both decreased, though farebox recovery increased. Overall, demand-response saw improvements with respect of efficiency (cost-related indicators) but some decreases in productivity (performance-related indicators).

Exhibit 5.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16
<b>Operating Cost (Actual \$)</b>	\$2,004,310	\$2,037,193	\$2,233,641	\$2,512,184	\$2,657,691	\$2,847,427
<i>Annual Change</i>		1.6%	9.6%	12.5%	5.8%	7.1%
<b>Fare Revenue (Actual \$)</b>	\$242,858	\$243,823	\$240,054	\$328,541	\$461,725	\$546,214
<i>Annual Change</i>		0.4%	-1.5%	36.9%	40.5%	18.3%
<b>Vehicle Service Hours (VSH)</b>	32,717	29,518	30,649	33,652	36,818	43,007
<i>Annual Change</i>		-9.8%	3.8%	9.8%	9.4%	16.8%
<b>Vehicle Service Miles (VSM)</b>	501,280	462,927	482,005	552,342	581,041	663,954
<i>Annual Change</i>		-7.7%	4.1%	14.6%	5.2%	14.3%
<b>Passengers</b>	76,730	68,618	70,927	82,495	84,604	93,274
<i>Annual Change</i>		-10.6%	3.4%	16.3%	2.6%	10.2%
<b>Employees</b>	32	30	30	32	34	39
<i>Annual Change</i>		-6.3%	0.0%	6.7%	6.3%	14.7%
<b>Performance Indicators</b>						
<b>Operating Cost/VSH (Actual \$)</b>	\$61.26	\$69.02	\$72.88	\$74.65	\$72.18	\$66.21
<i>Annual Change</i>		12.7%	5.6%	2.4%	-3.3%	-8.3%
<b>Operating Cost/Passenger (Actual \$)</b>	\$26.12	\$29.69	\$31.49	\$30.45	\$31.41	\$30.53
<i>Annual Change</i>		13.7%	6.1%	-3.3%	3.2%	-2.8%
<b>Passengers/VSH</b>	2.35	2.32	2.31	2.45	2.30	2.17
<i>Annual Change</i>		-0.9%	-0.4%	5.9%	-6.3%	-5.6%
<b>Passengers/VSM</b>	0.15	0.15	0.15	0.15	0.15	0.14
<i>Annual Change</i>		-3.2%	-0.7%	1.5%	-2.5%	-3.5%
<b>Farebox Recovery</b>	12.1%	12.0%	10.7%	13.1%	17.4%	19.2%
<i>Annual Change</i>		-1.2%	-10.2%	21.7%	32.8%	10.4%
<b>Hours/Employee</b>	1,022.4	983.9	1,021.6	1,051.6	1,082.9	1,102.7
<i>Annual Change</i>		-3.8%	3.8%	2.9%	3.0%	1.8%
<b>TDA Non-Required Indicators</b>						
<b>Operating Cost/VSM</b>	\$4.00	\$4.40	\$4.63	\$4.55	\$4.57	\$4.29
<i>Annual Change</i>		10.1%	5.3%	-1.9%	0.6%	-6.2%
<b>VSM/VSH</b>	15.32	15.68	15.73	16.41	15.78	15.44
<i>Annual Change</i>		2.4%	0.3%	4.4%	-3.8%	-2.2%
<b>Fare/Passenger</b>	\$3.17	\$3.55	\$3.38	\$3.98	\$5.46	\$5.86
<i>Annual Change</i>		12.3%	-4.8%	17.7%	37.0%	7.3%

Sources: All FY 2010/11 – FY 2012/13 data from prior Triennial Performance Audit.  
 FY 2013/14 – FY 2015/16 operating cost and fare revenue from Comprehensive Annual Financial Reports.  
 FY 2013/14 – FY 2015/16 Performance data from State Controller Reports.



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Exhibit 5.24 Demand-Response Ridership

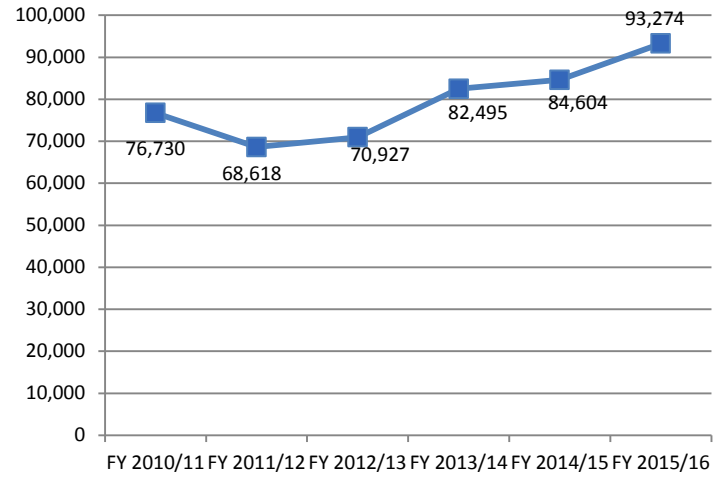


Exhibit 5.25 Demand-Response Operating Cost/VSH

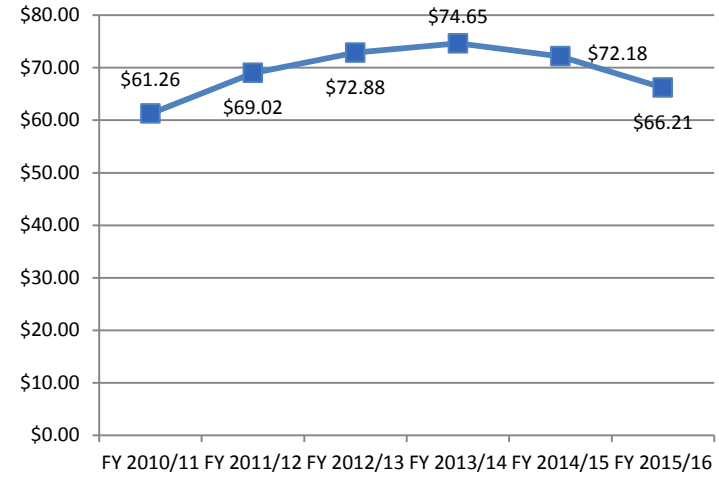
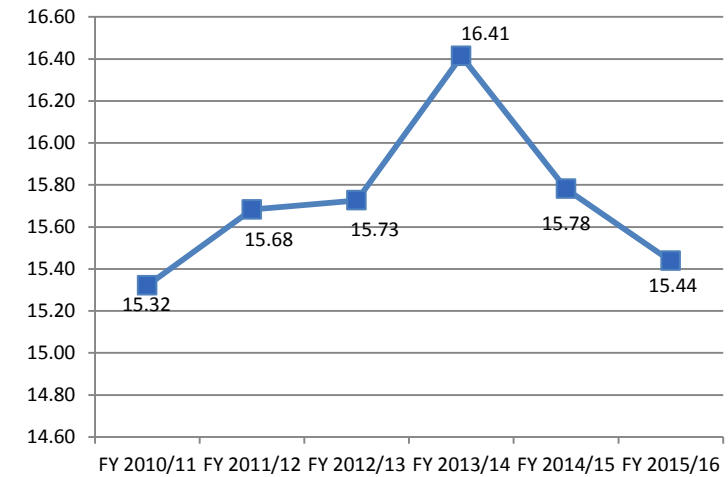


Exhibit 5.26 Demand-Response Operating Cost/VSM



Exhibit 5.27 Demand-Response VSM/VSH



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Exhibit 5.28 Demand-Response Operating Cost/Passenger

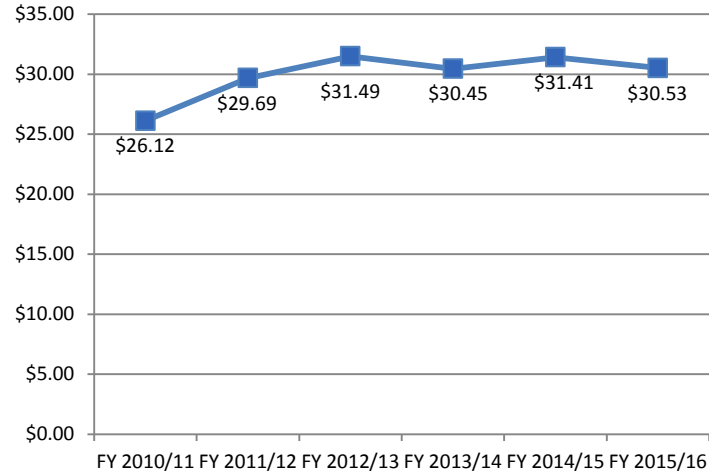


Exhibit 5.29 Demand-Response Passengers/VSH

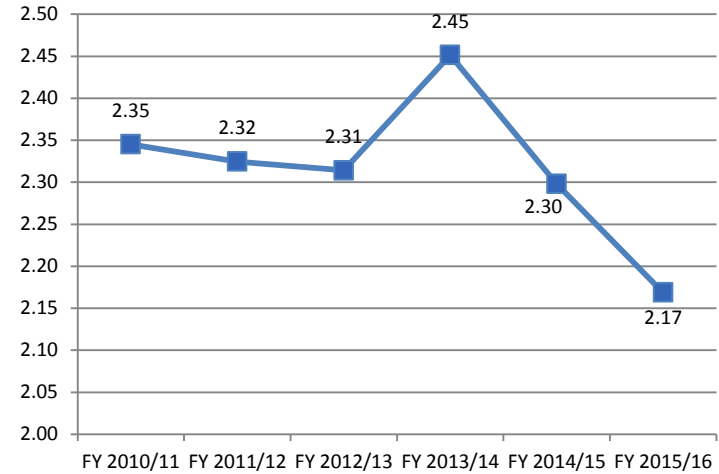


Exhibit 5.30 Demand-Response Passengers/VSM

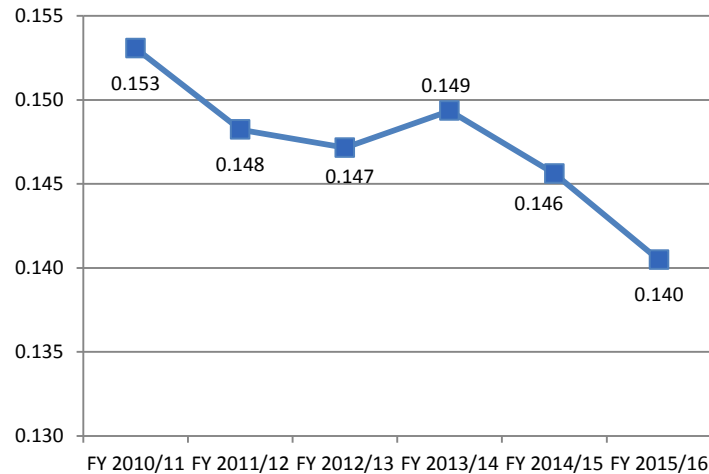
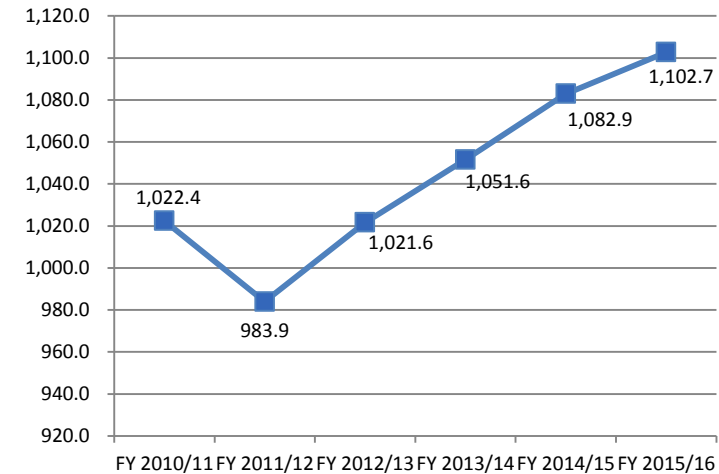


Exhibit 5.31 Demand-Response VSH/FTE



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Exhibit 5.32 Demand-Response Farebox Recovery

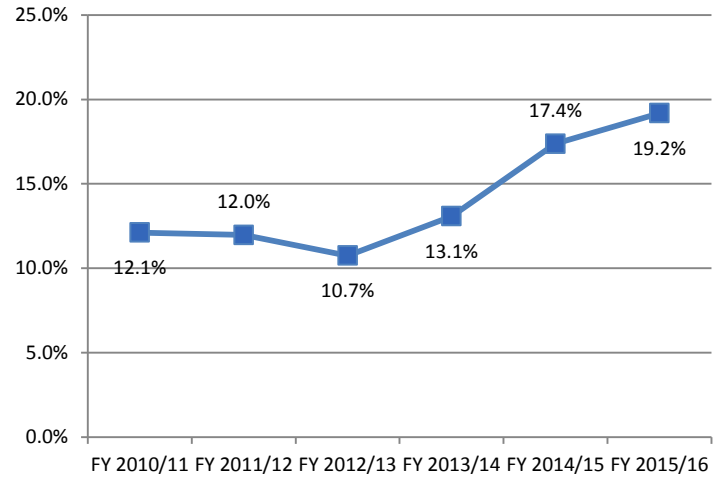
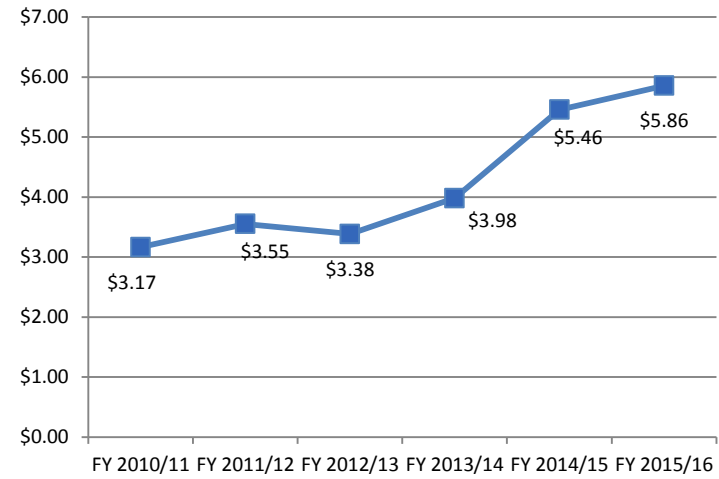


Exhibit 5.3 Demand-Response Fare/Passenger



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# Chapter 6

## Functional Review

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

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

### Service Overview

The Gold Coast Transit District (GCTD) provides bus and paratransit services in the cities of Ojai, Oxnard, Port Hueneme, and Ventura, as well as in unincorporated areas of western Ventura County. Serving a population of approximately 375,000 and carrying approximately 4 million riders per year, GCTD is the largest public transit service provider in Ventura County. GCTD operates 22 fixed routes (including four school trippers) from approximately 4:45 a.m. to 10:30 p.m. weekdays, and weekends from approximately 4:45 a.m. to 10 p.m.

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

GCTD's accomplishments during the audit period include:

- In 2013 the Gold Coast Transit District was formed via legislation (Assembly Bill 664). The transition from Gold Coast Transit to Gold Coast Transit District took place on July 1, 2014.
- In 2014 Gold Coast Transit District was named Small Agency of the Year by the California Transit Association.
- In 2015 GCTD unveiled a new logo and bus paint scheme to coincide with the purchase of replacement buses.



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- During the 2015 rebranding, GCTD unveiled a new ACCESS logo and paint scheme, and purchased new, smaller paratransit vehicles which offer the benefits of improved fuel economy and accessibility.
- GCTD moved forward on plans to design and build a new Operations and Maintenance Facility on a 15-acre site in an industrial area on Auto Center Drive. The project, financed by bonds, has received FTA concurrence and Board approval. A notice to proceed on the construction contract was issued in spring 2017.

### Fare Structure

Exhibit 6.1 details GCTD's fixed-route structure, while Exhibit 6.2 illustrates the ACCESS paratransit and senior fare structure.

Exhibit 6.1 Fixed-Route Service Fare Structure

Fare Category	Fare
Adults and youth	\$1.50
Children under 45" when accompanied by fare-paying adult	Free
Seniors (age 65-74), persons with disability, veterans (with proof of age or GCTD Reduced Fare ID)	\$0.75
Seniors (age 75+)	Free

Type of Pass	Fare
Adult day pass	\$4.00
Adult 15-ride pass	\$20.00
Adult 31-day pass	\$50.00
Youth day pass	\$4.00
Youth 15-ride pass	\$15.00
Youth 31-day pass	\$40.00
Day pass – reduced fare (seniors 65-74 and persons with disability)	\$2.00
15-day pass – reduced fare (seniors 65-74 and persons with disability)	\$10.00
31-day pass – reduced fare (seniors 65-74 and persons with disability)	\$25.00

Exhibit 6.2 ACCESS Fare Structure

Fare Category	Fare
Regular fare (ADA certified or Senior)	\$3.00
Guests	\$3.00
Personal care attendant (PCA)	Free
Senior Nutrition Program Transportation	Free
Book of 10 tickets	\$30.00

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### General Management and Organization

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

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

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

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

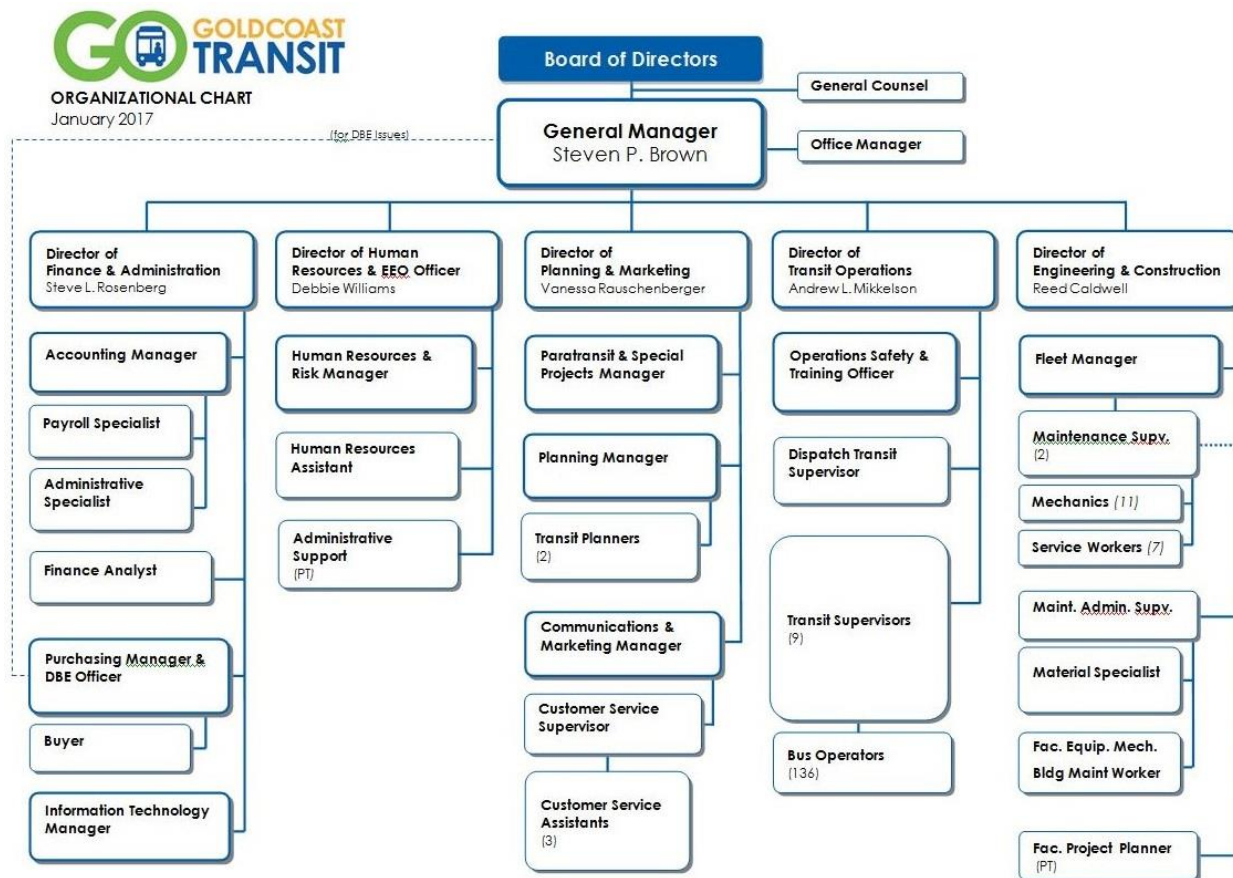
The management team meets weekly and reports monthly to the Board. Each department has its own processes for performance monitoring.

GCTD considers itself structured and staffed appropriately. The structure is assessed annually and adjusted if necessary (for example, additional employees were hired in the finance department). GCTD makes use of interns and part-time staff for cost-effective assistance. Full-time employees are cross-trained for redundancy.

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

GCTD's organizational chart is illustrated in Exhibit 6.3.

Exhibit 6.3 Organizational Chart



Source: Gold Coast Transit District.

GCTD stays connected with other transit operators in the region, including participation in VCTC Transcom meetings and discussions regarding regional fare planning.

In FY 2014, GCTD added a new Route 21 and expanded service hours and frequency for other routes. Hours were extended in FY 2016, and a new Route 22 was added to assist with unserved areas of the service area. Route 22 helps address lost service when underperforming Route 14 was eliminated. Each route—existing and new—is monitored separately for performance; data is reported to the Board. Route 21 has exceeded projections; Route 22 ridership is lower but has progressed. Route 22 is still lacking some bus stops, which are being built by the County.

### Service Planning

In February 2014, the GCTD Board of Directors adopted its Fixed-Route Service Planning Guidelines & Evaluation Policy document, which provides guidelines for service planning, evaluation, and promotion. The document also helps establish priorities for allocation of resources. The Guidelines call for data-based decisions including community feedback, performance data, and demographic information. Economic downturns, relocation of employment centers, or other changes are factored in to service plans. Quarterly reports inform service changes, which take place twice annually. GCTD planners attend



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City planning meetings to identify upcoming developments, review General Plan updates, and hold standing discussions regarding development at Technical Advisory Committee meetings.

Recommendations must be evaluated based on ridership criteria and economic impact (including subsidy per passenger). Any implemented recommendations must be monitored for effectiveness. GCTD does not own bus stops, but its policy is to work with member agencies to determine ideal placement.

GCTD is guided by a short range transit plan spanning FY 2015 to FY 2019. The SRTP was adopted in fall 2015. Service plans are updated annually based on the Fixed-Route Service Planning Guidelines & Evaluation Policy. Development of annual service plans is based on community feedback from stakeholders including elected officials, staff from member jurisdictions, neighborhood councils, transit advocacy groups such as Central Coast Alliance United for a Sustainable Economy (CAUSE), Alliance for Sustainable and Equitable Regional Transit (ASERT), and school district officials, as well as public meetings and customer comments delivered via a variety of channels. Feedback for the SRTP included rider and community surveys, as well as outreach events. Outreach ahead of service changes includes attendance at community events, including farmers markets, Ojai Day, and Earth Day events. Feedback for paratransit services largely comes from advocacy groups. GCTD also accepts comments and complaints on its website, via phone, and email.

GCTD has implemented some recommendations from the SRTP. A larger restructuring of service is anticipated following completion of the new Operations and Maintenance facility in late 2018.

Planning for special transportation needs is constantly evolving. A formal meeting with the paratransit service contractor is held once a month; discussions take place several times per day. ACCESS meets federal and state requirements for serving people with disabilities.

### Scheduling, Dispatch, and Operations

Drivers bid on assignments twice per year, with awards based on seniority.

Vehicles are assigned to routes somewhat randomly based on location in the yard, although 35-foot buses are assigned to smaller, low-demand, or neighborhood routes. Hold sheets are used to ensure vehicles that are not in good repair are not assigned to routes. All drivers are qualified to drive all vehicles.

Demand-response passengers are currently assigned to trips utilizing Trapeze PASS automated software. An RFP has been issued to potentially identify alternatives. Subscription trips make up approximately 35 percent of trips.

Pick-up windows for demand-response trips are 10 minutes on either side of the scheduled time. Drivers will wait five minutes within that window. If a passenger doesn't show, dispatchers will try to contact the passenger by phone before instructing the driver to proceed to the next stop.

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### Personnel Management and Training

GCTD typically is able to recruit enough operators to meet its needs. Recruiting has been impacted by low unemployment levels, but not to the point of impacting service. Drivers are recruited via newspaper ads and Indeed.com; other avenues are also being considered. At the time of the audit site visit, two drivers were in training. Another class was scheduled to start in approximately three weeks.

GCTD considers a key to employee motivation to be effective leadership, and emphasis is placed on coaching and training of leaders. GCTD employs an executive coach/psychologist.

Employee turnover is fairly low, between nine and 12 percent, due primarily to retirements, employees who move out of the jurisdiction, or those who do not make it through their probationary period.

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

Personnel rules are spelled out in GCTD's Bus Operator Policy book as well as the labor agreement. GCTD enforces a no-tolerance alcohol policy. Represented employees are subject to a progressive, points-driven discipline policy.

### Administration

The General Manager sets priorities for the year. The Director of Finance & Administration is responsible for managing the annual budget, which includes meeting with departments to determine line items. The Finance and Administration Department develops costs for operation of the system for the upcoming fiscal year based upon recommendations from the completed evaluation process and other requirements from each department. The Planning & Marketing Department establishes the marketing plan, service schedule (including hours and miles), and route plans based on the approved budget and availability of revenue vehicles.

The draft operating budget is presented to the Technical Advisory Committee, then to the Board for review. Following a hearing, the budget is adopted. Historically, operations expenses are intended to come in below revenue, especially given there is no opportunity to request additional funds. Expenses have been high compared to revenue in recent years, but GCTD has never gone over budget.

The Planning Manager is responsible for all aspects of grants applications, including progress reporting. GCTD has not lost any grants.

GCTD participates in the California Transit Indemnity Pool (CalTIP), a member-driven public sector organization dedicated to providing stable, cost-effective insurance, risk management, and safety services to public transit agencies. GCTD has an on-staff Risk Manager who is responsible for proactive safety/loss prevention initiatives. GCTD also has a current disaster preparedness and response plan.

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The Paratransit & Special Projects Manager is responsible for overseeing the contract with MV Transportation. Contract performance is evaluated via invoices, twice-weekly performance reviews, and onboard cameras.

GCTD contracts out numerous services, including janitorial, lift maintenance, diesel generation, landscaping, and copiers. All GCTD passenger facilities are owned and maintained by GCTD's member agencies. However, GCTD provides a portion of the annual TDA allocation to each member to fund the maintenance of passenger facilities.

GCTD has outgrown its operations and maintenance facility at 301 East Third Street in Oxnard, which is bordered on two sides by residential neighborhoods. During the audit period through early 2017, GCTD moved forward with plans to develop a new LEED certified facility at 1901 Auto Center Drive in Oxnard, a more industrial area of the city.

The current facility was originally designed and built for up to 35 30-to-35-foot buses, yet GCTD's current fleet of 56 fixed-route buses far surpasses that number. GCTD's paratransit vehicles are housed in a separate facility operated by MV Transportation (paratransit vehicles are fueled at the GCTD facility). The site also has limited parking and offices are overcrowded—GCTD added office trailers in the parking lot to house staff.

Site acquisition of the property is complete and GCTD has received CEQA and NEPA clearance. In early 2017 a contract was awarded for construction. The new Administration and Operations Facility will enable GCTD to more than double service by accommodating significantly larger fleet.

GCTD also upgraded its Customer Service Center at the Oxnard Transportation Center, including adding three sales windows, replacing electronic systems, reorganizing interior space, improving security systems, and reconstructing the interior restroom to meet ADA standards.

GCTD is preparing a Cash Handling Procedures manual to guide fare revenue collection. The draft is 90 percent complete, including chains of command for receiving, verifying, and depositing cash, checks, and fare media at various locations. Procedures will be updated when the new facility is complete to improve cash-handling processes.

Payroll processes are designed to provide oversight; two signatures are required for both payroll and accounts payable. However, accounts payable is not separate from accounts receivable.

All procurements between \$50,000 and \$100,000 are taken to the Board as an advising item. Procurements follow FTA regulations. The General Manager must compare procurements over \$100,000 to budget authorizations. The Director of Engineering and Construction must review procurements over \$25,000. GCTD has taken the lead in several joint procurements, including for fareboxes, automatic passenger counters, software, and buses.

GCTD does not have an internal audit function. An outside auditor is utilized for fiscal audits.

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### Marketing and Public Information

The Director of Planning and Marketing is responsible for marketing activities. Despite a limited marketing budget, GCTD conducts numerous marketing and public information activities. A new bus book is produced every six months. Veterans Day promotions, service change outreach, sponsorships with local changers and social services agencies all help increase awareness. Campaigns have included “Selfie September” and “Name That Stop” as interactive activities to increase public participation. Buses are taken to various events to help familiarize the community with the vehicles.

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

The most significant activity was the service rebranding in 2015. This included a new logo and bus paint scheme and a new ACCESS logo and paint scheme. The bright colors have helped invigorate public perception of the service.



### Maintenance

GCTD utilizes FleetNet software to produce work orders for preventive maintenance. Staff believes it would be beneficial to utilize a more robust fleet/asset management program, especially with new FTA Transit Asset Management requirements and the construction of the new operations and maintenance facility.

Some repairs covered under the manufacturers’ warranty are done in-house, while some are sent to Cummins or a local engine shop (primarily the new Gilligs). All in-house warranty work is submitted through the manufacturer. Repairs that are sent out typically include body work/painting, front end alignments, and tire repair.



The current facility is equipped with three bays (two with lifts, one with a pit). The new facility will include eight bays (one with a pit and four with lifts), with the opportunity to add four more as part of an expansion. The new facility will be designed for a 125-bus capacity.

Unsafe vehicles are flagged in multiple ways to ensure they are not used in service. A hold list is given to dispatchers, and a hold notice placed on the vehicle’s steering wheel informs drivers that the bus should not be driven.

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The backlog for repairs and preventive maintenance fluctuates, but is rarely more than three or four days. Parts inventories are sufficient for 30 to 90 days.

Exhibit 6.4 Gold Coast Transit District Fleet

Make	Year	Quantity	Mode
NABI	2008	9	Fixed-route
NABI	2009	8	Fixed-route
New Flyer	2006	26	Fixed-route
Gillig	2015	8	Fixed-route
Gillig	2016	5	Fixed-route
El Dorado	2008	26	Paratransit
MV-1	2014	14	Paratransit

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## Chapter 7

# Findings and Recommendations

### Conclusions

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

### Findings and Recommendations

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

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