



FINAL REPORT  
JUNE 2019

# Fresno Council of Governments City of Clovis

Triennial Performance Audit FY 2015/16 - FY 2017/18





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## Chapter 1

# Executive Summary

In 2018, the Fresno Council of Governments (Fresno COG) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the four transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation. Selection of the consultant followed a competitive procurement process.

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 TDA funding eligibility. Audits of Article 8 recipients are encouraged.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Clovis 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 TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the City of Clovis' public transit program for the period Fiscal Year 2015/16 through Fiscal Year 2017/18.

### Service Overview

The City of Clovis operates Stageline, a fixed-route service featuring four routes. Service is available on weekdays from 6:15 a.m. through 6:15 p.m. along with limited Saturday service. The service does not operate on Sunday or designated holidays.

The City of Clovis also operates Round Up, a curb-to-curb, on-demand service available to persons with disabilities. The service operates within Clovis, Fresno, and nearby areas. Trips are provided on a first-come, first-served basis. Requests for service require a one-day advance notice prior to pick-up. Round Up service hours are weekdays from 6:15 a.m. through 7:15 p.m., and weekends from 7:30 a.m. through 3:00 p.m. Round Up weekend service is limited to trips within Clovis only and within the ¾ mile radius of fixed-route service. Weekday service to Fresno is available from 7:00 a.m. to 5:00 p.m.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require 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*.

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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

With one exception, the City of Clovis met the test of compliance with respect to all Transportation Development Act (TDA) regulations:

1. In FY 2015/16, the City's State Controller Report was submitted after the stipulated deadline.

#### Status of Prior Recommendations

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

**Status:** Not relevant at this time.

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

**Status:** Implemented.

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

**Status:** Partially implemented.

Based on discussions with the City, analysis of program performance, and a review of program compliance and function, Moore & Associates submits one compliance finding for the City of Clovis:

1. In FY 2015/16, the City's State Controller Report was submitted after the stipulated deadline.

Moore & Associates has identified one functional finding. While this finding does not affect TDA compliance, we feel it is significant enough to be addressed within this audit:

1. The City has yet to develop a formal travel training program in conjunction with its new transit hub.

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Exhibit 1.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Ensure all future State Controller Reports are submitted on time.	Low	FY 2019/20
Functional Recommendations		Importance	Timeline
1	Establish a formal travel training program in conjunction with the opening of the new transit hub.	Medium	FY 2020/21



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## Chapter 2

# Review Scope and Methodology

The Triennial Performance Audit (TPA) of the City of Clovis' public transit program covers the three-year period ending June 30, 2018. 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 TDA funding eligibility.

In 2018, the Fresno Council of Governments (Fresno COG) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the four transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation. Selection of the consultant followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of the City of Clovis 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 transit operator to which it allocates TDA funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require the audit team plan and perform 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.

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 five primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Review the accuracy of data reporting;
4. Evaluate the efficiency and effectiveness of the transit operator; and
5. 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 City of Clovis 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 City of Clovis included thorough review of documents relevant to the scope of the audit, as well as information contained on the City's website. The documents reviewed included the following (spanning the full three-year period):

- 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;
- Accident/road call logs;
- Customer complaint logs;
- Short Range Transit Plan; and
- Organizational chart.



The methodology for this review included a site visit to the City's Operations and Maintenance Yard (155 N. Sunnyside Avenue, Clovis) on February 21, 2019. The site visit included interviews with Amy Hance (General Services Manager), Bethany Berube (Transit Supervisor), and Nick Chin (Transit Management Analyst), as well as a tour of the City's Operations and Maintenance facility.

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

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



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## Chapter 3

# Program Compliance

This section examines the City of Clovis' 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 Fresno Council of Governments 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 City of Clovis 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.

With one exception, the City of Clovis met the test of compliance with respect to all Transportation Development Act (TDA) regulations:

1. In FY 2015/16, the City's State Controller Report was submitted after the stipulated deadline.

### Recent Changes Regarding Compliance

Two changes specific to the TDA and TDA funding went into effect beginning July 1, 2016. The first 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.*
- (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.

The second 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 taxes imposed by the operator or by a county transportation commission." Senate Bill 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 non-federal or non-state 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.

Another change affected the submittal deadline for the State Controller's Transit Operators Financial Transaction Report. Beginning with Fiscal Year 2016/17, the submittal deadline was changed from 110 days following the end of the fiscal year (typically October 18-20) to seven months following the end of the fiscal year (January 31). The original submittal deadline was in force during reporting for FY 2015/16, while the new deadline was utilized for FY 2016/17 forward.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	Finding	FY 2015/16: October 26, 2016 FY 2016/17: January 24, 2018 FY 2017/18: December 17, 2018
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 2015/16: March 31, 2017 FY 2016/17: March 31, 2018 FY 2017/18: March 31, 2019
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	December 2, 2014 December 16, 2015 November 23, 2016 November 6, 2017 October 2, 2018
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	<u>Fixed-route:</u> FY 2015/16: +12.00% FY 2016/17: +13.00% FY 2017/18: +8.00%  <u>Dial-A-Ride:</u> FY 2015/16: +16.00% FY 2016/17: +11.00% FY 2017/18: +19.00%  <u>CTSA:</u> FY 2015/16: +8.00% FY 2016/17: +5.00% FY 2017/18: +8.00%  <i>Source: TDA Claims, FY 2016 – FY 2018.</i>  Increases in excess of 15% were justified and due to mandatory increases in salaried employees, PERS, health insurance, and the cost of fuel.
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	While the City did not use the TDA definition during FY 2015/16 and FY 2016/17, it did use the proper TDA definition in FY 2017/18, including administrative and maintenance hours as well as dividing hours by 2,000.

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Compliance Element	Reference	Compliance	Comments
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	<p><u>Fixed-route:</u>  FY 2015/16: 20.00% (5.38%)  FY 2016/17: 20.00% (5.89%)  FY 2017/18: 20.00% (5.14%)</p> <p>Values in parentheses represent the farebox recovery ratio without the addition of local supplementation (Measure C).</p> <p>Source: TDA fiscal audits FY 2016 – FY 2018.</p>
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	<p><u>Dial-A-Ride:</u>  FY 2015/16: 10.00% (3.82%)  FY 2016/17: 10.00% (3.53%)  FY 2017/18: 10.00% (3.07%)</p> <p>Values in parentheses represent the farebox recovery ratio without the addition of local supplementation (Measure C).</p> <p>Source: TDA fiscal audits FY 2016 – FY 2018.</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 for 40 years.	PUC 99271	In compliance	City staff's retirement is funded through the California Public Employees Retirement System (CalPERS).
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	As a recipient of STA funds, the City of Clovis does not utilize Federal Transit Administration funds.
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for capital purposes.	PUC 99314.6	In compliance	

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



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## Chapter 4

# Prior Recommendations

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

The prior audit – completed in January 2017 by Michael Baker International for the three fiscal years ending June 30, 2015 – included three recommendations:

1. [Establish a formal travel training program in anticipation of the new transportation hub.](#)

**Discussion:** 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 Third 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 County Economic Opportunities Commission. It is suggested 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.

**Progress:** This recommendation has not been relevant during the audit period given the new transit hub has yet to be built. Travel training is made available on as-needed basis as passengers are identified as benefiting from training or by request.

**Status:** Not relevant at this time; the City should continue its current program until the transit hub is completed, then establish a more formal travel training program.

2. [Ensure that Clovis Transit information is accessible on the Fresno State University bus transportation webpage.](#)

**Discussion:** 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 the City work with Fresno State to ensure Clovis' transit service information is accessible on the university's website.

**Progress:** The service information was placed on the Fresno State website immediately following the prior audit. The link is located on the Bulldog Card Bus Pass page.

**Status:** Implemented.

### 3. [Ensure the timely completion and submittal of the annual State Controller Transit Operators Financial Transactions Report.](#)

**Discussion:** 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.

**Progress:** In FY 2015/16, the State Controller Report was submitted late. However, subsequent years' reports have been submitted on time. It is unclear whether formal procedures were established or whether the reporting process was integrated into the department's standard operating procedures.

**Status:** Partially implemented.



## Chapter 5

# Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by the City of Clovis to the State Controller via the State Controller's Transit Operators Financial Transactions Report (TOR).

Exhibit 5.1 provides a comparison between performance data reported within the TOR reports for the current audit period (ending FY 2015/16 through FY 2017/18) and the data reported via monthly performance reports and TDA fiscal audits. Performance measures (revenue hours, revenue miles, and passengers) were largely consistent between the monthly performance reports and State Controller Reports.

- **Operating Cost:** Operating cost was generally consistent between the TDA fiscal audit and State Controller Report, with a variance of 6.6 to 7.6 percent over the monthly performance report. This is likely due to a difference in what costs are included in the monthly reports versus the other reports and not a significant concern.
- **Fare Revenue:** Fare revenue reported to in the TDA fiscal audit is consistently higher than that reported elsewhere. This is apparently due to the inclusion of revenues from trolley rentals/advertisements in the revenues reported in the TDA fiscal audit. There was a much smaller variance (approximately one percent) between the monthly performance reports and the State Controller Report, the cause of which could not be identified.
- **Full-time Equivalent (FTE) Employees:** The variance in FTE is due to using the TDA definition in FY 2017/18 but not using that definition in prior years. Prior years' FTE did not include administration or maintenance hours.



Exhibit 5.1 Data Reporting Consistency

Performance Measure	System-Wide		
	FY 2015/16	FY 2016/17	FY 2017/18
<b>Operating Cost (Actual \$)</b>			
<i>TDA fiscal audit</i>	\$4,803,009	\$4,953,116	\$5,647,659
<i>Monthly Performance Reports</i>	\$4,709,510	\$4,645,951	\$5,245,173
<i>State Controller Report</i>	\$4,803,008	\$4,953,117	\$5,647,659
<b>Fare Revenue (Actual \$)</b>			
<i>TDA fiscal audit</i>	\$222,544	\$228,667	\$228,648
<i>Monthly Performance Reports</i>	\$196,345	\$195,084	\$183,099
<i>State Controller Report</i>	\$198,135	\$197,491	\$183,875
<b>Vehicle Service Hours (VSH)</b>			
<i>Monthly Performance Reports</i>	52,779	51,994	49,671
<i>State Controller Report</i>	52,780	51,994	49,332
<b>Vehicle Service Miles (VSM)</b>			
<i>Monthly Performance Reports</i>	630,755	628,789	602,562
<i>State Controller Report</i>	656,891	628,759	602,562
<b>Passengers</b>			
<i>Monthly Performance Reports</i>	215,144	187,833	182,576
<i>State Controller Report</i>	215,144	187,833	182,576
<b>Full-Time Equivalent Employees</b>			
<i>State Controller Report</i>	37	23	51

## Chapter 6

# Performance Analysis

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

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

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

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

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

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

### Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 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.

- 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. (Fare revenue does not include additional local revenues that can be used to supplement the farebox recovery ratio.)

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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.

#### TDA Required Indicators

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

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via TDA fiscal audits for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported to the State Controller and was determined to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare Revenue data were obtained via TDA fiscal audits 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 the City's monthly performance data summary reports. The City's calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via State Controller Reports for each fiscal year covered by this audit. Data from these reports were then compared with information included within the City's monthly performance data summary reports. This methodology is consistent with PUC guidelines.
- Unlinked trip 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 the City's monthly performance data summary reports. The City's calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) methodology was provided by the City and, as of FY 2017/18, is consistent with the TDA definition (hours worked divided by 2,000).

#### System Performance Trends

Operating cost increased between FY 2012/13 and FY 2017/18, exhibiting a 32.7 percent net increase. Fare revenue decreased 20.7 percent during the six-year period, despite an increase of 19.1 percent occurring in FY 2014/15. This was followed by a 17.6-percent decrease in FY 2015/16.

System-wide Vehicle Service Hours (VSH) saw a net increase of 1.6 percent across the six-year period. Vehicle Service Miles (VSM) saw a net decrease of 2.8 percent between FY 2012/13 and FY 2017/18. Ridership experienced a net decrease of 22.3 percent across the six-year period, with the most significant decrease (12.7 percent) occurring during FY 2016/17.

Cost-related performance indicators increased during the current audit period. System-wide unaided farebox recovery declined across the audit period. Passengers per VSH and VSM have decreased along with an overall ridership decrease.



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - FY 2017/18

### Final Report

#### Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16	FY 2016/17	FY 2017/18
<b>Operating Cost (Actual \$)</b>	\$4,255,281	\$4,532,486	\$4,540,354	\$4,803,008	\$4,953,117	\$5,647,660
Annual Change		6.5%	0.2%	5.8%	3.1%	14.0%
<b>Fare Revenue (Actual \$)</b>	\$231,892	\$201,826	\$240,429	\$198,135	\$197,491	\$183,875
Annual Change		-13.0%	19.1%	-17.6%	-0.3%	-6.9%
<b>Vehicle Service Hours (VSH)</b>	48,565	50,809	48,728	52,780	51,994	49,332
Annual Change		4.6%	-4.1%	8.3%	-1.5%	-5.1%
<b>Vehicle Service Miles (VSM)</b>	619,951	653,062	605,333	656,891	628,759	602,562
Annual Change		5.3%	-7.3%	8.5%	-4.3%	-4.2%
<b>Passengers</b>	234,844	234,770	227,175	215,143	187,833	182,576
Annual Change		0.0%	-3.2%	-5.3%	-12.7%	-2.8%
<b>Employees</b>	35	35	35	37	23	51
Annual Change		0.0%	0.0%	5.7%	-37.8%	121.7%
<b>Performance Indicators</b>						
<b>Operating Cost/VSH (Actual \$)</b>	\$87.62	\$89.21	\$93.18	\$91.00	\$95.26	\$114.48
Annual Change		1.8%	4.5%	-2.3%	4.7%	20.2%
<b>Operating Cost/Passenger (Actual \$)</b>	\$18.12	\$19.31	\$19.99	\$22.32	\$26.37	\$30.93
Annual Change		6.5%	3.5%	11.7%	18.1%	17.3%
<b>Passengers/VSH</b>	4.84	4.62	4.66	4.08	3.61	3.70
Annual Change		-4.4%	0.9%	-12.6%	-11.4%	2.4%
<b>Passengers/VSM</b>	0.38	0.36	0.38	0.33	0.30	0.30
Annual Change		-5.1%	4.4%	-12.7%	-8.8%	1.4%
<b>Farebox Recovery</b>	5.4%	4.5%	5.3%	4.1%	4.0%	3.3%
Annual Change		-18.3%	18.9%	-22.1%	-3.3%	-18.3%
<b>Hours/Employee</b>	1387.6	1451.7	1392.2	1,426.5	2,260.6	967.3
Annual Change		4.6%	-4.1%	2.5%	58.5%	-57.2%
<b>TDA Non-Required Indicators</b>						
<b>Operating Cost/VSM</b>	\$6.86	\$6.94	\$7.50	\$7.31	\$7.88	\$9.37
Annual Change		1.1%	8.1%	-2.5%	7.7%	19.0%
<b>VSM/VSH</b>	12.77	12.85	12.42	12.45	12.09	12.21
Annual Change		0.7%	-3.3%	0.2%	-2.8%	1.0%
<b>Fare/Passenger</b>	\$0.99	\$0.86	\$1.06	\$0.92	\$1.05	\$1.01
Annual Change		-12.9%	23.1%	-13.0%	14.2%	-4.2%

Sources: FY 2012/13 – FY 2014/15 data from prior Triennial Performance Audit.  
FY 2015/16 – FY 2017/18 data from State Controller Reports.

# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.2 System Ridership

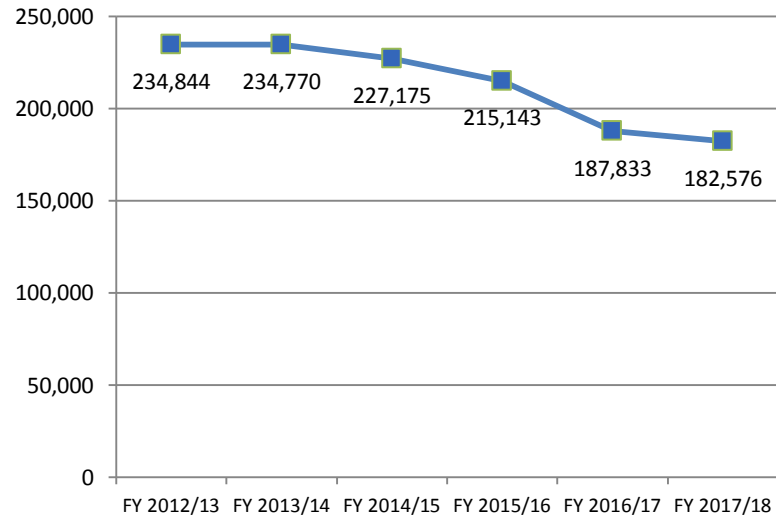


Exhibit 6.3 System Operating Cost/VSH

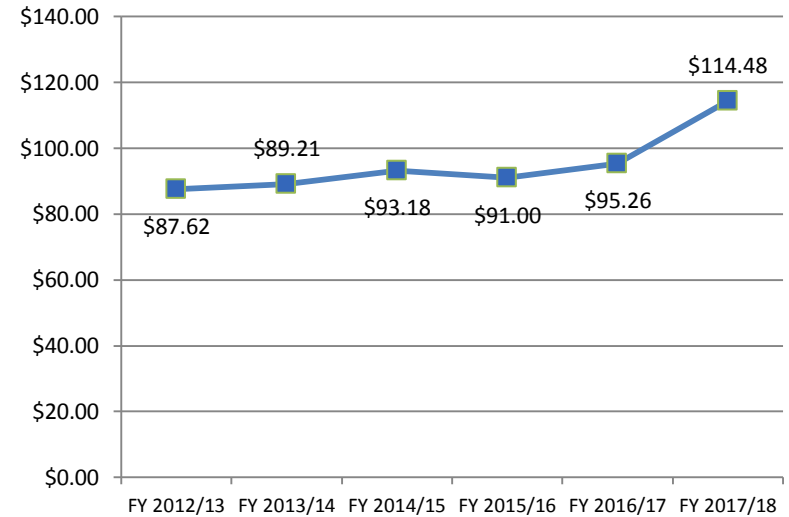


Exhibit 6.4 System Operating Cost/VSM

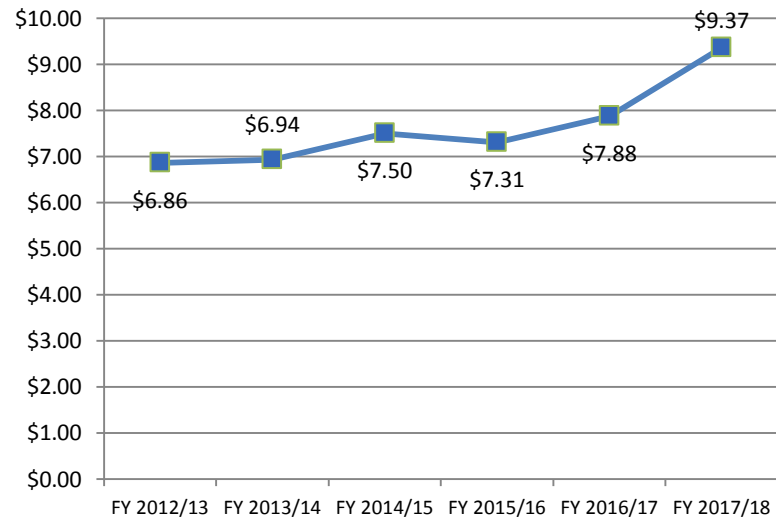
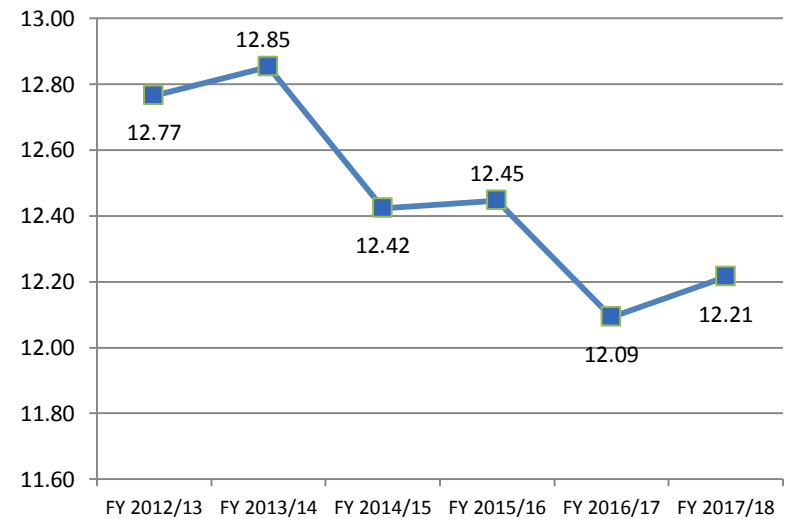


Exhibit 6.5 System VSM/VSH



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.6 System Operating Cost/Passenger

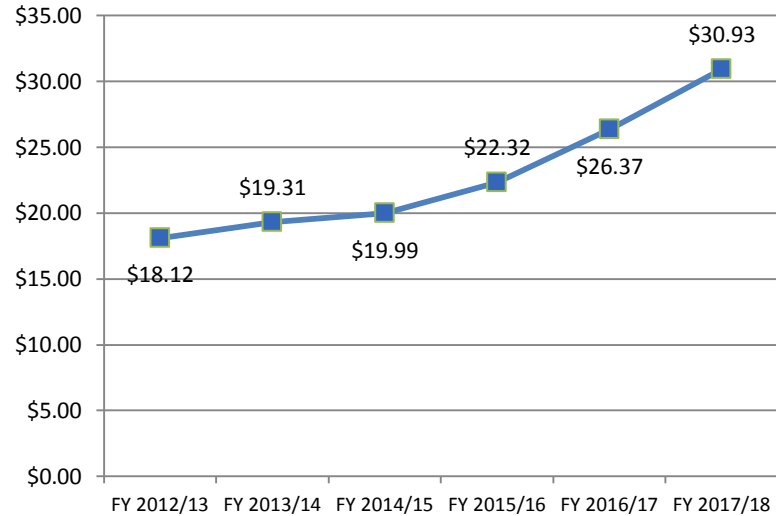


Exhibit 6.7 System Passengers/VSH

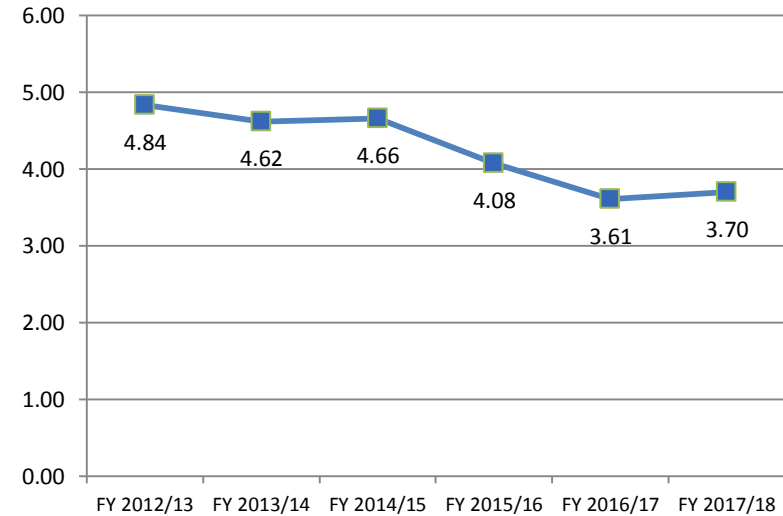


Exhibit 6.8 System Passengers/VSM

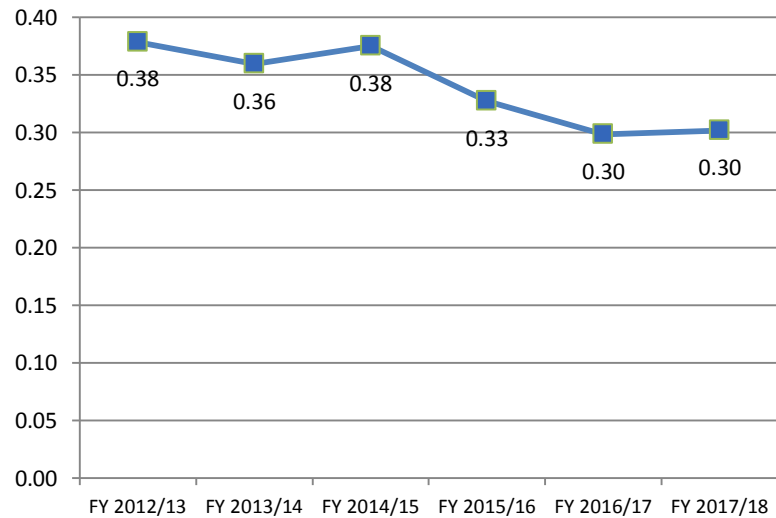
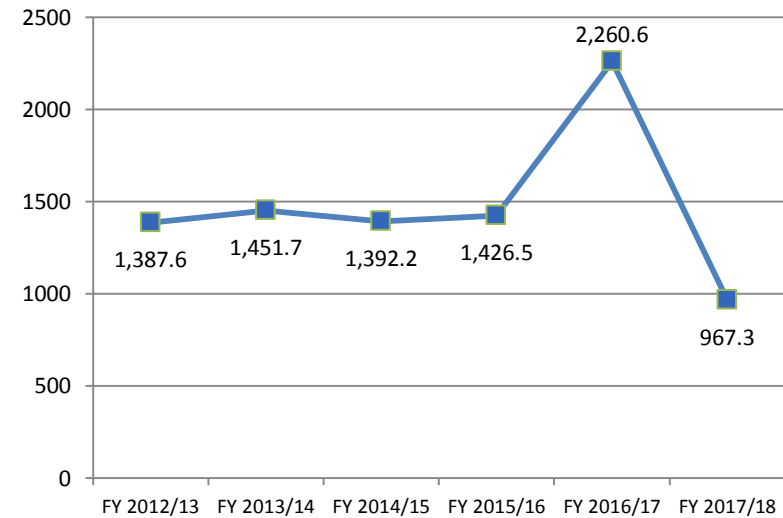


Exhibit 6.9 System VSH/FTE



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.10 System Farebox Recovery

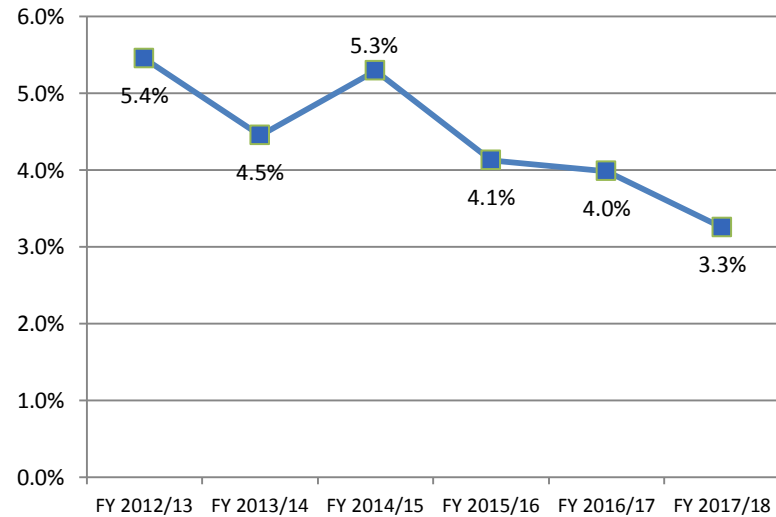
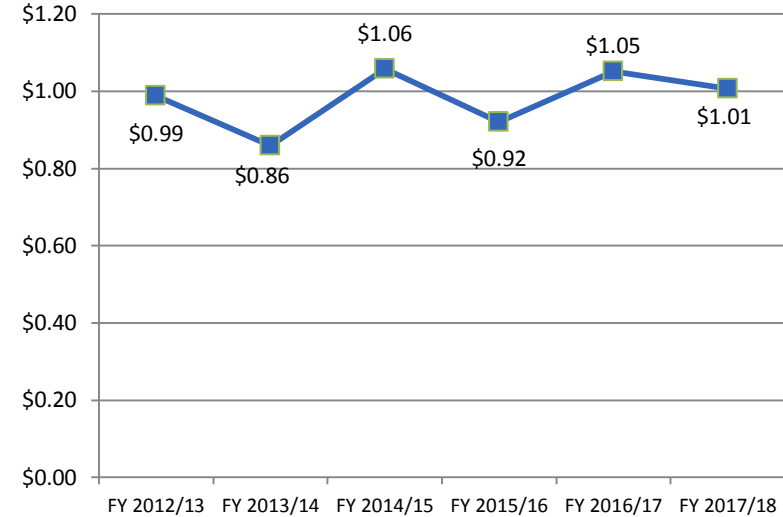


Exhibit 6.11 System Fare/Passenger



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

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#### Fixed-Route Service

Operating cost between FY 2012/13 and FY 2017/18 exhibited a 27.3-percent net increase. The most significant increases took place during the current audit period, with a 22.5-percent increase in FY 2015/16 and a 19.9 percent increase in FY 2017/18. Fare revenue saw a 23.2-percent increase in FY 2014/15 but decreased 25.1 percent in FY 2015/16, ending the six-year period with a net decrease of 27.2 percent.

Fixed-Route Vehicle Service Hours (VSH) saw a net increase of just 0.7 percent across the six-year period. Vehicle Service Miles (VSM) also saw a small change between FY 2012/13 and FY 2017/18 with an increase of just 0.4 percent. Ridership experienced a net decrease of 24.1 percent across the six-year period, with the largest decrease of 14.8 percent occurring in FY 2016/17.

Cost-related performance indicators experienced a net increase during the current audit period. Fixed-Route unaided farebox recovery declined across the audit period. Passengers per VSH and VSM have decreased along with the overall ridership decrease.



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

#### Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16	FY 2016/17	FY 2017/18
<b>Operating Cost (Actual \$)</b>	\$2,089,088	\$2,351,752	\$2,052,265	\$2,514,375	\$2,217,624	\$2,658,540
<i>Annual Change</i>		12.6%	-12.7%	22.5%	-11.8%	19.9%
<b>Fare Revenue (Actual \$)</b>	\$126,374	\$120,006	\$147,885	\$110,768	\$103,217	\$91,965
<i>Annual Change</i>		-5.0%	23.2%	-25.1%	-6.8%	-10.9%
<b>Vehicle Service Hours (VSH)</b>	21,152	21,126	21,079	21,193	21,401	21,292
<i>Annual Change</i>		-0.1%	-0.2%	0.5%	1.0%	-0.5%
<b>Vehicle Service Miles (VSM)</b>	255,173	261,001	260,594	258,156	257,006	256,067
<i>Annual Change</i>		2.3%	-0.2%	-0.9%	-0.4%	-0.4%
<b>Passengers</b>	171,925	169,559	166,150	154,451	131,597	130,515
<i>Annual Change</i>		-1.4%	-2.0%	-7.0%	-14.8%	-0.8%
<b>Employees</b>	16	16	16	17	10	14
<i>Annual Change</i>		0.0%	0.0%	6.3%	-41.2%	40.0%
<b>Performance Indicators</b>						
<b>Operating Cost/VSH (Actual \$)</b>	\$98.77	\$111.32	\$97.36	\$118.64	\$103.62	\$124.86
<i>Annual Change</i>		12.7%	-12.5%	21.9%	-12.7%	20.5%
<b>Operating Cost/Passenger (Actual \$)</b>	\$12.15	\$13.87	\$12.35	\$16.28	\$16.85	\$20.37
<i>Annual Change</i>		14.1%	-10.9%	31.8%	3.5%	20.9%
<b>Passengers/VSH</b>	8.13	8.03	7.88	7.29	6.15	6.13
<i>Annual Change</i>		-1.3%	-1.8%	-7.5%	-15.6%	-0.3%
<b>Passengers/VSM</b>	0.67	0.65	0.64	0.60	0.51	0.51
<i>Annual Change</i>		-3.6%	-1.9%	-6.2%	-14.4%	-0.5%
<b>Farebox Recovery</b>	6.0%	5.1%	7.2%	4.4%	4.7%	3.5%
<i>Annual Change</i>		-15.6%	41.2%	-38.9%	5.7%	-25.7%
<b>Hours/Employee</b>	1322.0	1320.4	1317.4	1246.6	2140.1	1520.9
<i>Annual Change</i>		-0.1%	-0.2%	-5.4%	71.7%	-28.9%
<b>TDA Non-Required Indicators</b>						
<b>Operating Cost/VSM</b>	\$8.19	\$9.01	\$7.88	\$9.74	\$8.63	\$10.38
<i>Annual Change</i>		10.1%	-12.6%	23.7%	-11.4%	20.3%
<b>VSM/VSH</b>	12.06	12.35	12.36	12.18	12.01	12.03
<i>Annual Change</i>		2.4%	0.1%	-1.5%	-1.4%	0.1%
<b>Fare/Passenger</b>	\$0.74	\$0.71	\$0.89	\$0.72	\$0.78	\$0.70
<i>Annual Change</i>		-3.7%	25.8%	-19.4%	9.4%	-10.2%

Sources: FY 2012/13 – FY 2014/15 data from prior Triennial Performance Audit.

FY 2015/16 – FY 2017/18 data from State Controller Reports.

# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.13 Fixed-Route Ridership

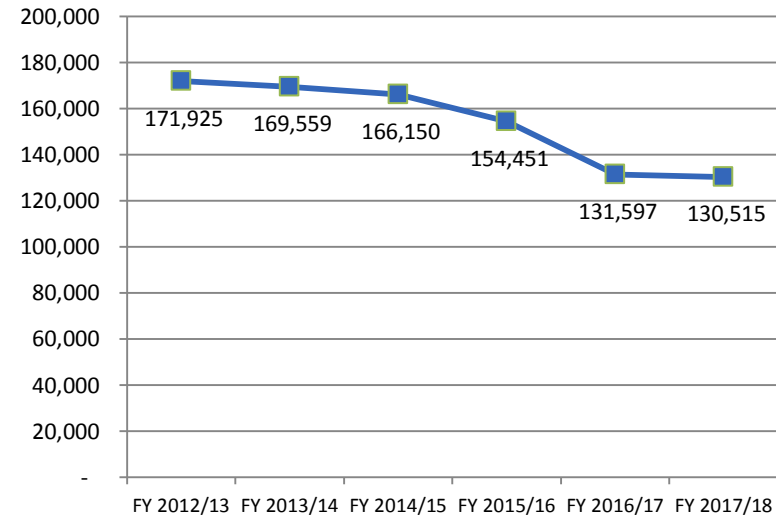


Exhibit 6.14 Fixed-Route Operating Cost/VSH

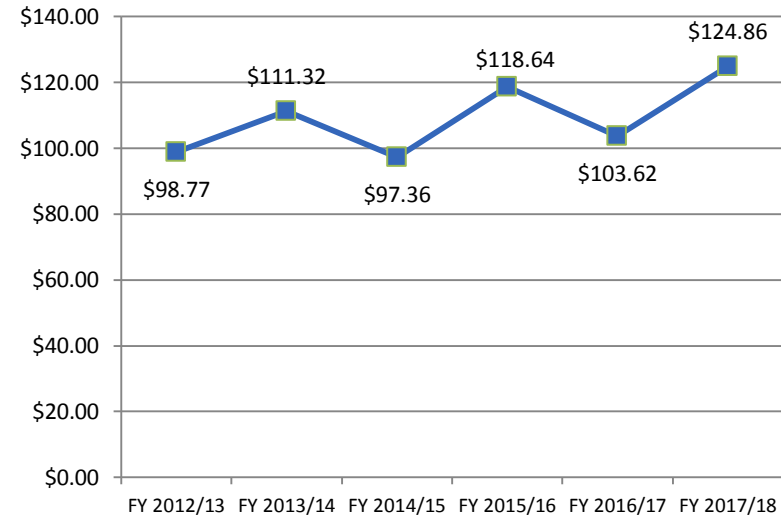


Exhibit 6.15 Fixed-Route Operating Cost/VSM

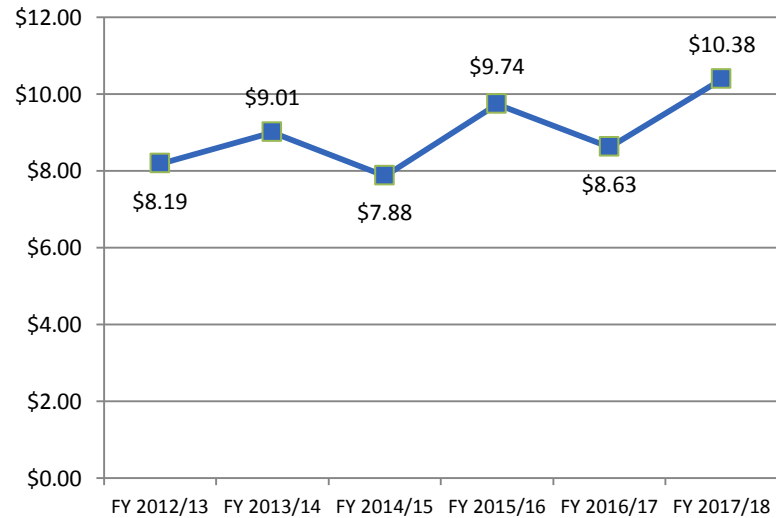
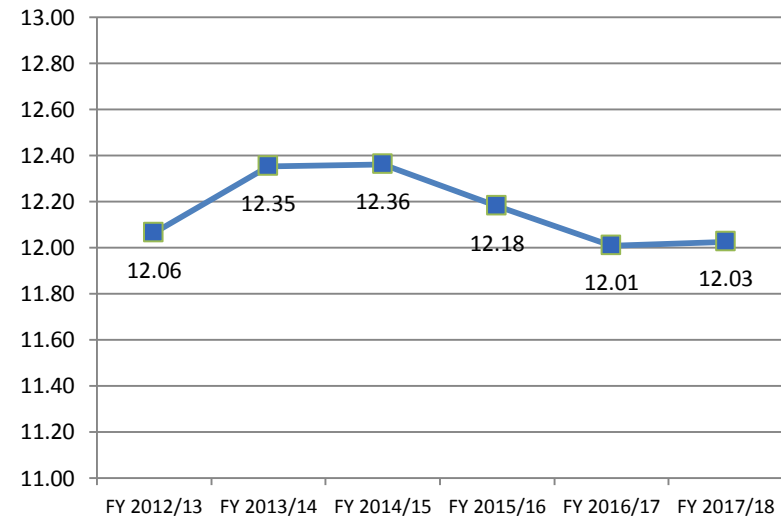


Exhibit 6.16 Fixed-Route VSM/VSH



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.17 Fixed-Route Operating Cost/Passenger

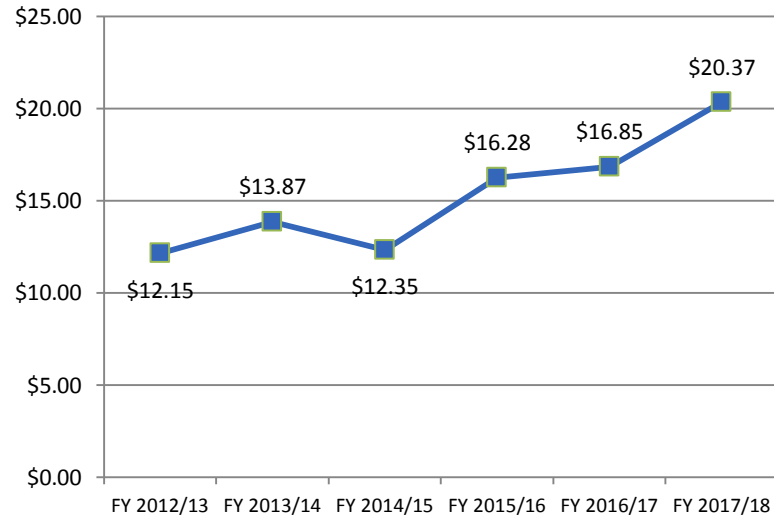


Exhibit 6.18 Fixed-Route Passengers/VSH

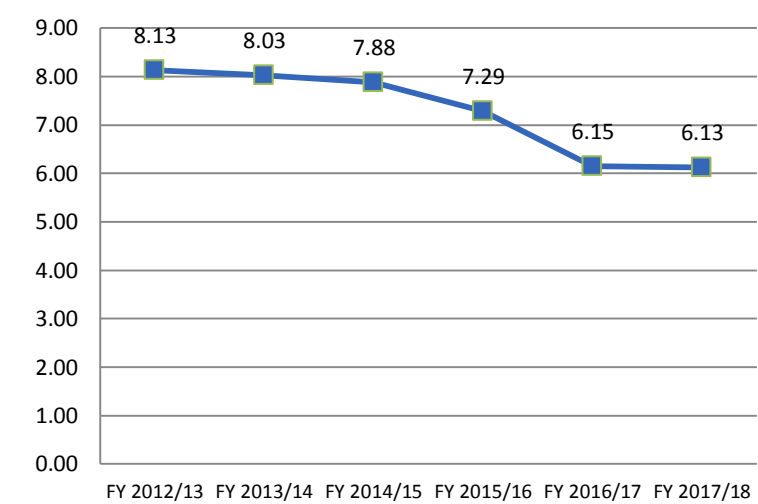


Exhibit 6.19 Fixed-Route Passengers/VSM

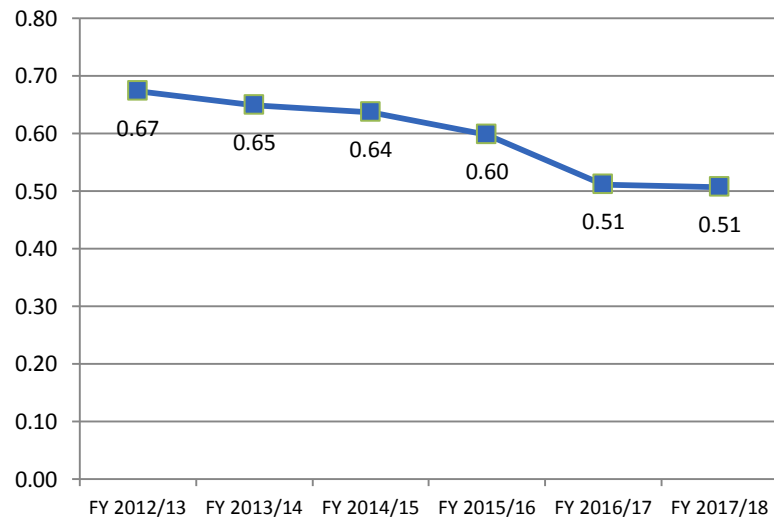
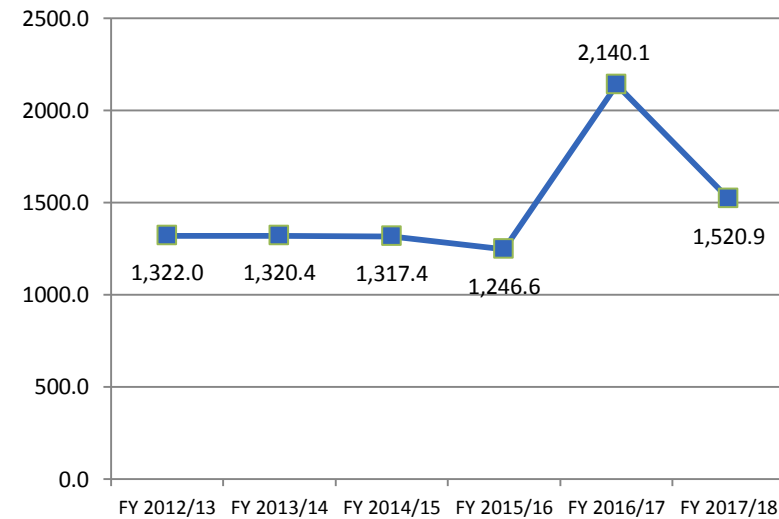


Exhibit 6.20 Fixed-Route VSH/FTE



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.21 Fixed-Route Farebox Recovery

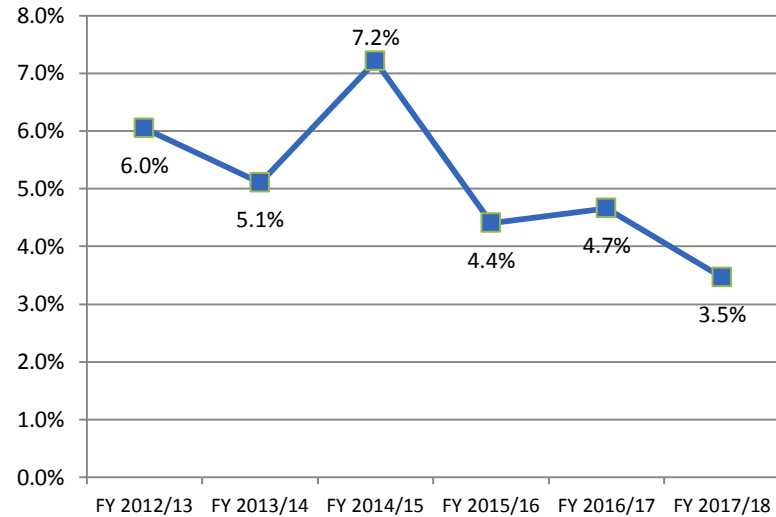
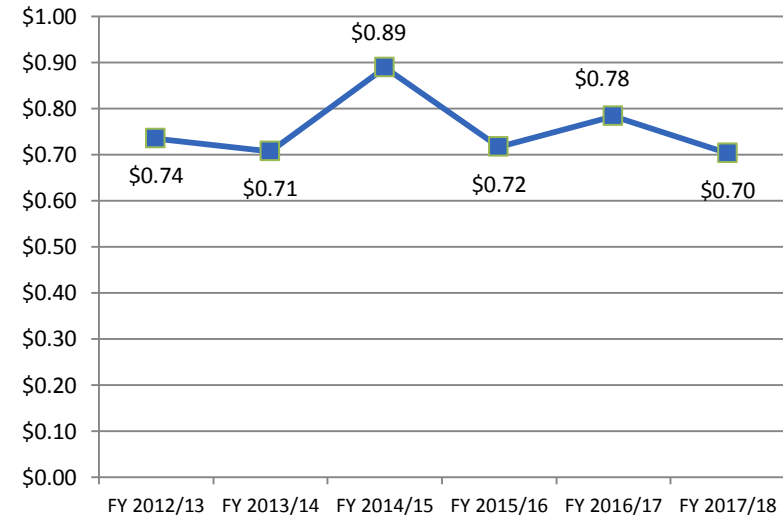


Exhibit 6.22 Fixed-Route Fare/Passenger



#### Demand-Response Service

Operating cost increased between FY 2012/13 and FY 2017/18, exhibiting a 38.0-percent net increase. The operating costs varied noticeably across the six-year period with the greatest increase (19.5 percent) in FY 2016/17. Fare revenue has decreased by 12.9 percent in the six-year period with the greatest decrease of 22.5 percent occurring in FY 2013/14.

Demand-response Vehicle Service Hours (VSH) saw a net increase of 2.3 percent across the six-year period, with the most significant increase of 14.2 percent in FY 2015/16. Vehicle Service Miles (VSM) saw a net decrease of 5.0 percent between FY 2012/13 and FY 2017/18, with the most significant decrease of 12.1 percent in FY 2014/15 and increase of 15.7 percent in FY 2015/16. Ridership experienced a net decrease of 17.3 percent across the six-year period and decreased every year except FY 2013/14.

Cost-related performance indicators increased significantly during the current audit period. Demand-response unaided farebox recovery decreased slightly during the current audit period. Passengers per VSH decreased slightly while Passengers per VSM remained static.



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16	FY 2016/17	FY 2017/18
<b>Operating Cost (Actual \$)</b>	\$2,166,193	\$2,180,734	\$2,488,089	\$2,288,633	\$2,735,493	\$2,989,120
Annual Change		0.7%	14.1%	-8.0%	19.5%	9.3%
<b>Fare Revenue (Actual \$)</b>	\$105,518	\$81,820	\$92,544	\$87,367	\$94,274	\$91,910
Annual Change		-22.5%	13.1%	-5.6%	7.9%	-2.5%
<b>Vehicle Service Hours (VSH)</b>	27,413	29,683	27,649	31,587	30,593	28,040
Annual Change		8.3%	-6.9%	14.2%	-3.1%	-8.3%
<b>Vehicle Service Miles (VSM)</b>	364,778	392,061	344,739	398,735	371,753	346,495
Annual Change		7.5%	-12.1%	15.7%	-6.8%	-6.8%
<b>Passengers</b>	62,919	65,211	61,025	60,692	56,236	52,061
Annual Change		3.6%	-6.4%	-0.5%	-7.3%	-7.4%
<b>Employees</b>	19	19	19	20	13	37
Annual Change		0.0%	0.0%	5.3%	-35.0%	184.6%
<b>Performance Indicators</b>						
<b>Operating Cost/VSH (Actual \$)</b>	\$79.02	\$73.47	\$89.99	\$72.45	\$89.42	\$106.60
Annual Change		-7.0%	22.5%	-19.5%	23.4%	19.2%
<b>Operating Cost/Passenger (Actual \$)</b>	\$34.43	\$33.44	\$40.77	\$37.71	\$48.64	\$57.42
Annual Change		-2.9%	21.9%	-7.5%	29.0%	18.0%
<b>Passengers/VSH</b>	2.30	2.20	2.21	1.92	1.84	1.86
Annual Change		-4.3%	0.5%	-12.9%	-4.3%	1.0%
<b>Passengers/VSM</b>	0.17	0.17	0.18	0.15	0.15	0.15
Annual Change		-3.6%	6.4%	-14.0%	-0.6%	-0.7%
<b>Farebox Recovery</b>	4.9%	3.8%	3.7%	3.8%	3.4%	3.1%
Annual Change		-23.0%	-0.9%	2.6%	-9.7%	-10.8%
<b>Hours/Employee</b>	1442.8	1562.3	1455.2	1579.4	2353.3	757.8
Annual Change		8.3%	-6.9%	8.5%	49.0%	-67.8%
<b>TDA Non-Required Indicators</b>						
<b>Operating Cost/VSM</b>	\$5.94	\$5.56	\$7.22	\$5.74	\$7.36	\$8.63
Annual Change		-6.3%	29.8%	-20.5%	28.2%	17.2%
<b>VSM/VSH</b>	13.31	13.21	12.47	12.62	12.15	12.36
Annual Change		-0.7%	-5.6%	1.2%	-3.7%	1.7%
<b>Fare/Passenger</b>	\$1.68	\$1.25	\$1.52	\$1.44	\$1.68	\$1.77
Annual Change		-25.2%	20.9%	-5.1%	16.5%	5.3%

Sources: FY 2012/13 – FY 2014/15 data from prior Triennial Performance Audit.  
FY 2015/16 – FY 2017/18 data from State Controller Reports.

# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.24 Demand-Response Ridership

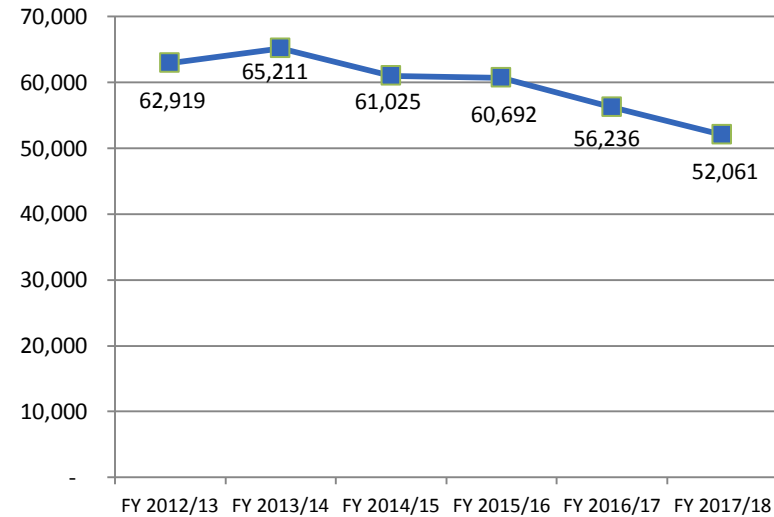


Exhibit 6.25 Demand-Response Operating Cost/VSH

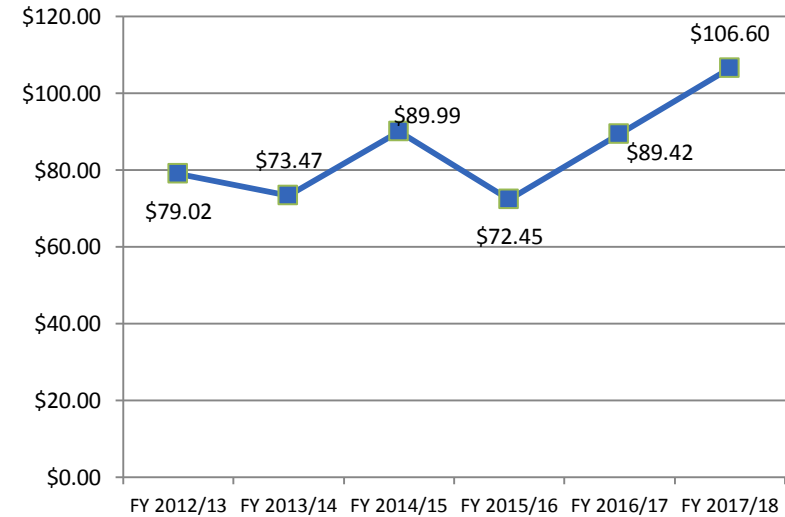


Exhibit 6.26 Demand-Response Operating Cost/VSM

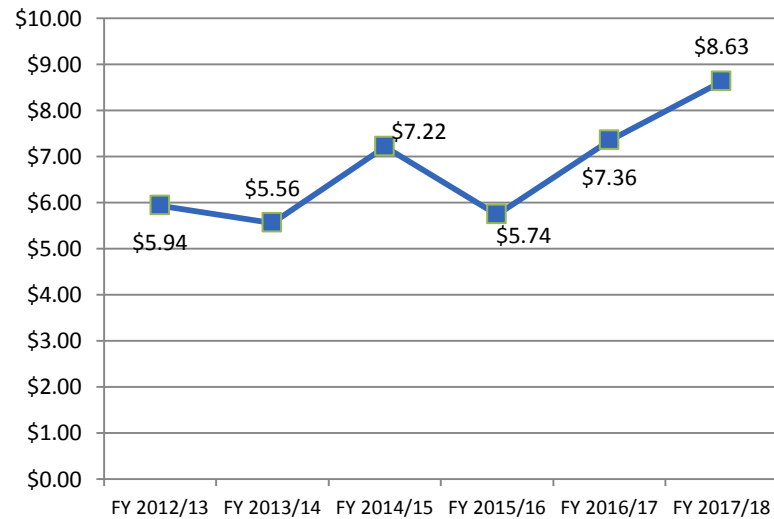
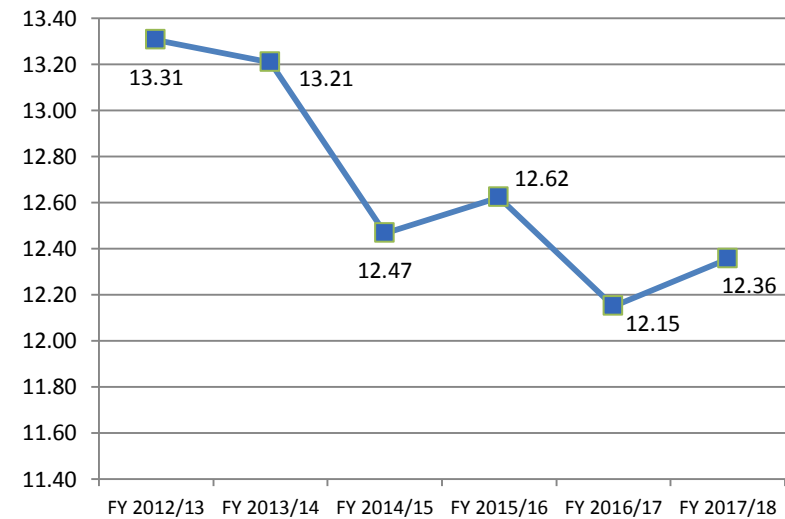


Exhibit 6.27 Demand-Response VSM/VSH



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

### Final Report

Exhibit 6.28 Demand-Response Operating Cost/Passenger

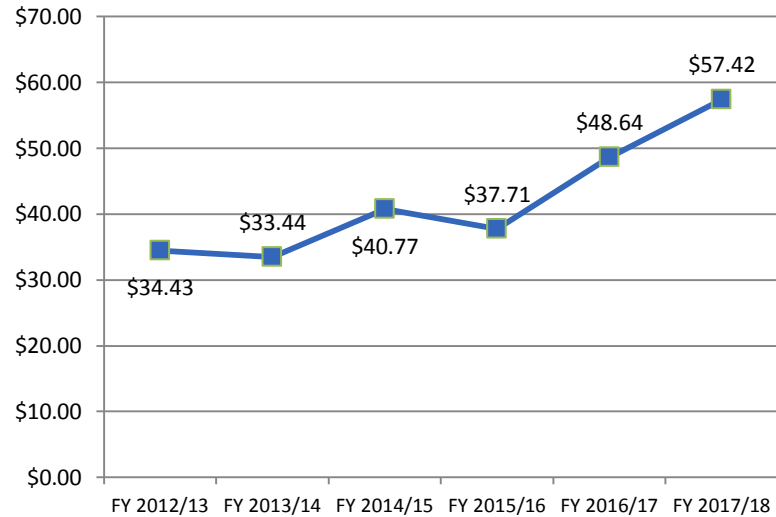


Exhibit 6.29 Demand-Response Passengers/VSH

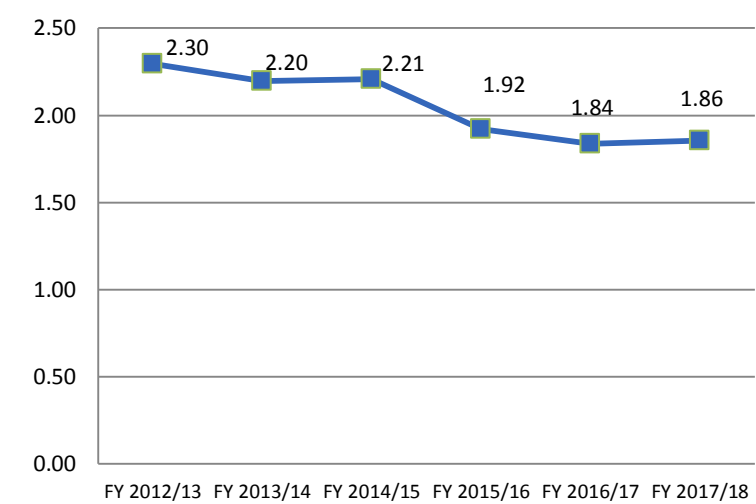


Exhibit 6.30 Demand-Response Passengers/VSM

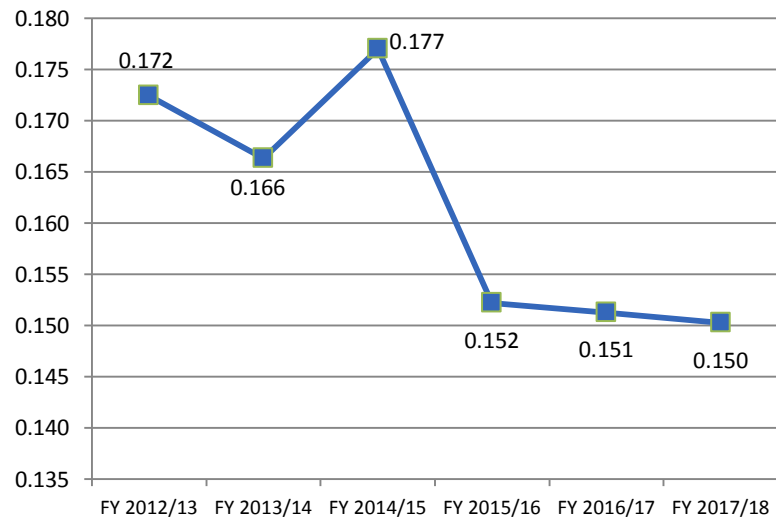
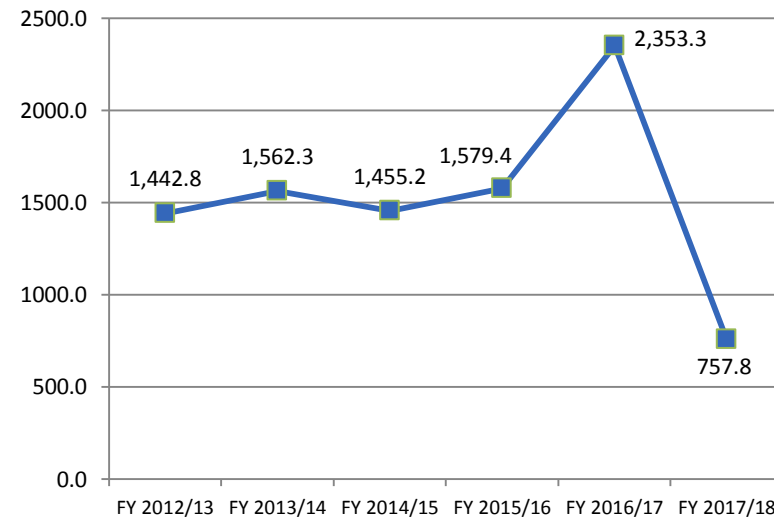


Exhibit 6.31 Demand-Response VSH/FTE



# City of Clovis

## Triennial Performance Audit, FY 2015/16 - 2017/18

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Exhibit 6.32 Demand-Response Farebox Recovery

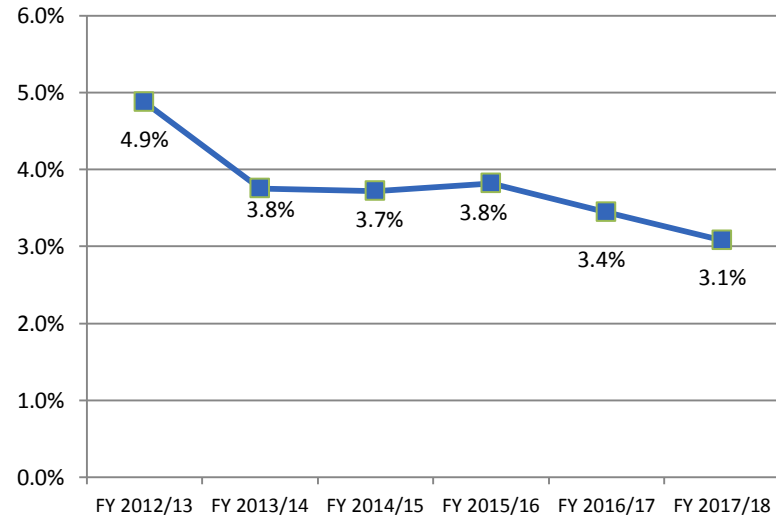
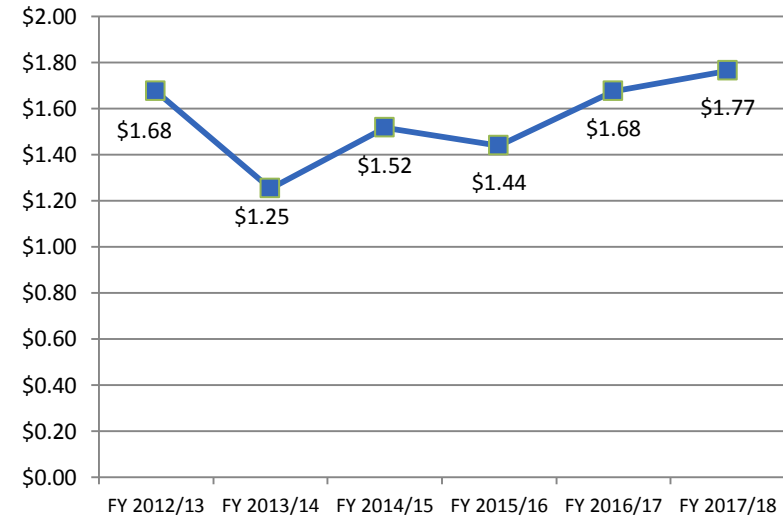


Exhibit 6.33 Demand-Response Fare/Passenger



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## Chapter 7

# Functional Review

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

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

### Service Overview

The City of Clovis operates Stageline, a fixed-route service featuring four routes. Service is available on weekdays from 6:15 a.m. through 6:15 p.m. along with limited Saturday service. The service does not operate on Sunday or designated holidays.

The City of Clovis also operates Round Up, a curb-to-curb, on-demand service available to persons with disabilities. The service operates within Clovis, Fresno, and nearby areas. Trips are provided on a first-come, first-served basis. Requests for service require a one-day advance notice prior to pick-up. Round Up service hours are weekdays from 6:15 a.m. through 7:15 p.m., and weekends from 7:30 a.m. through 3:00 p.m. Round Up weekend service is limited to trips within Clovis only and within the ¾ mile radius of fixed-route service. Weekday service to Fresno is available from 7:00 a.m. to 5:00 p.m.

Fixed-route passes are available for purchase on Clovis Stageline buses, FAX buses, and Clovis city hall. Single-ride passes for Stageline and Round Up are also available via Token Transit.



Exhibit 7.1 Fare Structure

Fare Category	Cost
<b>Fixed-route fares (Stageline)</b>	
One-way fare	\$1.25
Seniors (65+) and persons with disabilities	Free
Children under 6 (up to four with fare-paying adult)	Free
Transfer (valid on Stageline or FAX)	Free
10-ride pass (valid on Stageline or FAX)	\$11.25
31-day pass (valid on Stageline or FAX)	\$48.00
<b>Dial-A-Ride fares (Round Up)</b>	
One-way fare within Clovis (Zone 1)	\$1.25
One-way fare to Fresno (Zone 2)	\$2.00
One-way fare to Fresno (Zone 3)	\$2.75
Round Up pass (\$27.50 value)	\$25.00

#### General Management and Organization

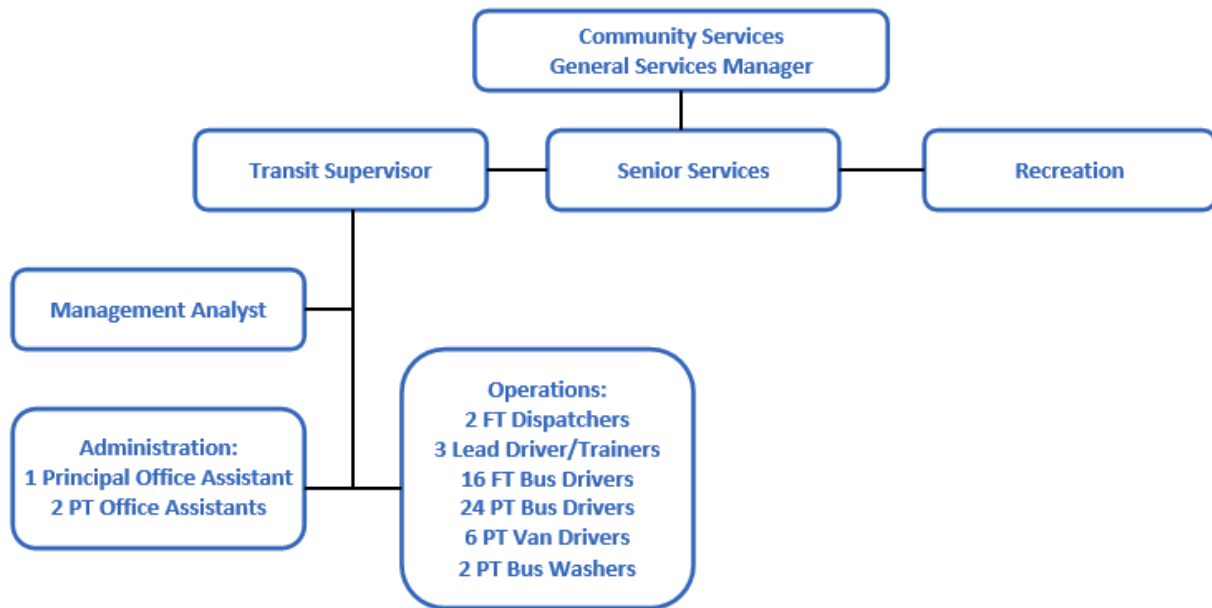
The City's transit program is operated in-house. The General Services Manager monitors on-time performance regularly and prepares a quarterly report inclusive of collisions/road calls, no-shows, complaint calls, and ridership. Management receives and reviews performance and financial data on a monthly basis and act appropriately.

The program is structured and staffed appropriately with respect to management, but could always use more drivers. A Management Analyst was hired in August 2018, which has made a positive difference. The internal organization structure is appropriate, effective, and efficient.

The only service change made in the audit period was extending paratransit service hours to provide complementary paratransit service to support FAX service in Clovis. Local fixed-route service runs until 6:00 p.m., but FAX service runs until 7:15 p.m. The City's consultant believed FAX should be providing ADA-complementary paratransit service between 6:00 p.m. and 7:15 p.m., but FAX disagreed, and the City extended its Round Up hours. There is some disparity of service for FAX services coming across the city border, which the City hopes to address with FAX in the future.

The governing body for the City's transit program is the Clovis city council. The city council meets the first, second, and third Monday of the month at 6:00 p.m. at Clovis City Hall (1033 Fifth Street). This location is served by Clovis Transit Routes 10 and 50. The Council does not have any particular areas of concern. An ADA advisory committee meets twice a year.

Exhibit 7.2 Organizational Chart



The City has a good relationship with the Fresno COG. The City believes the COG staff understand their role as supportive. Staff are active on many of the COG's committees. The COG recently prepared a Long-Range Transit Plan, which was accepted by the city council in April 2019. The City participates in Fresno COG's Social Services Transportation Advisory Council (SSTAC) and is active in CalACT.

The acquisition of electric buses has been challenging. The City is purchasing two electric buses with Measure C New Technology and Innovation funds. This is part of a three-year pilot program to generate data. There is concern about performance under extreme heat and slow charging during cold weather. The City hopes the California Air Resources Board (CARB) will use the data learned during the pilot project to evaluate the 2026 deadline for cutaway vehicles to start the transition to zero emission vehicles.

### Service Planning

The most recent SRTP was prepared in-house in 2018. It did not involve any surveying or public participation. The City does not normally conduct surveys, but will begin to in the future. A route redesign project scheduled for 2020 will assess current routes and determine if changes are needed to incorporate the new transit building at the corner of Third and Clovis avenues. This will include stakeholder outreach, focus groups, surveys, etc. to make sure the new routes address the community's needs. The City is also looking at planned land-use, including some large developments. The goal is to plan the routes so that they will address the City's mobility needs for the next 15 to 20 years. This project will be funded by LCTOP and may include development of revised branding for the system.

### Scheduling, Dispatch, and Operations

Full-time drivers and dispatchers are represented by the Clovis Transit Employees Bargaining Unit (TEBU) through the Operating Engineers Local 3, which represents public utilities. Bids are conducted at least once a year. All part-time drivers are cross-utilized between Stageline and Round Up. There are 16

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full-time and 30 part-time drivers, 3 full time driver/trainers as well as three utility workers (bus washers). The City maintains an extra “floater” driver assignment each day. This driver usually gets a shift, either on fixed-route or demand-response, given at least one driver calls out every night.

Part-time drivers do not receive benefits. They can purchase insurance under the Affordable Care Act (ACA), but this has been deemed not affordable using the ACA formula. Part-time drivers do accrue vacation time, which they can utilize after five years, in addition to sick leave.

Higher capacity buses are assigned to the higher demand routes. On weekends, they attempt to balance miles by using vehicles used the least during the week.

The City uses GFI GenFare Fastfare fareboxes. Once a week vaults, are pulled from half of the fleet, alternating between fixed-route and Dial-A-Ride. They are brought in and counted during the week in the Transit Supervisor’s office. Cameras are positioned outside of the office. The farebox keys are accessed via a dual custody process. The safe inside the Transit Supervisor’s office holding the vault keys requires a key and code. Lead drivers have access to the safe key and select staff have the code. The cash is taken to the Finance department where it is recounted and deposited.

#### Personnel Management and Training

Recruitment is ongoing. Jobs are posted on the City’s website. Other avenues have been attempted with little success. The City employs three full-time in-house trainers, who cover the entire training process. New bus driver recruits must have a year of driving experience. Regardless of experience, all drivers receive the same training curriculum when they begin at the City.

Employees are eligible to receive health, life, and dental benefits. Pay differentials are available for supervisory positions, training positions, and standby status. A safety incentive pilot program offers an annual safety bonus for employees based on the number of injury/accident-free years, for a minimum of two years. The City also offers tuition reimbursement as part of its professional development program.

Driver turnover occurs more often within the part-time positions. Some part-time drivers are in school and pursue other opportunities, some look for permanent positions, and some leave due to disciplinary issues. There is little to no turnover among full-time drivers. The City conducts annual driver evaluations, and a formal process has been established that includes annual ridealongs and spot checks. Drivers are paid to attend mandatory monthly safety meetings. Vehicles include first aid kits, fire extinguisher, and biohazard response. All vehicles are accessible and have bike racks.

#### Administration

The General Services Manager is responsible for annual budgeting. The transit budget goes to City Council for approval and is wrapped into the overall city budget. The General Services Manager also handles grants. In addition to TDA claims, the City receives state and local PTMISEA, LCTOP, and Measure C funds.

Risk management is handled by the City’s Personnel department. The City has a procedure for processing accident and injury claims. The City is self-insured through the Central San Joaquin Valley Risk Management Authority (CSJVRMA). There is a disaster preparedness and response plan.

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The only service contracted out is advertising. Bus stop maintenance is performed by part-time bus washers.

Payroll is processed in the Transit department twice each month and sent to the City. Paper timesheets are signed by the Transit Supervisor. Direct deposit is offered and most employees use it.

Accounts payable is handled within the Transit department. Purchasing is decentralized. The Facility Maintenance Manager handles a lot of the large purchases for City departments. In accordance with City policy and state law, larger projects are placed on PlanetBids. Invoice terms, quantities, and prices are verified against approved purchase orders. There is a system which ensures goods or services have been received before an invoice is paid. Buses are purchased by the General Services Manager through the CalACT bid. There is no internal audit function.

#### Marketing and Public Relations

Marketing is handled in-house. The City does not have an official marketing plan, but participates regularly in community events. There is a social media presence, a brochure, and a recently updated website featuring the trolley. The new trolley was bought through the CalACT bid and is rented for special events.

Complaints are received by all office staff. All are trained to answer the phone. Calls are entered into the CRM system and categorized. Complaints and responses are documented. The EasyRides software program is used for Dial-A-Ride dispatching.

#### Maintenance

The preventative maintenance schedule is based on mileage and time and complies with OEM. The City has a sufficient number of vehicles to meet current pullout. Zonar is used for pre-trip inspections for buses, while vans use paper documentation. There is a mechanic on duty at pullout. Lead drivers pull reports every morning. There is a sufficient number of spares. The Maintenance department uses FASTER software, and also enters all maintenance information into Zonar.

Body damage is likely to be sent out; the City does not have its own paint shop. Anything beyond basic fabrication is sent out, as is some transmission work. The number of bays and lifts is sufficient for the current fleet.

A schedule is in place for vehicle replacement. Maintenance contacts the Transit Supervisor with a down list each day. There are two shifts of mechanics. A lot of work on the buses is done during the night shift. While the night mechanics are not dedicated to transit, they tend to have more experience and training on the buses. Given there are no dedicated mechanics, billing is based on the vehicle being worked on.

Access to the locked parts room is limited to storekeepers. Maintenance is notified promptly of breakdowns and can service a vehicle in the field when necessary.

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Exhibit 7.3 City of Clovis Fleet Inventory

Vehicle #	Year	Make	Model	PAX	Fuel Type	Service
50004	2007	GMC	Glaval	21	Gas	Round Up
50016	2008	Glaval Bus		21	Diesel	Round Up
50018	2008	Glaval Bus		21	Diesel	Round Up
50019	2008	Glaval Bus		21	Diesel	Round Up
50020	2008	Glaval Bus		21	Diesel	Round Up
50021	2008	Glaval Bus		21	Diesel	Round Up
50022	2008	Glaval Bus		21	Diesel	Round Up
50023	2012	Arboc Bus	Low Floor	21	Diesel	Round Up
50024	2012	Arboc Bus	Low Floor	21	Diesel	Round Up
50025	2012	Arboc Bus	Low Floor	21	Diesel	Round Up
50026	2012	Arboc Bus	Low Floor	21	Diesel	Round Up
50027	2012	Arboc Bus	Low Floor	21	Diesel	Round Up
50028	2012	Arboc Bus	Low Floor	21	Diesel	Round Up
50029	2019	Champion	Low Floor	18	Diesel	Round Up
50030	2019	Champion	Low Floor	18	Diesel	Round Up
50031	2019	Champion	Low Floor	18	Diesel	Round Up
50039	2018	Dodge Van	Caravan	4	Gas	Round Up
50040	2018	Dodge Van	Caravan	4	Gas	Round Up
50041	2013	Braun	Activan	4	Gas	Round Up
50042	2013	Braun	Activan	4	Gas	Round Up
50043	2011	Braun	Activan	4	Gas	Round Up
50044	2011	Braun	Activan	4	Gas	Round Up
50045	2007	Dodge Van	Caravan	5	Gas	Round Up
50046	2007	Dodge Van	Caravan	5	Gas	Round Up
50047	2007	Dodge Van	Caravan	5	Gas	Round Up
50050	2002	GEM	Longbed Utility			Round Up
50051	2015	Freightliner Bus	Champion	29	Diesel	Stageline
50052	2015	Freightliner Bus	Champion	30	Diesel	Stageline
50068	2008	Glaval Bus		21	Diesel	Stageline
50069	2008	Glaval Bus		21	Diesel	Stageline
50073	2008	Glaval Bus		21	Diesel	Stageline
50074	2008	Glaval Bus		21	Diesel	Stageline
50075	2008	Glaval Bus		21	Diesel	Stageline
50076	2008	Glaval Bus		21	Diesel	Stageline
50077	2019	Freightliner Bus	Champion	29	Diesel	Stageline
50078	2019	Freightliner Bus	Champion	29	Diesel	Stageline
50079	2019	Freightliner Bus	Champion	29	Diesel	Stageline
50080	2019	Freightliner	Champion	29	Diesel	Stageline
50081	2019	Freightliner	Champion	29	Diesel	Stageline
50082	2018	Freightliner	Trolley			Stageline

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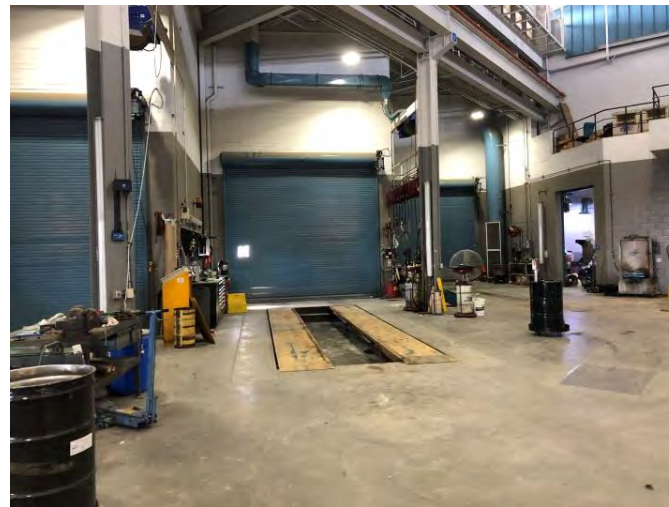
*City maintenance yard.*



*Secured parts room.*



*Vehicles at City maintenance yard.*



*City maintenance facility.*

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*Vehicle bays at City maintenance facility.*



*Clovis Transit Stageline vehicle.*



*Clovis Transit Round Up vehicle.*



*Clovis Transit Trolley vehicle.*

## Chapter 8

# Findings and Recommendations

### Conclusions

With one exception, Moore & Associates finds the City of Clovis 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 one compliance finding:

1. In FY 2015/16, the City's State Controller Report was submitted after the stipulated deadline.

Moore & Associates has identified one functional finding. While this finding does not affect TDA compliance, we feel it is significant enough to be addressed within this audit:

1. The City has yet to develop a formal travel training program in conjunction with its new transit hub.

### Program Recommendations

In completing this Triennial Performance Audit, Moore & Associates submits the following recommendations for the City of Clovis. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance.

### Compliance Finding 1: In FY 2015/16, the City's State Controller Report was submitted after the stipulated deadline.

**Criteria:** PUC 99243(a) requires transit operators to file an annual report with the State Controller's Office within a prescribed period of time. In FY 2015/16, the deadline was 110 days following the end of the fiscal year, or October 18, 2016, if filing electronically. Beginning in FY 2016/17, the deadline was extended to seven months following the end of the fiscal year, or January 31.

**Condition:** In FY 2015/16, the City's State Controller Report was submitted on October 26, 2016, more than one week after the stipulated deadline.

**Cause:** During FY 2015/16, the City's Finance department experienced the unexpected death of one of its personnel.

**Effect:** The unexpected change in personnel resulted in delays to several job duties, including the filing of that year's State Controller Report.

**Recommendation:** Ensure all future State Controller Reports are submitted on time.

**Recommended Action(s):** All employees involved in the preparation of the State Controller Reports should be aware of the January 31 deadline and strive to complete and submit the report on time each year. Given subsequent reports have been submitted on time according to the new deadline, and that the circumstances resulting in the delay in FY 2015/16 are unlikely to reoccur, there is likely no further action required.

**Timeline:** FY 2019/20 (f or FY 2018/19 reporting).

**Anticipated Cost:** Negligible.

#### **Functional Finding 1: The City has yet to develop a formal travel training program in conjunction with its new transit hub.**

**Criteria:** The two prior performance audits recommended the City establish a formal travel training program. The program would not only facilitate easier travel on the fixed-route service, but sessions would be held at the transit hub.

**Condition:** The recommendation included in the prior audit was deemed "not relevant at this time." The primary reason is that construction of the City's new transit hub was delayed. It is not expected to be completed until FY 2020/21. Since it is expected the transit hub will be completed during the upcoming audit period, this recommendation is being carried forward even though it was deemed "not relevant" during the current audit period.

**Cause:** Implementation of this recommendation has been contingent on the completion of the new transit hub, which was not achieved during the audit period.

**Effect:** It was not feasible to implement this recommendation during the audit period.

**Recommendation:** Establish a formal travel training program in conjunction with the opening of the new transit hub.

**Recommended Action(s):** The City should develop a formal travel training program for implementation once the transit hub is completed. Once a more firm completion date is identified, the program should be funded for that fiscal year and beyond. The goal of the program should be to offer training to persons with disabilities, seniors, and others who need assistance in navigating the fixed-route system.

**Timeline:** FY 2020/21.

**Anticipated Cost:** Modest.

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Exhibit 8.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Ensure all future State Controller Reports are submitted on time.	Low	FY 2019/20
Functional Recommendations		Importance	Timeline
1	Establish a formal travel training program in conjunction with the opening of the new transit hub.	Medium	FY 2020/21

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