



Fresno Council
of Governments



**FYs 2012-13, 2013-14, and 2014-15
Triennial Performance Audit
of Clovis Transit Services**

**Submitted to
Fresno Council of Governments**

January 2017

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Section I

Introduction

California's Transportation Development Act (TDA) requires that a triennial performance audit be conducted of public transit entities that receive TDA revenues. The performance audit serves to ensure accountability in the use of public transportation revenue.

The Fresno Council of Governments (Fresno COG) engaged Michael Baker International to conduct the TDA triennial performance audit of the public transit operators under its jurisdiction in Fresno County. This performance audit is conducted for the City of Clovis Transit Services covering the most recent triennial period, fiscal years 2012-13 through 2014-15.

The purpose of the performance audit is to evaluate Clovis' effectiveness and efficiency in its use of TDA funds to provide public transportation in its service area. This evaluation is required as a condition for continued receipt of these funds for public transportation purposes. In addition, the audit evaluates Clovis' compliance with the conditions specified in the California Public Utilities Code (PUC). This task involves ascertaining whether Clovis is meeting the PUC's reporting requirements. Moreover, the audit includes calculations of transit service performance indicators and a detailed review of the transit administrative functions. From the analysis that has been undertaken, a set of recommendations has been made which is intended to improve the performance of transit operations.

In summary, this TDA audit affords the opportunity for an independent, constructive, and objective evaluation of the organization and its operations that otherwise might not be available. The methodology for the audit included in-person interviews with management, collection and review of agency documents, data analysis, and on-site observations. The *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, published by the California Department of Transportation (Caltrans), was used to guide in the development and conduct of the audit.

Overview of the Transit System

The City of Clovis operates a general public fixed-route bus service and a specialized demand-response service for the elderly and disabled. The respective branded services are known as Stageline and Round Up. The transit program is administered by a transit supervisor under the City's Community Services Division of the General Services Department, who manages the day-to-day operations of the transit system. The General Services manager provides managerial and administrative oversight of the transit program. Both operations and maintenance of the transit service are performed in-house by City personnel. Input into the decision-making process is aided by two committees: the City of Clovis ADA Advisory Committee and the Fresno COG Social Services Transportation Advisory Committee.

Through adoption of a Senate Bill (SB) 826 Inventory and Action Plan for Fresno County in 1994, the Fresno COG designated the Round Up demand-response service as a consolidated

transportation services agency (CTSA) for the Clovis urbanized area. The most significant social service agency in the city is the Clovis Senior Service Center.

Clovis, which was incorporated in 1912, is the second largest city in Fresno County, located northeast of the City of Fresno. Clovis has a total land area of 23.28 square miles. The 2010 US Census data showed a population of 95,631, which grew 39.7 percent since the 2000 US Census. The senior citizen population, comprising residents aged 65 and older, is 10.57 percent. Based on the 2016 California Department of Finance estimate, Clovis' population has grown to 108,039 residents.

Known as the "Gateway to the Sierras," Clovis has maintained a small town community spirit as envisioned by its early founders, which is exemplified by such community events as the annual Rodeo Days, Big Hat Days, and Clovisfest celebration. The city's economic base consists of retail, services, and light manufacturing. Availability of housing, a renowned school system with modern facilities, responsive safety services, a mild climate, access to varied recreational opportunities, and strong community identity all contribute to a strong sense of place and high quality of life.

System Characteristics

The city's transit system comprises the Stageline fixed-route and Round Up demand-response services. Stageline operates Monday through Friday from 6:00 a.m. to 6:45 p.m. and Saturday from 7:30 a.m. to 3:30 p.m. The service does not operate on the following observed holidays: New Year's Day, Presidents' Day, Easter, Memorial Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas Day. A limited service schedule from 7:30 a.m. to 4:00 p.m. with 45-minute headways is operated on Martin Luther King Jr. Day, Veterans Day, the Day after Thanksgiving, Christmas Eve, and New Year's Eve. Christmas Eve and New Year's Eve service schedules vary depending on the day of the week those holidays fall.

Fixed Route: The Clovis Transit Stageline initially began service in July 1980 as a demand-response service that replaced the fixed-route services formerly provided by the Fresno Area Express (FAX). In August 1990, fixed-route service was implemented and operated by contract. In September 1999, the City began direct operation of the service. Stageline currently operates four fixed routes with some service into neighboring Fresno. The majority of routes operate at 30-minute frequencies Monday through Friday with limited Saturday service. Routes 70 and 80 operate as tripper services to several school sites located in east and north Clovis. Portions of FAX Routes 9 and 28 operate in the City of Clovis and are subsidized by Clovis through an agreement based on the number of service hours and miles provided in Clovis. Payments include only direct fixed-route service costs. A summary of Stageline's fixed-route service is presented in Table I-1.

**Table I-1
Clovis Transit Fixed-Route Services**

Route Number	Description	Frequency/Operation	Destinations/Timepoints
10	Fresno State University/Northwest Clovis	Every 30 minutes (Monday through Friday from 5:58 a.m. to 6:38 p.m.) Every 30-60 minutes (Saturday from 7:30 a.m. to 3:28 p.m.)	<ul style="list-style-type: none"> ▪ Community College District ▪ Buchanan Ed Complex ▪ Bicentennial Park ▪ Clovis Civic Center ▪ Old Town Clovis ▪ Fresno State University ▪ Peachwood Medical ▪ Institute of Technology
50	Northeast Clovis/Southwest Clovis	Every 30 minutes (Monday through Friday from 6:10 a.m. to 6:43 p.m.) Every 30-60 minutes (Saturday from 7:35 a.m. to 3:30 p.m.)	<ul style="list-style-type: none"> ▪ Clovis Community Hospital ▪ Herndon & Fowler ▪ Clovis Civic Center ▪ Clovis High School ▪ Shaw & Fowler ▪ Sierra Vista Mall ▪ Ashlan & Peach ▪ Indian Health Center
70	Reagan Education Center Express	<i>Clovis Unified School Schedule Only</i> 1 Morning/1 Afternoon Trip 7:10 a.m. & 2:55 p.m.	<ul style="list-style-type: none"> ▪ Gettysburg Elementary School ▪ Reyburn Intermediate ▪ Clovis East High School ▪ Reagan Education Center ▪ Sierra Vista Mall
80	Buchanan Education Center Express	<i>Clovis Unified School Schedule Only</i> 1 Morning/1 Afternoon Trip 7:02 a.m. & 2:50 p.m.	<ul style="list-style-type: none"> ▪ Clovis Adult Education ▪ Herndon & Clovis ▪ Buchanan High School ▪ Alta Sierra Intermediate School ▪ Bicentennial Park

Source: City of Clovis

Dial-A-Ride: The Round Up demand-response service began operating in January 1979 under an Older Americans Act grant. As grant funding was phased out, the City utilized local Measure C transportation sales tax and Local Transportation Fund (LTF) funding to sustain the service. In FY 1988, weekday service was expanded to include trips to Fresno based on a zonal fare.

Currently, demand-response service provides both curb-to-curb and door-to-door service within the sphere of influence (SOI) of the City of Clovis. Round Up is the primary transit service for seniors and disabled riders in the Clovis area, including those certified under the Americans with Disabilities Act (ADA), who are unable to ride the Stageline fixed route. The service operates 7 days a week in Clovis. During the week, the hours of operation are from 6:00 a.m. to 6:00 p.m. and on weekends from 7:30 a.m. to 3:00 p.m. Fresno service operates during the week from 7:00 a.m. to 4:00 p.m. All return Clovis trips must be requested by 4:00 p.m. The demand-

response system accepts both advanced reservations up to 14 days ahead and real-time reservations based on availability.

Fares

Clovis Transit’s fares are structured according to service type, passenger category, and fare media. Senior and disabled fares require proper identification. The fare structure is shown in Table I-2:

**Table I-2
Clovis Transit Fare Schedule**

Fixed Route	Fare
General	\$1.25
Senior (Age 65 and older with ID)	Free
Disabled (with proof of disability)	Free
Children (Age 5 and under up to a maximum of four children)	Free
Transfers	Free
Demand Response	
Zone 1 (Clovis City Limits)	\$1.25
Zone 2 (to/from Fresno south to McKinley & west to Palm)	\$2.00
Zone 3 (to/from Fresno south to Kings Canyon and west to West Avenue)	\$2.75
Monthly Passes	
20-Ride Pass	\$23.00
Metro Pass (FAX & Clovis Transit)	\$48.00

Source: City of Clovis

Fleet

Clovis Transit operates a fleet of 30 active vehicles for revenue service. Thirteen are used for Stageline bus service and range from 21 to 29 passenger seating capacity. The fleet operates on diesel and gasoline. All Stageline buses are equipped with bike racks. Table I-3 summarizes the composition of the fixed route fleet:

**Table I-3
Clovis Transit Stageline Fleet Inventory**

Year	Make & Model	Quantity	Fuel type	Seating Capacity
2007	Chevy Goshen	3	Diesel	28
2007	Glaval-GMC	2	Gasoline	29
2008	Glaval-GMC	6	Diesel	21
2015	Champion	2	Diesel	29
Total		13		

Source: City of Clovis

The remaining 17 vehicles in the fleet are used for Round Up service and seat between 16 and 22 passengers. All vehicles are lift equipped. Table I-4 summarizes the composition of the demand response fleet:

**Table I-4
Clovis Transit Round Up Fleet Inventory**

Year	Make & Model	Quantity	Fuel type	Seating Capacity
2001	Ford El Dorado	1	Diesel	16
2005	Glaval-GMC	1	Diesel	22
2007	Glaval-GMC	1	Gasoline	21
2008	Glaval-GMC	8	Diesel	21
2012	Arboc Low Floor	6	Diesel	21
Total		17		

Source: City of Clovis

In addition to its regular fleet, Clovis operates seven service vans and one motorized trolley. The trolley is rented out on a charter basis.

Section II

Operator Compliance Requirements

This section of the audit report contains the analysis of Clovis’ ability to comply with state requirements for continued receipt of TDA funds. The evaluation uses *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Agencies*, which was developed by Caltrans to assess transit operators. The guidebook contains a checklist of 11 measures taken from relevant sections of the PUC and the California Code of Regulations. Each of these requirements is discussed in the table below, including a description of the system’s efforts to comply with the requirements. In addition, the findings from the compliance review are described in the text following the table.

TABLE II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
<p>The transit operator submitted annual reports to the RTPA based upon the Uniform System of Accounts and Records established by the State Controller. Report is due 90 days after end of fiscal year (Sept. 30), or 110 days (Oct. 20) if filed electronically (internet).</p>	<p>Public Utilities Code, Section 99243</p>	<p>Completion/submittal dates (internet filing):</p> <p><i>Fixed Route:</i></p> <p>FY 2013: December 2, 2013 FY 2014: November 21, 2014 FY 2015: November 17, 2015</p> <p><i>Specialized Service:</i></p> <p>FY 2013: December 2, 2013 FY 2014: November 21, 2014 FY 2015: November 17, 2015</p> <p>The Transit Operators Financial Transactions Report prepared in FYs 2014 and 2015 were submitted to the State Controller and RTPA after the filing date.</p> <p>Conclusion: Not in Compliance</p>

TABLE II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
<p>The operator has submitted annual fiscal and compliance audits to the RTPA and to the State Controller within 180 days following the end of the fiscal year (Dec. 27), or has received the appropriate 90 day extension by the RTPA allowed by law.</p>	<p>Public Utilities Code, Section 99245</p>	<p>Completion/submittal dates:</p> <p>FY 2013: June 20, 2014 FY 2014: March 26, 2015 FY 2015: March 31, 2016</p> <p>The FY 2013 TDA compliance audit was submitted beyond the 90-day extension. A 90-day extension was granted by the RTPA pursuant to the TDA statute for the FY 2014 and FY 2015 TDA audits.</p> <p>Conclusion: Partial Compliance</p>
<p>The CHP has, within the 13 months prior to each TDA claim submitted by an operator, certified the operator’s compliance with Vehicle Code Section 1808.1 following a CHP inspection of the operator’s terminal.</p>	<p>Public Utilities Code, Section 99251 B</p>	<p>The City of Clovis participates in the CHP Transit Operator Compliance Program in which the CHP has conducted inspections within the 13 months prior to each TDA claim. Copies of certificates are attached to TDA claims. Copies of certificates were also submitted to the auditor for review.</p> <p>Inspections were conducted at the City’s Corporation Yard located 155 North Sunnyside Avenue, Clovis.</p> <p>Inspection dates applicable to the audit period were: October 8 & 11, 2012; November 4, 5, 6, & 9, 2013; and December 2 & 4, 2014.</p> <p>Inspections were rated “satisfactory” by the CHP.</p> <p>Conclusion: Complied</p>

TABLE II-1		
Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
The operator's claim for TDA funds is submitted in compliance with rules and regulations adopted by the RTPA for such claims.	Public Utilities Code, Section 99261	As a condition of approval, the City of Clovis' annual claims for LTF and State Transit Assistance (STA) are submitted in compliance with rules and regulations adopted by Fresno COG. COG staff provides assistance as necessary to the agency in completing the claim. Conclusion: Complied
If an 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.	Public Utilities Code, Section 99270.1	Clovis Transit only serves an urbanized area and is not subject to this requirement. Conclusion: Not Applicable
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	Public Utilities Code, Sections 99266	Percentage increase in the Clovis Transit operating budget: FY 2013: +11.7% FY 2014: +2.9% FY 2015: +7.1% The increase in the FY 2013 operating budget is attributed to salaries and compensation, extra help, administration and overhead, and vehicle charges. Source: FY 2012-2015 City of Clovis Annual Budgets. Conclusion: Complied

TABLE II-1		
Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
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.	Public Utilities Code, Section 99247	The City of Clovis definition of performance measures is consistent with PUC Section 99247. Conclusion: Complied
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating costs at least equal to one-fifth (20 percent), unless it is in a county with a population of less than 500,000, in which case it must maintain a ratio of fare revenues to operating costs of at least equal to three-twentieths (15 percent), if so determined by the RTPA.	Public Utilities Code, Sections 99268.2, 99268.3, 99268.12, 99270.1.	The system’s audited fare ratios are as follows (with and without local Measure C): Fixed Route: FY 2013: 20.00% (6.05%) FY 2014: 20.00% (5.10%) FY 2015: 20.00% (7.21%) Demand Response: FY 2013: 10.00% (4.87%) FY 2014: 10.00% (3.75%) FY 2015: 10.00% (3.72%) While the audited farebox without Measure C funds (in parentheses) shows that the City does not meet the minimum TDA farebox requirement, the audited farebox inclusive of Measure C meets the farebox requirement allowable by TDA law.

TABLE II-1		
Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
		<p>Source: Annual Fiscal and Compliance Audits.</p> <p>Conclusion: Complied</p>
<p>If the operator serves a rural area, it has maintained a ratio of fare revenues to operating costs at least equal to one-tenth (10 percent).</p>	<p>Public Utilities Code, Sections 99268.2, 99268.4, & 99268.5</p>	<p>The Clovis Transit service area does not serve a rural area and is subject to the urbanized area farebox ratio requirement.</p> <p>Conclusion: Not Applicable</p>
<p>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 within 40 years.</p>	<p>Public Utilities Code, Section 99271</p>	<p>To be eligible for TDA funds, the annual TDA claims form requires a sign-off from the transit claimant to comply with standard assurances, one of which is that the City’s retirement system is funded.</p> <p>The City staff’s retirement is funded through the California Public Employees Retirement System (CalPERS).</p> <p>Conclusion: Complied</p>
<p>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.</p>	<p>California Code of Regulations, Section 6754(a)(3)</p>	<p>As a recipient of STA funds, the City of Clovis does not utilize Federal Transit Administration funds.</p> <p>Conclusion: Not Applicable</p>

Findings and Observations from Operator Compliance Requirements Matrix

1. Of the compliance areas pertaining to Clovis, the operator fully complied with six of eight requirements. The operator was found not in compliance with the timely submittal of its Transit Operators Financial Transactions Report to the State Controller during the audit period. With regard to the timely completion of the annual fiscal and compliance audits, the operator was found in partial compliance. Three additional compliance requirements are not applicable to Clovis (i.e., intermediate farebox recovery ratio, rural area farebox recovery, and use of federal funds).
2. The City of Clovis participates in the CHP Transit Operator Compliance Program in which the CHP has conducted inspections within the 13 months prior to each TDA claim. The CHP inspection reports submitted for review were found to be satisfactory.
3. The City's transit operating budget exhibited modest increases during the audit period, but did not exceed 15 percent. The budget increased 11.7 percent in FY 2013 due to higher salaries and compensation, extra help, administration and overhead, and vehicle charges. The budget increased 2.9 percent in FY 2014 and 7.1 percent in FY 2015.
4. Based on the available data from the Annual Fiscal and Compliance Audits, the City's required farebox recovery ratio was met with the assistance of local Measure C funds. The audited farebox with Measure C revenue for fixed route was 20 percent and 10 percent for demand response. The average farebox for the fixed route without local funds was 6.12 percent and the average farebox for demand response without local funds was 4.11 percent during the audit period.

Section III

Prior Triennial Performance Recommendations

The City of Clovis' efforts to implement the recommendations made in the prior triennial audit are examined in this section of the report. For this purpose, each prior recommendation for the agency is described, followed by a discussion of the agency's efforts to implement the recommendation. Conclusions concerning the extent to which the recommendations have been adopted by the agency are then presented.

Prior Recommendation 1

Further automate the tracking of on-time performance through technology.

Actions taken by the City of Clovis:

Background: The prior audit noted that with the implementation of fleet management software technologies, such as Zonar, the City has GPS and mapping capabilities to improve service efficiencies. The on-time performance data provided by the Transit Division contained only a sampling of stops surveyed during the prior audit period. Transitioning to an automated system capable of obtaining multiple observations for each route would improve the accuracy of the data and better information for planning of service. It was suggested that the City continue efforts toward the use of technology as a basis for collecting service information for route planning and driver training.

Action: In response to this recommendation, the City has implemented the use of its Zonar system for tracking on-time performance. This was done in conjunction with the installation of the Genfare SPX electronic farebox system. With these additional technological resources in place, Clovis is able to better calculate on-time performance and track the location of each transit vehicle in service. In addition, this data will be used to evaluate route and service changes. On-time performance on Round Up is calculated with the new Easy Rides by Mobilitat software.

Conclusion:

This recommendation has been implemented.

Prior Recommendation 2

Continue to market the travel training program.

Actions taken by the City of Clovis:

Background: The City has generally offered travel training to prospective riders upon request. As there is a significant incentive for seniors and disabled people to ride the fixed route through a free fare, along with improved accessibility to bus stops, a robust travel training program would be a natural progression in continuing to grow ridership on Stageline. Transit staff engage local senior and social service agencies to take public transportation while the City has been active in ensuring that a majority of its bus stops and shelters are ADA-accessible and compliant. It was suggested that further marketing of the travel training program could be a coordinated effort between the City and its CTSA partners as well as social service agencies such as the Central Valley Regional Center.

Action: Clovis continues to provide travel training upon request but has yet to establish a formal travel training program. The need for such a program has become more apparent with the increase in the number of wheelchair-bound passengers. The City has proposed the construction of a transportation hub and senior activity center in Old Town Clovis on 3rd Street, just east of Clovis Avenue. With the addition of a new transit facility, Clovis Transit will have proper facilities to grow and improve travel training to the community. The new facility will offer space not only for travel training but ADA assessments.

Conclusion:

This recommendation has not been implemented and is carried forward for full implementation.

Prior Recommendation 3

Add a maintenance representative to the Collision Review Committee.

Actions taken by the City of Clovis:

Background: The prior audit noted that the internal Collision Review Committee would benefit from the inclusion of a regular attendee from the Maintenance Department to share vehicle safety and maintenance issues. Driver actions are partially derived from the condition and specifications of the vehicle they operate while in revenue service. With direct interaction between transit management, operators, and maintenance staff on a regular basis concerning safety and other on-the-street activities, the outcomes from the committee would enhance the training opportunities for all Clovis Transit staff, leading to improved performance.

Action: The Collision Review Committee still meets on a consistent basis. The transit supervisor has indicated that a maintenance staff person who regularly works with transit buses has been recruited to be on the Collision Review Committee.

Conclusion:

This recommendation has been implemented.

Prior Recommendation 4

Conduct transit planning in response to TDA legislation guiding new allocation of the Local Transportation Fund.

Actions taken by the City of Clovis:

Background: SB 716 (Wolk) changed the allocation of local transportation funds to Clovis starting in July 2014. All LTF would be allocated by Fresno COG to transit, which replaces prior allocations to both transit and local streets. It was suggested that planning documents, including the Short Range Transit Plan and Operations Program Budget developed by Clovis Transit, develop scenarios on how the new allocations would impact transit delivery. Whether there could be potential service enhancement, increases in capital asset planning, or placement in unallocated reserves, the transit planning process should assess the impacts of this significant change in funding. The process should be mindful of TDA indicators such as farebox recovery as a tool to gauge system performance, and during development and review of transit budget plans.

Action: SB 716 was signed into law by the governor in October 2009. This bill, for counties that had a population of less than 500,000 as of the 1970 decennial census, but that have a population of 500,000 or more as of the 2000 decennial census or at a subsequent census, would require the LTF apportioned to the urbanized areas of those counties to be allocated for public transit purposes and not for street and road purposes. The City indicated that future planning documents would include an evaluation about the impacts of SB 716 and where the funding would be best utilized.

Conclusion:

This recommendation has been implemented.

Section IV

TDA Performance Indicators

This section reviews the City of Clovis' performance in providing transit service in an efficient and effective manner. The TDA requires that at least five specific performance indicators be reported, which are contained in the following tables. Farebox is not one of the five specific indicators, but is a requirement for continued TDA funding. Therefore, farebox calculation is also included for each mode. Findings from the analysis are contained in the section following the tables and graphs.

Tables IV-1 through IV-3 provide the system-wide, fixed-route, and demand-response performance indicators for Clovis Transit. Charts are also provided to depict the trends in the indicators. Operating costs and fare revenues are based on audited figures, while other performance measures are from State Controller Reports.

**Table IV-1
City of Clovis System-wide Performance Indicators**

Performance Data and Indicators	Audit Period				% Change FY 2012-2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$3,968,484	\$4,255,281	\$4,532,486	\$4,540,354	14.4%
Total Passengers	234,168	234,844	234,770	227,175	-3.0%
Vehicle Service Hours	48,336	48,565	50,809	48,728	0.8%
Vehicle Service Miles	610,052	619,951	653,062	605,333	-0.8%
Employee FTEs	34	35	35	35	2.9%
Passenger Fares	\$219,805	\$231,892	\$201,826	\$240,429	9.4%
Measure C Funds	\$377,137	\$402,545	\$486,597	\$418,833	11.1%
Total Fare Revenue	\$596,942	\$634,437	\$688,423	\$659,262	10.4%
Operating Cost per Passenger	\$16.95	\$18.12	\$19.31	\$19.99	17.9%
Operating Cost per Vehicle Service Hour	\$82.10	\$87.62	\$89.21	\$93.18	13.5%
Operating Cost per Vehicle Service Mile	\$6.51	\$6.86	\$6.94	\$7.50	15.3%
Passengers per Vehicle Service Hour	4.8	4.8	4.6	4.7	-3.8%
Passengers per Vehicle Service Mile	0.38	0.38	0.36	0.38	-2.2%
Vehicle Service Hours per Employee	1,421.6	1,387.6	1,451.7	1,392.2	-2.1%
Average Fare per Passenger	\$0.94	\$0.99	\$0.86	\$1.06	12.7%
Fare Recovery Ratio	5.54%	5.45%	4.45%	5.30%	-4.4%
Fare Recovery Ratio w/Measure C	15.04%	14.91%	15.19%	14.52%	-3.5%

Source: Annual Fiscal & Compliance Audits; State Controller's Reports; Internal Management Information Data

Table IV-2
City of Clovis Fixed Route: Stageline Performance Indicators

Performance Data and Indicators	Audit Period				% Change FY 2012-2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$2,000,918	\$2,089,088	\$2,351,752	\$2,052,265	2.6%
Total Passengers	175,162	171,925	169,559	166,150	-5.1%
Vehicle Service Hours	21,453	21,152	21,126	21,079	-1.7%
Vehicle Service Miles	250,213	255,173	261,001	260,594	4.1%
Employee FTEs	16	16	16	16	0.0%
Passenger Fares	\$121,083	\$126,374	\$120,006	\$147,885	22.1%
Measure C Funds	\$279,101	\$291,444	\$350,344	\$262,568	-5.9%
Total Fare Revenue	\$400,184	\$417,818	\$470,350	\$410,453	2.6%
Operating Cost per Passenger	\$11.42	\$12.15	\$13.87	\$12.35	8.1%
Operating Cost per Vehicle Service Hour	\$93.27	\$98.77	\$111.32	\$97.36	4.4%
Operating Cost per Vehicle Service Mile	\$8.00	\$8.19	\$9.01	\$7.88	-1.5%
Passengers per Vehicle Service Hour	8.2	8.1	8.0	7.9	-3.5%
Passengers per Vehicle Service Mile	0.70	0.67	0.65	0.64	-8.9%
Vehicle Service Hours per Employee	1,340.8	1,322.0	1,320.4	1,317.4	-1.7%
Average Fare per Passenger	\$2.28	\$2.43	\$2.77	\$2.47	8.1%
Fare Recovery Ratio	6.05%	6.05%	5.10%	7.21%	19.1%
Fare Recovery Ratio w/Measure C	20.00%	20.00%	20.00%	20.00%	0.0%

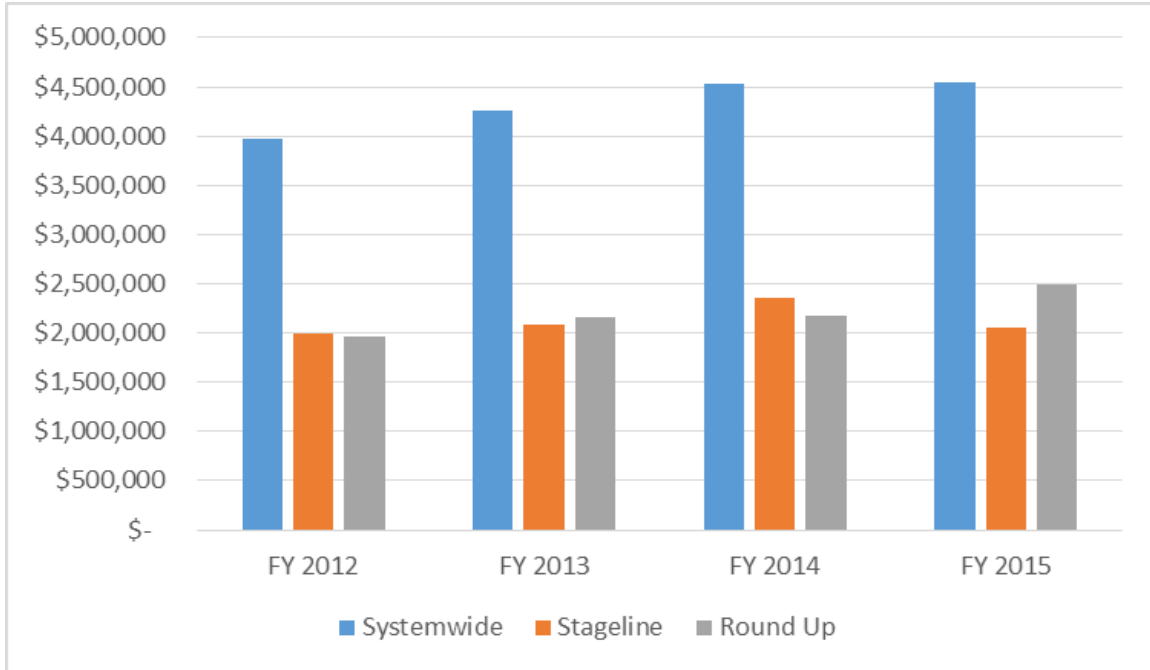
Source: Annual Fiscal & Compliance Audits; State Controller's Reports

**Table IV-3
City of Clovis Dial-A-Ride: Round Up Performance Indicators**

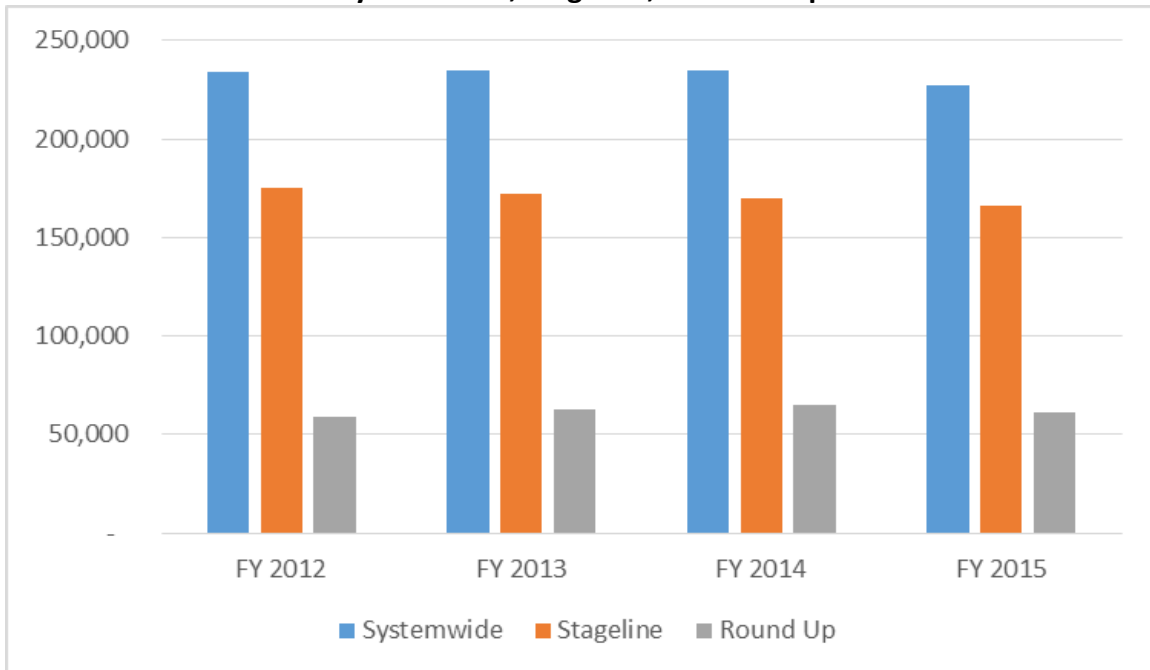
Performance Data and Indicators	Audit Period				% Change FY 2012- 2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$1,967,566	\$2,166,193	\$2,180,734	\$2,488,089	26.5%
Total Passengers	59,006	62,919	65,211	61,025	3.4%
Vehicle Service Hours	26,883	27,413	29,683	27,649	2.8%
Vehicle Service Miles	359,839	364,778	392,061	344,739	-4.2%
Employee FTEs	18	19	19	19	5.6%
Passenger Fares	\$98,722	\$105,518	\$81,820	\$92,544	-6.3%
Measure C Funds	\$98,036	\$111,101	\$136,253	\$156,265	59.4%
Total Fare Revenue	\$196,758	\$216,619	\$218,073	\$248,809	26.5%
Operating Cost per Passenger	\$33.35	\$34.43	\$33.44	\$40.77	22.3%
Operating Cost per Vehicle Service Hour	\$73.19	\$79.02	\$73.47	\$89.99	23.0%
Operating Cost per Vehicle Service Mile	\$5.47	\$5.94	\$5.56	\$7.22	32.0%
Passengers per Vehicle Service Hour	2.2	2.3	2.2	2.2	0.6%
Passengers per Vehicle Service Mile	0.16	0.17	0.17	0.18	8.0%
Vehicle Service Hours per Employee	1,493.5	1,442.8	1,562.3	1,455.2	-2.6%
Average Fare per Passenger	\$3.33	\$3.44	\$3.34	\$4.08	22.3%
Fare Recovery Ratio	5.02%	4.87%	3.75%	3.72%	-25.9%
Fare Recovery Ratio w/Measure C	10.00%	10.00%	10.00%	10.00%	0.0%

Source: Annual Fiscal & Compliance Audits; State Controller's Reports; Internal Management Information Data

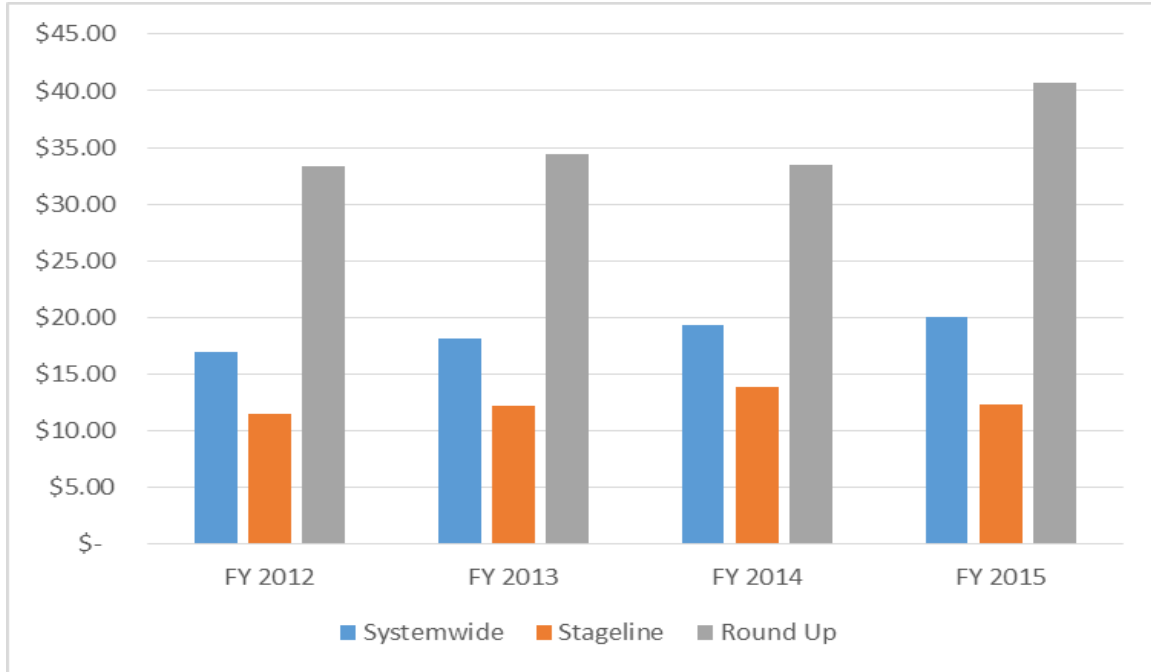
**Graph IV-1
Operating Costs
System-wide, Stageline, & Round Up**



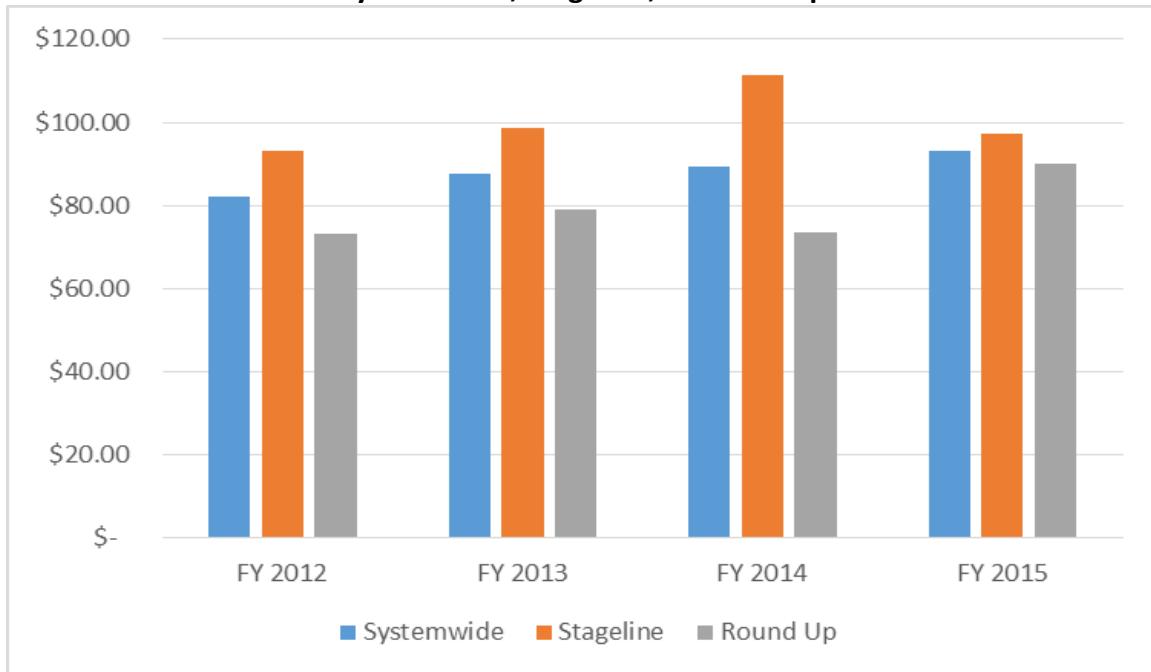
**Graph IV-2
Ridership
System-wide, Stageline, & Round Up**



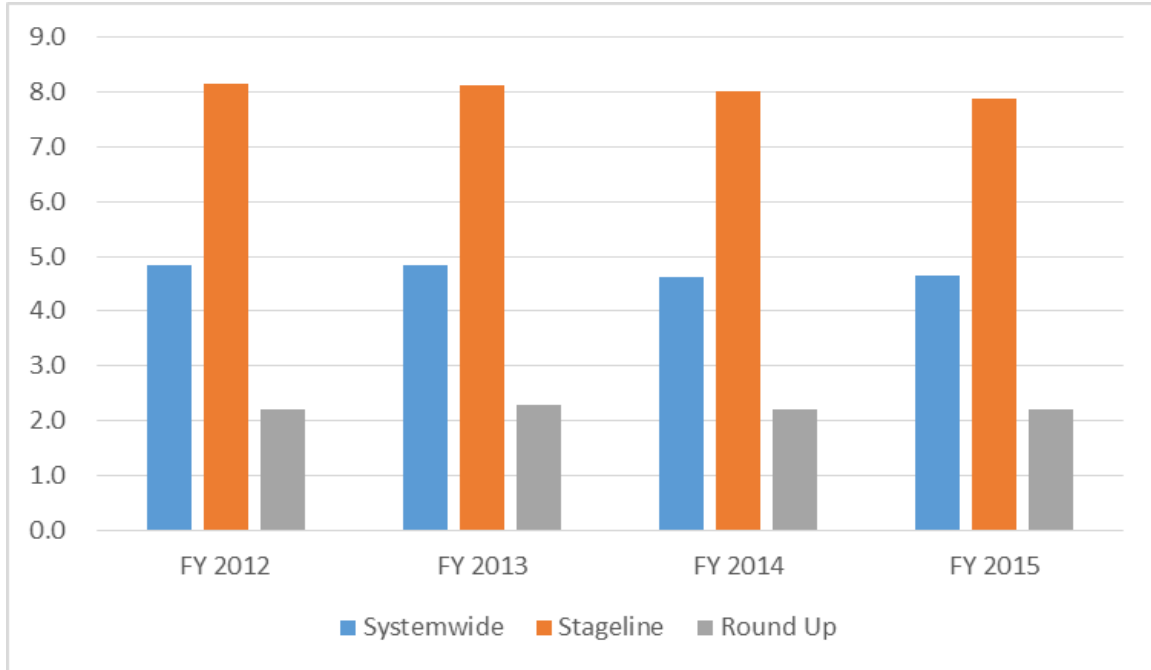
Graph IV-3
Operating Cost Per Passenger
System-wide, Stageline, & Round Up



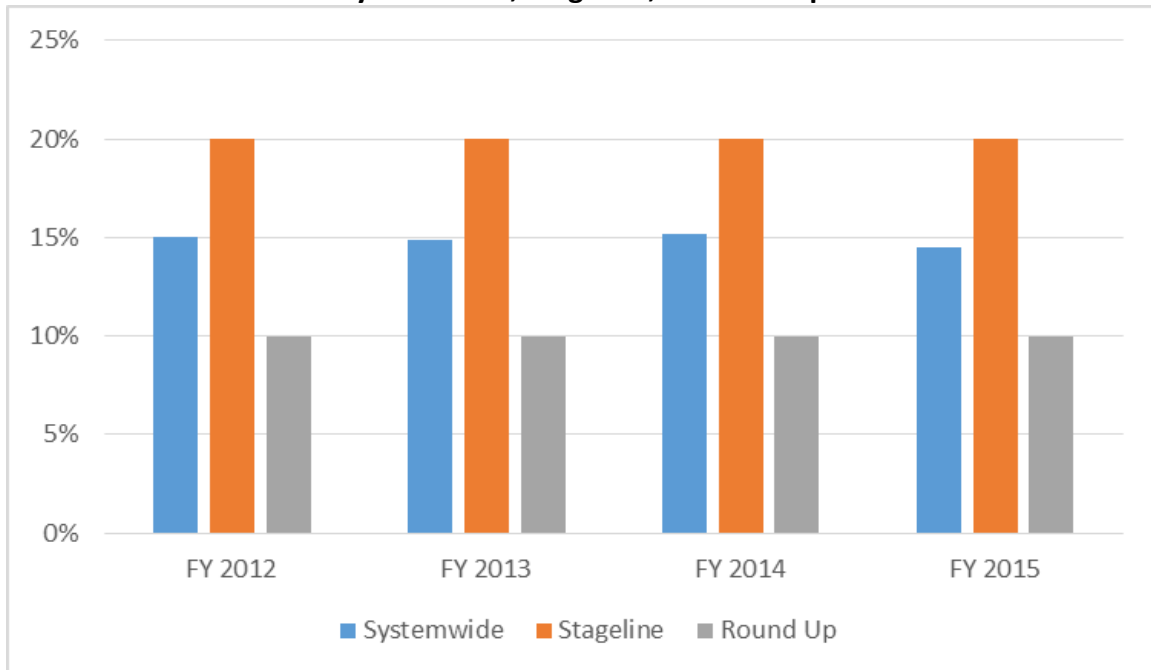
Graph IV-4
Operating Cost Per Vehicle Service Hour
System-wide, Stageline, & Round Up



Graph IV-5
Passengers Per Vehicle Service Hour
System-wide, Stageline, & Round Up



Graph IV-6
Fare Recovery Ratio
System-wide, Stageline, & Round Up



Findings from Verification of TDA Performance Indicators

1. Operating costs system-wide increased 14.4 percent based on audited data from the FY 2012 base year through FY 2015. Fixed-route operating costs increased by 2.6 percent during the audit period. In contrast, Dial-A-Ride operating costs increased 26.5 percent, 10 times the increase for fixed-route. The increase in operating costs is attributed to higher labor and maintenance costs, insurance, and workers compensation, and more buses in revenue service.
2. Ridership decreased 3 percent system-wide during the audit period. Fixed-route ridership decreased 5.1 percent while Dial-A-Ride ridership increased by a modest 3.4 percent. System-wide ridership has been fairly stable with only negligible changes reported. Fixed-route ridership trends pushed the system-wide decrease. Dial-A-Ride ridership increased 6.6 percent in FY 2013 followed by a 3.6 increase in FY 2014.
3. The provision of vehicle service hours and miles exhibited marginal changes system-wide during the audit period as well as for both modes. Fixed-route vehicle service hours decreased 1.7 percent whereas vehicle service miles increased 4.1 percent. On Dial-A-Ride, the trends were reversed; vehicle service hours increased 2.8 percent and vehicle service miles decreased 4.2 percent. System-wide, vehicle service hours increased 0.8 percent and vehicle service miles decreased 0.8 percent. The relative stability in service hours and miles reflects route streamlining and other service efficiencies implemented during the period.
4. Operating cost per passenger, an indicator of cost effectiveness, increased 17.9 percent system-wide. Cost per passenger increased by 8.1 percent on fixed route, yet exhibited a 22.3 percent increase on Dial-A-Ride. The trend for this indicator reflects a larger increase in operating costs when compared to the decline in passenger trips.
5. Operating cost per hour, an indicator of cost efficiency, increased 13.5 percent system-wide. The indicator exhibited a lesser increase on the fixed route of 4.4 percent whereas Dial-A-Ride saw its cost per hour increase 23 percent over the period. The trends in this indicator show contrast between the increase in operating costs compared to the slight increase in vehicle service hours over the audit period.
6. Passengers per vehicle service hour, which measures the effectiveness of the service delivered, exhibited a decrease of 3.8 percent system-wide. The rate of decline in this indicator was comparable for fixed route, which saw passengers per hour decrease by 3.5 percent. Passengers per hour on Dial-A-Ride was stable with no change at about 2.2 passengers per hour. System-wide, the number of passengers per service hour decreased from 4.8 passengers in FY 2012 to 4.7 passengers in FY 2015.
7. The system-wide fare recovery ratio without local funds (Measure C) decreased slightly over the past three years with some exceptions at the modal level. Farebox for fixed

route increased 19.1 percent while on Dial-A-Ride farebox recovery decreased 25.9 percent. The decrease in the Dial-A-Ride farebox recovery is attributed to the higher increase in operating costs as compared to the decrease in passenger fare revenue. For fixed-route, passenger fare revenues increased 22.1 percent and for Dial-A-Ride fare revenue decreased 6.3 percent. Contributions from Measure C local funds enable Clovis to maintain its mandatory farebox recovery requirements.

Section V

Review of Operator Functions

This section provides an in-depth review of various functions within the City of Clovis Transit System. The review highlights accomplishments, issues, and/or challenges that were determined during the audit period. The following departments and functions were reviewed at the City of Clovis:

- Operations
- Maintenance
- Planning
- Marketing
- General Administration and Management

Within some departments are subfunctions that require review as well, such as Grants Administration that falls under General Administration.

Operations

Clovis Transit operations have been fairly stable during the audit period with an eye toward upgrading infrastructure and technologies that will sustain transit well into the future. The City embarked on plans to develop a former lumberyard in Old Town Clovis into a transportation hub. In 2015, the City purchased the Clovis Lumber Yard, located on 3rd Street just east of Clovis Avenue, for \$2.85 million, which will be part of a larger civic development that would include a library and senior center. The proposed transit center will be composed of transit offices, driver break rooms, and meeting rooms, as well as a hub for Clovis Transit and other transit systems such as the Yosemite Area Regional Transportation System (YARTS). With the addition of a new transit facility, Clovis Transit will have proper facilities to grow and improve travel training to the community. The new facility will offer space not only for travel training but ADA assessments.

Flex-Route 65 was discontinued due to low ridership and a portion of the route was incorporated into Route 50. Route 10 was shifted to Gettysburg and extended, while Route 80 was implemented as a tripper service to the Buchanan Education Complex operating on school days. The route changes are subject to a five-year analysis.

The City continued its agreement with FAX on FAX Route 9, which runs between Fresno and Clovis, and the acceptance of the regional Metro Pass. Clovis receives \$1.25 per trip as well as Metro Pass and ridership statistics on a quarterly basis. A written opinion was provided by a consultant in February 2016 addressing the issue of ADA paratransit needing to be provided when the FAX Route 9 runs in Clovis, after the Clovis Round Up service stops for the day. This

“gap” is from approximately 6:30 to 7:30 p.m. on weekdays. Under the originally agreed-upon mechanism for balancing the cost differential between paratransit provided into the others’ jurisdiction, Clovis would likely have been reimbursed a significant amount due to its provision of more service into Fresno, compared to service that would have been provided by Handy Ride into Clovis. The opinion noted that the 1994 agreement had not been updated at least since the “balancing” mechanism for respective paratransit costs was discontinued (and FAX began requiring riders originating within Fresno to transfer to Round Up for all destinations within Clovis). The report indicated it would be best to update and/or re-negotiate the agreement to spell out exactly what the respective responsibilities and expectations for providing ADA paratransit are, at least based on FAX Route 9 service.

In another agreement, the City and Fresno State University executed an agreement in May 2015 whereby Fresno State students, faculty, and staff can ride free on the Stageline fixed route by presenting their university identification cards. This transit agreement complements the free on-campus transit service provided by Fresno State’s Bulldog Express shuttle. Transit information is provided on Fresno State’s website for FAX, the Bulldog Shuttle, and other regional services, but omits the Clovis Stageline. It is suggested that the City work with Fresno State to ensure that Clovis’ transit service information is accessible on the university’s website.

Clovis and its regional partners have continued to work toward a seamless fare media system in the metropolitan area, including the integration of the SPX Genfare electronic farebox system on Round Up and Stageline vehicles. The Stageline system will be coordinated with FAX and Fresno State in order to easily utilize one fare media throughout the community. However, Clovis encountered some challenges with interagency coordination and the compatibility with the transit fleet during the implementation process.

In November 2012, Clovis received six new Arboc low floor buses that have wheelchair ramps with a 1,000-pound weight capacity rating. The City discovered a few defects with the Arboc buses, which were then made roadworthy with the assistance of mechanics. Clovis received two Champion buses in May and June 2015. The City also acquired the Apollo video system, which consists of five surveillance cameras on each vehicle, two to three weeks of video storage memory, and built GPS/mapping capability. The City is seeking to upgrade the video system.

In FY 2013, Clovis continued ADA bus stop improvements, and hosted a bus rodeo. The Round Up ADA service area and hours have been extended. Subsequent to the audit period effective July 1, 2016, Round Up hours were extended to 7:15 p.m. citywide. The City added a dispatcher to cover the later shift. The Cities of Clovis and Fresno have been in discussions about possibly having Handy Ride, the Fresno paratransit service, drop off passengers in Clovis. Such an arrangement would be more seamless where passengers would not have to connect from one service to another at the city limits.

The transit system has experienced an increase in the number of wheelchair boardings. This prompted the City to procure larger vehicles to accommodate the demand. Drivers for both service modes have become more efficient when securing wheelchairs on the vehicles.

In August 2014, Clovis Transit implemented new dispatching software for Round Up. The Mobilitat Easy Rides dispatching and scheduling software is composed of an Internet desktop interface that is accessible through mobile display tablets. The new software has resulted in more accurate reporting of vehicle service hours and mileage. It has also allowed for the tracking of passenger trips including no-shows and cancellations.

Complaints, compliments, and inquiries are received directly by Clovis Transit via phone or by email. Within 10 days of receiving the complaint, transit supervisory staff investigates the incident and responds to the complainant. Complaints received during the audit period are summarized in Table V-1:

**Table V-1
Clovis Transit Complaints**

	FY 2012	FY 2013	FY 2014	FY 2015
Complaints	39	54	104	55

Source: City of Clovis – GSD Community Services Division Quarterly Report

In addition to tracking complaints, the City maintains data for other operational elements such as accidents, on-time performance, and no-shows. The on-time performance data is derived from technology that was implemented during the audit period. By utilizing Zonar systems technology, Clovis Transit is able to obtain detailed information electronically in addition to the driver trip sheets. A ring is simulated around timed stops by transit management to depict when a bus is on-time. On-time performance data for Stageline is contained in the quarterly report with year-to-date totals. Based on the data, the average on-time performance is 94.80 percent for the three year period.

**Table V-2
On-Time Performance – Stageline (annual averages)**

	FY 2012	FY 2013	FY 2014	FY 2015
On-Time Performance	96.04%	94.42%	93.73%	96.26%

Source: City of Clovis – GSD Community Services Division Quarterly Report

In regard to vehicle safety, Clovis Transit also tracks the number of accidents and incidents. According to the Federal Motor Carrier Safety Administration, a preventable accident is one which occurs because the driver fails to act in a reasonably expected manner to prevent it. Table V-3 summarizes vehicle collisions and passenger injuries recorded during the audit period:

**Table V-3
Clovis Transit Vehicle Accidents**

	FY 2012	FY 2013	FY 2014	FY 2015
Vehicle Collisions	5	5	3	6

Source: City of Clovis – GSD Community Services Division Quarterly Report

Reservations are accepted up to two weeks in advance on Round Up. Better trip coordination limits the number of single passenger trips including enhanced trip making for dialysis

appointments. The no-show policy is described in print and is available in both the Round Up Ride Guide and Passenger Policies.

The no-show policy was revised in May 2015 based on guidelines issued by the California Association of Coordinated Transportation (CalACT) and placed into effect in July 2015. Prior to this change, a no-show was defined as a scheduled trip where the driver arrived at the pickup location at the designated time but the passenger failed to take the scheduled ride, or the passenger canceled within two hours of the pickup time. Two or more unexcused no-shows within a one-month time period would result in ride suspension for one calendar month.

The new no-show policy stipulates that rides not cancelled at least one hour prior to the scheduled pickup time may be considered a no-show. In addition, after four unexcused no-shows within one calendar month, the passenger’s ride history will be assessed to determine the overall percentage of no-show rides during that month. A no-show rate of more than 3 percent of all rides scheduled for a calendar month may result in suspension from riding Round Up. The passenger is given ample notice and an opportunity to appeal the service suspension. The rate of no-shows on Round Up averages 1 percent of total demand response trips while the number of warnings and suspensions have declined. A summary of no-shows reported is presented in Table V-4:

**Table V-4
Round Up No-Shows**

	FY 2012	FY 2013	FY 2014	FY 2015
No-Shows	657	618	625	648
Percent of Trips	1.11%	0.99%	0.96%	1.30%
Warnings	53	42	45	16
Suspensions	38	21	29	0

Source: City of Clovis – GSD Community Services Division Quarterly Report

With the learning curve associated with implementing the Mobilitat Easy Rides dispatching software, data collected in August, September, and October of FY 2014 may have included passenger no-shows that were erroneous; therefore, no penalty was enforced upon passengers during this time of transition.

Round Up produces a daily recap sheet listing the drivers, vehicle numbers, work and break times, total paid time, deadhead hours, total revenue hours, mileage, deadhead miles, breakdown of farebox revenues, and the number of riders. The Stageline trip sheet is similar to the Round Up daily recap sheet. The top of the sheet shows the date, route number, vehicle number, and driver’s name. Pull out, in service, lunch, out of service, and pull in hours and mileages are recorded in the upper left-hand corner of the sheet. Passenger and fare data are recorded in the lower portion of the trip sheet. The trip sheets are also used for fare reconciliation purposes by the Transit Division office staff.

Personnel

Clovis Transit personnel are employed directly by the City. Based on the organizational chart provided by the Transit Division, there were 56 employees plus the transit supervisor. During the audit period, the City reported slow and steady employee turnover composed primarily of part-time drivers. Three new full-time positions were added to provide more sufficient coverage and efficiencies. Clovis Transit staffing is summarized in Table V-5:

**Table V-5
Clovis Transit Staffing Positions**

Operations	
Position	Employee Count
Lead Bus Driver	3
Full-Time Bus Driver	16
Part-Time Bus Driver	24
Part-Time Van Drivers	6
Dispatcher	1
Part-Time Bus Washer	2
Total Operations Staff	52
Administrative Support	
Full-Time Principal Office Assistants	2
Part-Time Office Assistants	2
Total Administrative Staff	4

Source: City of Clovis – Community Services

Drivers are required to have a valid Class B License with Passenger Endorsement, plus first aid certificate. The three lead drivers are also trainers, but the City is considering having one dedicated staff trainer. All transit employees are required to attend regular training and safety meetings to maintain their Verification of Transit Training (VTT) and General Public Paratransit Vehicle (GPPV) certificates to operate a bus vehicle. Operation procedures, security and defensive driving, ergonomics, accidents, system problems, and personnel issues are a sampling of topics discussed at such meetings. The lead drivers have gone through the Train the Trainer course offered through the Transportation Safety Institute and the transit management course offered by the University of the Pacific.

Lead bus drivers, bus drivers, and the transit dispatcher are represented by the Transit Employee Bargaining Unit/Operating Engineers Local Union Number 3. Two Memorandums of Understanding (MOU) between the City and the union were in effect during the audit period from July 2012 through June 2014 and from July 2014 through June 2016. The administrative support staff are represented by the Clovis Employees Association.

The City provides health insurance that includes medical, prescription, dental, and vision coverage. The medical plan choices offered by the City include HMO plans with Anthem Blue Shield and Kaiser Permanente. The City also offers PPO plans and a High Deductible Health Plan through Anthem Blue Cross. Employee retirement benefits are provided through the California

Public Employees Retirement System (CalPERS). For employees hired before January 1, 2013, the CalPERS 2.7 percent at 55 formula applies with an 8 percent employee-paid contribution. Employees hired on or after January 1, 2013, are covered under the CalPERS 2 percent at 62 formula with a 6.25 percent employee-paid contribution. In addition to CalPERS, the City offers a 457 deferred compensation plan and life insurance. There are 10 paid holidays and one floating holiday annually as well as accrued paid vacation and sick leave.

The Collision Review Committee is an in-house advisory group composed of 11 members including the transit supervisor, three trainers, and interested drivers. The committee meets on a quarterly basis to discuss road safety issues and offers an additional training tool. The two annual in-service trainings feature guest presenters and address topics such as self-defense and safety. Clovis Transit drivers also further their skills by their participation in bus roadeo course training and competition. Internal bus roadeos are held in conjunction with the police department as well as roadeos through statewide CalACT conferences.

Maintenance

The Clovis Transit vehicle fleet is maintained at the City’s maintenance facility located at 155 North Sunnyside Avenue. Maintenance mechanics are Automotive Service Excellence (ASE) certified. There are no dedicated mechanics assigned to service the transit fleet. Heavy-duty mechanics usually service transit vehicles between the hours of 6 a.m. and 10 p.m. Clovis Transit is charged a service fee by maintenance, while air conditioning service is performed by an outside vendor at a flat rate. The transit supervisor indicated that the relationship with the maintenance department is cooperative.

Transit vehicles are maintained according to the CHP’s 3,000-mile or 45-day inspection protocol for GPPV. One measure of vehicle maintenance is the number of vehicle breakdowns during revenue service. Maintenance tracks the number of road calls, which are reported to the transit supervisor. Road calls pertain to mechanical and other operational failures while the transit vehicles are in service. The number of road calls incurred during the audit period is summarized in Table V-6:

**Table V-6
Clovis Transit Road Calls**

	FY 2012	FY 2013	FY 2014	FY 2015
Road calls	1	3	8	6

Source: City of Clovis – GSD Community Services Division Quarterly Report

The number of road calls increased during the audit period, peaking at 8 in FY 2014 before decreasing in FY 2015. As new vehicles are placed into service, the number of road calls is anticipated to decline.

Clovis uses the Zonar electronic fleet management system for pre-trip inspections. Zonar’s Electronic Vehicle Inspection Report (EVIR) technology is utilized for daily pre- and post-trip inspections, which is transmitted via cellular signal into a database. Radio-frequency

identification (RFID) tags are placed on the vehicle in critical inspection areas or zones. Drivers conduct their vehicle inspections by placing the Zonar reader within inches of each tag and indicating the condition of the components within the zone with one-handed, push-button responses. When a defect is discovered, the driver selects a description from a predefined list and indicates if the vehicle is safe to operate. Fault codes generated by the EVIR, which is CHP-compliant, are transmitted to the lead mechanic for attention. Zonar installation cost was \$1,000 per vehicle plus a monthly service fee.

A majority of the transit vehicles are diesel powered. The transit system’s fuel contract is negotiated on an annual basis. Fuel costs have been stable during the audit period.

Planning

Clovis prepares its Short-Range Transit Plan (SRTP) every two years, which contains the operating plan and capital program over a five-year planning horizon. The most recent SRTP for FY 2014-2020 contains a strategic plan made up of four key goals, each with specific performance measures. The goals are summarized in Table V-7:

**Table V-7
FY 2014-2020 SRTP Goals**

SRTP Goals	
Service Levels	<i>Clovis Transit will provide public transportation service to a maximum number of people in the Fresno-Clovis Metropolitan Area.</i>
Service Quality	<i>Clovis Transit will provide a quality, convenient and reliable service.</i>
Service Productivity	<i>Clovis Transit will operate an efficient and effective bus system.</i>
System Image	<i>Clovis Transit will strive to promote its service and image in the community.</i>

Source: City of Clovis SRTP, FY 2014-2020

Clovis Transit collaborated with the City of Fresno in the development of the Fresno County Public Transportation Gap Analysis and Service Coordination Plan (Gap Analysis), which was adopted in December 2013. The Gap Analysis qualitatively and quantitatively defined where mobility gaps exist between public transportation and human service agency transportation and developed specific coordination strategies to address the existing mobility gaps.

Another planning and service measurement tool is the annual productivity evaluation that Clovis Transit prepares and submits to Fresno COG. The productivity evaluation provides a summary description of the transit system; significant service changes or activities; follow up on the prior triennial performance audit and productivity evaluation recommendations; and productivity data highlights.

Clovis Transit works with two standing committees that provide input into the transit planning and decision-making process. The City’s ADA Advisory Committee consists of City staff and members of the public, and makes recommendations regarding transit ADA issues. The Fresno

COG Social Services Transportation Advisory Committee also consists of members from the public with varied interests and makes recommendations on policy and technical issues to the City of Clovis and Fresno COG.

Marketing

Clovis's transit services are marketed in electronic and print formats. The City's website contains a dedicated page with information about the transit system. The webpage underwent an upgrade during the audit period. The page (<http://www.cityofclovis.com/transit>) includes general information about Stageline, Round Up, emergency evacuation procedures, and reasonable modification policies. The lower half of the page contains PDF links to Stageline route schedules, maps, Round Up applications and information, transit passenger policies, and miscellaneous information. There is also a link to the Clovis Transit Twitter feed. Route information, road closures, and service changes are posted to the Twitter page.

Clovis Transit Schedule Guide was updated and published in April 2014 for the Stageline fixed route. The schedule guide is a glossy tri-fold brochure that folds out into a system map with schedules, general service information, rider etiquette, fares, and a destination guide and legend. Clovis Transit route maps and schedules are also contained in the FAX schedule guide. Riders are able to purchase bus passes at Clovis City Hall, Fresno State University, and Clovis Check Cashing or by mail. The City publishes a separate brochure for Round Up as well as the *Roundup Review*, a seasonal newsletter containing the latest transit developments.

Information about Clovis Transit is also contained in the Fresno County Transportation Guide, published by Fresno COG and accessed through the Fresno COG website. The guide is published in a bilingual (English/Spanish) format and summarizes public transit services in the county. Fresno COG recently changed the format of the Fresno County Transportation Guide into a folded pocket guide. The pocket guide includes basic information about transit services, contact phone numbers, and website links.

Community outreach approaches have included participation at disability fairs and presentations at school campuses, social service agencies, and civic groups. Clovis Transit brochures are distributed to vocational schools, local libraries, City Hall, and pass sales outlets. Staff will do travel training upon request. Wooden nickels or tokens are distributed for free rides to create further awareness of the system. The City has retained Lamar Transit Advertising to coordinate exterior advertising space on its buses. Revenues derived from bus wraps generate between \$25,000 and \$30,000 for the system annually. The contract with Lamar was extended and modified in August 2014.

General Administration and Management

The City of Clovis was incorporated on February 27, 1912, as a general law city and has a council-manager form of government. The five-member City Council serves as the principal policy-making body. The members serve four-year terms and elect one member to serve as mayor and one to serve as mayor pro tem for two years. A general municipal election is held every two

years, alternating, between two and three positions each cycle. Regular meetings of the City Council are convened on the first three Mondays of the month at 6:00 p.m. in the Council Chambers at the Clovis City Hall. The City Council provides policy direction to the City manager who is responsible for administering city operations. All other department heads in the city serve under the direction of the City manager.

The City's Transit Division is directly operated and administered by the Community Services Division in the General Services Department. The General Services manager is assisted by the transit supervisor who oversees the day-to-day operations. The General Services manager prepares the Community Services Division monthly reports to the City manager and includes performance data and highlights for Clovis Transit along with those from Senior Services and Recreation. The information includes monthly fare revenue and other funding sources for Stageline and Round Up, ridership by route, and highlights of other transit activities including public hearings and ridership trends. The statistical data is shown for the current month, same month from a year ago, and year-to-date for the current and prior years. The General Services manager also applies for and manages transit grants. The transit supervisor serves as an at-large representative on the CalACT Board of Directors.

Clovis prepares the annual Operations Program and Budget (OPB) for the transit system in cooperation with Fresno COG as required by its designation as the CTSA for the Clovis urbanized area. Follow-up actions to the prior TDA performance audit are also documented. The OPB serves to:

- a. Provide a program of operations, including an implementation schedule for new or modified services, and a program budget for CTSA coordinated and consolidated social service transportation services for the program year.
- b. Serve as a resource document for local elected officials, social service agencies, and citizens.
- c. Demonstrate the CTSA's compliance with Section 99275.5 of the PUC concerning Article 4.5 claim evaluation criteria and required findings, and with the COFCG Assembly Bill 120 Action Plan (adopted February 1982).
- d. Document efforts to improve coordination and consolidation of social service transportation services.

Pursuant to TDA, the City receives LTF and STA fund proceeds primarily for operating expenses. According to the State Controller's Reports, LTF revenues received during the audit period were \$2,129,240 in FY 2013; \$1,897,469 in FY 2014; and \$3,235,416 in FY 2015. STA funds received by the City were \$1,315,018 in FY 2013; \$757,899 in FY 2014; and \$1,086,446 in FY 2015.

Grants Management

Grant funding allocated toward supporting transit services has been derived from local and state sources. The City does not utilize any federal grants to fund operations or capital improvements, thus avoiding federal transit guidelines and reporting requirements. The principal source of local funding has been the Measure C Extension, the countywide, one-half cent sales tax reauthorized by voters in November 2006. About 24 percent of the expected Measure C funds are allocated to regional public transit in an effort to expand mass transit programs that have a demonstrated ability to get people to use alternative transportation and improve air quality. Measure C funds are budgeted to be utilized to support existing services, increase service levels, leverage grant dollars, and complete minor capital projects.

Based on the Measure C Extension Expenditure Plan Regional Public Transit program, Clovis is programmed to receive on average \$1.685 million annually or \$33.7 million in total over the 20-year life of the measure for multimodal transportation. Measure C Extension funds have been used to support free Stageline rides for seniors and disabled as well as an additional bus for Route 50. Based on audited data, Measure C Extension funds allocated toward Clovis Transit were \$776,693 in FY 2013; \$767,169 in FY 2014; and \$881,901 in FY 2015. The increased Measure C allocations account for the changes in the local economy.

Clovis received state Public Transportation Modernization, Improvement and Service Enhancement Account (PTMISEA) and Transit System Safety, Security and Disaster Response Account (TSSSDRA) funds as a part of the Proposition 1B bond act. PTMISEA funds have been drawn down for the purchase of vehicles, regional electronic farebox system, Mobilitat Easy Rides paratransit dispatching system, and bus stop improvements.

Based on annual audited financial statements, PTMISEA funding received was \$1,911,525 in FY 2013 and \$1,058,595 in FY 2015. Another component of the Proposition 1B program is the California Transit Security Grant Program, California Transit Assistance Fund (CTSGP-CTAF) administered by the Governor's Office of Emergency Services. CTSGP-CTAF grant funds awarded to the City were \$79,283 for FY 2014. Proposition 1B funds are tracked on separate spreadsheets that contain worksheets for specific projects and interest accruals on fund balances.

The City was successful in securing funds through the California Air Resources Board (CARB). The CARB's Cap-and-Trade Program provides new funding for transit that is part of the Transit, Affordable Housing, and Sustainable Communities Program established by the California legislature in 2014 by SB 862. One component is the Low Carbon Transit Operations Program (LCTOP) that was created to provide operating and capital assistance for transit agencies to reduce greenhouse gas emissions and improve mobility, with an emphasis on serving disadvantaged communities.

Clovis utilized the first allocation of LCTOP funds toward five bus shelters that were installed in the disadvantaged area. A sixth bus shelter was installed adjacent to the Clovis Community Medical Center and funded with LTF revenues with the hospital paying for the concrete work.

The City applied for additional LCTOP funding toward other bus stop improvements in the disadvantaged area, as well as toward free ride days and community event marketing.

Section VI

Findings

The following summarizes the major findings obtained from this triennial audit covering fiscal years 2013 through 2015. A set of recommendations is then provided.

Triennial Audit Findings

1. Of the compliance areas pertaining to Clovis, the operator fully complied with six of eight requirements. The operator was found not in compliance with the timely submittal of its Transit Operators Financial Transactions Report to the State Controller during the audit period. With regard to the timely completion of the annual fiscal and compliance audits, the operator was found in partial compliance. Three additional compliance requirements are not applicable to Clovis (i.e., intermediate farebox recovery ratio, rural area farebox recovery, and use of federal funds).
2. The City of Clovis participates in the CHP Transit Operator Compliance Program in which the CHP has conducted inspections within the 13 months prior to each TDA claim. The CHP inspection reports submitted for review were found to be satisfactory.
3. The City's transit operating budget exhibited modest increases during the audit period, but did not exceed 15 percent. The budget increased 11.7 percent in FY 2013 due to higher salaries and compensation, extra help, administration and overhead, and vehicle charges. The budget increased 2.9 percent in FY 2014 and 7.1 percent in FY 2015.
4. The City's required farebox recovery ratio was met with the assistance of local Measure C funds. The audited farebox with Measure C revenue for fixed route was 20 percent and 10 percent for demand response. The average farebox for the fixed route without local funds was 6.12 percent and the average farebox for demand response without local funds was 4.11 percent during the audit period.
5. Clovis satisfactorily implemented three of the four prior audit recommendations. The recommendations implemented pertained to the use of technology to track on-time performance, representation on the Collision Review Committee, and transit planning in response to SB 716. The recommendation pertaining to travel training was not implemented and is forwarded for full implementation in this audit.
6. Operating costs system-wide increased 14.4 percent based on audited data from the FY 2012 base year through FY 2015. Fixed route operating costs increased by 2.6 percent during the audit period. In contrast, Dial-A-Ride operating costs increased 26.5 percent, 10 times the increase for fixed-route. The increase in operating costs is attributed to higher labor and maintenance costs, insurance and workers compensation and more buses in revenue service.

7. Ridership decreased 3 percent system-wide during the audit period. Fixed-route ridership decreased 5.1 percent while Dial-A-Ride ridership increased by a modest 3.4 percent. Dial-A-Ride ridership increased 6.6 percent in FY 2013 followed by a 3.6 increase in FY 2014.
8. Fixed-route vehicle service hours decreased for the audit period whereas vehicle service miles increased. On Dial-A-Ride, the trends were reversed; vehicle service hours increased and vehicle service miles decreased. The relative stability in service hours and miles reflects route streamlining and other service efficiencies implemented during the period.
9. Operating cost per passenger, an indicator of cost effectiveness, increased 17.9 percent system-wide. Cost per passenger increased by 8.1 percent on fixed route, yet exhibited a 22.3 percent increase on Dial-A-Ride. The trend for this indicator reflects a larger increase in operating costs when compared to the decline in passenger trips.
10. In 2015, the City purchased the Clovis Lumber Yard, located on 3rd Street just east of Clovis Avenue, for \$2.85 million, which will be part of a larger civic development that would include a transit center, library, and senior center. The proposed transit center will be composed of transit offices, driver break rooms, and meeting rooms as well as a hub for Clovis Transit and other transit systems.
11. The City and Fresno State University executed an agreement in May 2015 whereby Fresno State students, faculty, and staff can ride free on the Stageline fixed route by presenting their university identification cards. This transit agreement complements the free on-campus transit service provided by Fresno State's Bulldog Express shuttle.
12. Clovis and its regional partners have continued to work toward a seamless fare media system in the metropolitan area, including the integration of the SPX Genfare electronic farebox system on Round Up and Stageline vehicles.
13. In November 2012, Clovis received six new Arboc low floor buses that have wheelchair ramps with a 1,000-pound weight capacity rating. The City discovered a few defects with the Arboc buses, which were then made roadworthy with the assistance of mechanics. Clovis received two Champion buses in May and June 2015.
14. In August 2014, Clovis Transit implemented new dispatching software for Round Up. The Mobilitat Easy Rides dispatching and scheduling software is composed of an Internet desktop interface that is accessible through mobile display tablets. The new software has resulted in more accurate reporting of vehicle service hours and mileage.
15. Clovis Transit Schedule Guide was updated and published in April 2014 for the Stageline fixed route. The schedule guide is a glossy tri-fold brochure that folds out into a system map with schedules, general service information, rider etiquette, fares, and a destination guide and legend.

Recommendations

1. Establish a formal travel training program in anticipation of the new transportation hub.

This recommendation is carried over from the prior performance audit. Clovis continues to provide travel training upon request but has yet to establish a formal travel training program. The need for such a program has become more apparent with the increase in the number of wheelchair-bound passengers. The City has proposed the construction of a transportation hub and senior activity center in Old Town Clovis on 3rd Street just east of Clovis Avenue. With the addition of a new transit facility, Clovis Transit will have proper facilities to grow and improve travel training to the community. The new facility will offer space not only for travel training but ADA assessments. The Fresno County Rural Transit Agency recently developed a travel training program, which is conducted through the Fresno Economic Opportunities Commission. It is suggested that the City consider working with the commission in the development of its own travel training program. Additional staff assistance including a management analyst position would provide the personnel to launch a formal program.

2. Ensure that Clovis Transit information is accessible on the Fresno State University bus transportation webpage.

Clovis Transit and Fresno State University entered into an agreement in May 2015 whereby Fresno State students, faculty, and staff can ride free on the Stageline fixed route by presenting their university identification cards. This transit agreement complements the free on-campus transit service provided by Fresno State's Bulldog Express shuttle. Information on sustainable transportation is provided through the Fresno State website. On the Fresno State transportation webpage, the left-hand margin has a menu featuring information and links to FAX, the Bulldog Shuttle, and other regional services but omits the Clovis Stageline. It is suggested that the City work with Fresno State to ensure that Clovis's transit service information is accessible on the university's website.

3. Ensure the timely completion and submittal of the annual State Controller Transit Operators Financial Transactions Reports.

For the current audit review period, the City did not submit its annual Transit Operators Financial Transactions Reports to the State within the statutory time frame. Pursuant to PUC 99243 (a), "the operators shall prepare and submit annual reports of their operation to the transportation planning agencies having jurisdictions over them and to the Controller within 90 days of the end of the fiscal year." If the report is filed in electronic format as mandated by the State Controller, the report shall be furnished within 110 days after the close of the fiscal year.

It is recommended that desktop procedures be developed that provide the timeline and staff assignments to complete the annual report. The desktop procedures should be made available across Finance Department staff and be part of the department's standard operating procedures in the event of staff turnover.