

FY 2019-2021
TRIENNIAL PERFORMANCE AUDIT OF
YOLO COUNTY
TRANSPORTATION DISTRICT

SUBMITTED TO



SACRAMENTO AREA COUNCIL
OF GOVERNMENTS



SUBMITTED BY



Final

December 2022

TABLE OF CONTENTS

| | |
|---|----|
| Executive Summary | i |
| Section I | 1 |
| Introduction | 1 |
| Overview of the Transit System..... | 1 |
| Section II | 9 |
| Operator Compliance Requirements..... | 9 |
| Section III | 15 |
| Prior Triennial Performance Recommendations | 15 |
| Section IV | 19 |
| TDA Performance Indicators..... | 19 |
| Section V | 29 |
| Review of Operator Functions | 29 |
| Operations | 29 |
| Maintenance..... | 35 |
| Planning | 38 |
| Marketing..... | 38 |
| General Administration and Management..... | 42 |
| Section VI | 51 |
| Findings..... | 51 |
| Recommendations..... | 54 |

List of Tables and Graphs

| | |
|---|----|
| Table I-1 | 2 |
| YCTD Service Area Demographics..... | 2 |
| Table I-2 | 3 |
| Yolobus Services | 3 |
| Table I-3 | 5 |
| YCTD Fare Schedule | 5 |
| Table I-4 | 7 |
| YCTD Fleet..... | 7 |
| Table II-1 | 9 |
| Operator Compliance Requirements Matrix | 9 |
| Table IV-1 | 20 |
| YCTD TDA Performance Indicators | 20 |
| System-wide | 20 |
| Table IV-2 | 21 |
| YCTD TDA Performance Indicators | 21 |
| Fixed Route | 21 |
| Table IV-3 | 22 |
| YCTD TDA Performance Indicators | 22 |
| Demand Response | 22 |
| Table V-1 | 32 |
| No-Shows and Cancellations for Yolobus Special..... | 32 |
| Table V-2 | 33 |
| On-Time Performance | 33 |
| Table V-3 | 34 |
| Operator Accidents..... | 34 |
| Table V-4..... | 37 |
| California Highway Patrol Inspection Reports..... | 37 |
| Table V-5 | 38 |
| Fixed Route and Paratransit Road Calls..... | 38 |
| Table V-6..... | 41 |
| Customer Complaints | 41 |
| Table V-7 | 41 |
| Customer Commendations..... | 41 |
| Table V-8..... | 47 |
| Budget to Actual Expenditures | 47 |

| | |
|---|----|
| Graph IV-1..... | 23 |
| Operating Costs | 23 |
| System-wide, Fixed Route, and Demand Response | 23 |
| Graph IV-2..... | 23 |
| Ridership | 23 |
| System-wide, Fixed Route, and Demand Response | 23 |
| Graph IV-3..... | 24 |
| Operating Cost per Passenger | 24 |
| System-wide, Fixed Route, and Demand Response | 24 |
| Graph IV-4..... | 24 |
| Operating Cost per Vehicle Service Hour | 24 |
| System-wide, Fixed Route, and Demand Response | 24 |
| Graph IV-5..... | 25 |
| Passengers per Vehicle Service Hour..... | 25 |
| System-wide, Fixed Route, and Demand Response | 25 |
| Graph IV-6..... | 25 |
| Fare Recovery Ratio | 25 |
| System-wide, Fixed Route, and Demand Response | 25 |

Executive Summary

The Sacramento Area Council of Governments (SACOG) engaged the Michael Baker International audit team (Michael Baker) to conduct the Transportation Development Act (TDA) triennial performance audit of the nine public transit operators under its jurisdiction. The performance audit serves to ensure accountability in the use of public transportation revenue. This performance audit is conducted for Yolo County Transportation District (YCTD, District), covering the most recent triennial period, fiscal years 2018-19 through 2020-21.

The audit includes a review of the following areas:

- Compliance with TDA requirements
- Status of prior audit recommendations
- Transit system performance trends
- Functional review

From the review, recommendations were developed to improve the operational efficiency and effectiveness of YCTD.

Compliance with TDA Requirements

YCTD fully complied with all nine applicable requirements. Two additional compliance requirements did not apply to YCTD (i.e., exclusive rural and urbanized farebox recovery ratios).

Status of Prior Audit Recommendations

YCTD satisfactorily implemented two prior audit recommendations while the third prior recommendation is in the process of implementation. The two recommendations pertained to the rebranding of YoloBus and the inclusion of local support revenues in the farebox recovery calculation. The recommendation that is in the process of implementation pertains to the planning and budgeting for rider surveys and data analysis for reporting on service standards. Budgeting for these surveys and data analysis going forward is currently being planned.

Transit System Performance Trends

1. YCTD is subject to a 15 percent system-wide ratio that the system meets, and which has been formalized by SACOG. For the three-year audit period, YCTD's system-wide farebox recovery ratio was 34.74 percent in FY 2019; 29.03 percent in FY 2020; and 21.73 percent in FY 2021. The average system-wide farebox recovery ratio was 28.50 percent. The ratios include local support revenue in addition to passenger fares as allowed by State law.

2. Operating costs system-wide decreased 1.6 percent using audited data from the FY 2018 base year to FY 2021. Fixed-route operating costs decreased by 6.3 percent while demand response* costs increased 35.3 percent using audited modal data. On an average annual basis, system-wide costs decreased 0.5 percent, with a decrease of 4.8 percent occurring in FY 2021. FY 2019 saw an average annual increase of 1 percent and FY 2020 an increase of 2.3 percent. It is noted that operating costs include non-transit expenses such as outside fuel sale related expenses. Operating costs decreased primarily due to reduced purchased transportation costs attributable to reduced demand and service levels in response to the COVID-19 pandemic, along with reduced depreciation.
3. Ridership decreased 67.2 percent system-wide from 1,289,584 trips during the FY 2018 base year to 423,287 trips during FY 2021. The 67.7 percent decrease in fixed-route passenger trips mirrored the system-wide trend, whereas demand response* ridership decreased 39 percent. The decrease in ridership can largely be attributed to the effects of the COVID-19 pandemic; however, this is a continuation of the previous audit period's downward trend in ridership.
4. The provision of vehicle service hours and miles decreased system-wide from the FY 2018 base year to FY 2021. Vehicle service hours decreased 23.6 percent and vehicle service miles decreased 22.7 percent. At the modal level, fixed-route service hours decreased 27 percent while service miles decreased by 24.1 percent. In contrast, demand response* service hours decreased 2.1 percent while service miles decreased by 13.6 percent. These values can be attributed to the effects of COVID-19 as service was adjusted in reaction to reduced demand.
5. Operating cost per passenger, an indicator of cost effectiveness, increased 199.8 percent system-wide from \$10.37 during the FY 2018 base year to \$31.08 during FY 2021. Cost per passenger increased 190.4 percent on fixed route and increased by 121.7 percent on demand response*. The trend reflects the effects of COVID-19 on ridership vastly outweighing its effects on reducing operating costs due to decreased service.
6. Operating cost per hour, an indicator of cost efficiency, increased 28.7 percent system-wide from \$113.40 during the FY 2018 base year to \$145.99 during FY 2021. The indicator increased by 28.3 percent on fixed route and increased 38.2 percent on demand response*. The trend reflects the relatively consistent operating costs versus the decrease in vehicle service hours experienced with COVID-19 related reductions in service.

Functional Review

1. The YCTD fixed route network includes regular, commute, and express bus service. YCTD provided operational support to Unitrans to help supplement local service in City of Davis during the pandemic. YCTD reduced unproductive fixed-route service in West Sacramento in concert

* Demand response includes both ADA paratransit and microtransit services as reported on State Controller's Office (SCO) reports during audit period. YCTD has made adjustments to SCO reporting post audit period and modes will be reported separately in future audit reports.

with the City's rideshare pilot program. In addition, YCTD implemented a microtransit pilot in the community of Knights Landing and the City of Winters. The YOUR Ride microtransit has allowed the District to offer a higher quality and level of service that is nimbler and more responsive to smaller communities in the service area.

2. Operations and maintenance personnel for YCTD are contracted with Transdev North America. Transdev has seen several management changes during the audit period. The former general manager departed Yolobus in 2018. Several incentives were implemented during the audit period for recruitment and retention purposes, including a driver wage increase. Despite the driver shortage, YCTD has been able to meet pullout.
3. In response to the COVID-19 pandemic and shelter-in-place order in March 2020, Yolobus enacted many new protocols. YCTD customers, staff, and partners have been adhering to health and safety practices and COVID-19 rider guidelines since the onset of the pandemic. Yolobus suspended fare collection from April 2020 through May 2020. Social distancing protocols were implemented on the vehicles such as rear-door boarding, chaining off passenger seating areas of the bus, and the installation of plexiglass shield driver barriers. Enhanced cleaning protocols of vehicles and touchpoints were also implemented.
4. YCTD developed its Comprehensive Operational Analysis (COA), branded as YoloGo. The purpose of the COA is to create increased operational efficiencies, enhanced local and regional connectivity, increased customer satisfaction, ridership, and improved key performance indicators. The YCTD Board adopted the Final Comprehensive Operational Analysis (YoloGo) study at its April 12, 2021, meeting. The YoloGo study included several recommended service changes aimed at increasing ridership and increasing the efficiency and effectiveness of Yolobus services.
5. YCTD's most recent Federal Transit Administration (FTA) triennial review was conducted in mid-2021. The review examined compliance in 21 areas. No deficiencies were found with FTA requirements in 15 areas; three areas were not applicable to the District. Deficiencies were found with FTA requirements in three areas: Financial Management and Capacity; Procurement; and Title VI. YCTD had no repeat deficiencies from the 2018 triennial review.
6. The previous YCTD executive director retired from service with YCTD on April 2, 2021, after having been with the District for 39 years. Recruitment for the executive director took approximately two months, May–July 2021. On August 9, 2021, the YCTD board approved an agreement with the new executive director for an initial three-year term from September 1, 2021, through August 31, 2024. The new executive director was a former integrated planning associate with a Bay Area consulting firm and led the development of SACOG's 2021 Next Generation Transit Strategy.
7. Effective July 29, 2018, YCTD's 12-year contract with Transdev expired. In preparation for the next contract, YCTD released a Request for Proposals (RFP) in early January 2018 and undertook a 2.5-month competitive procurement process. Multiple bids were received for the 2018 service

rebid. YCTD ultimately selected Transdev for a new contract effective August 1, 2018. Similar to the prior agreement, the new turnkey contract has an initial seven-year agreement with up to five years in extension options for a maximum term of up to 12 years.

Recommendations

| Performance Audit Recommendation | Background | Timeline |
|---|--|-----------------|
| #1. Commission an update to the 2014 Short-Range Transit Plan (S RTP). | The current Short Range Transit Plan (S RTP) for YCTD was commissioned by SACOG in FY 2014 covering FYs 2014-2021. S RTPs generally include an overview of the transit system, goals and performance measures, a service overview and evaluation, and the agency’s operating and capital financial plans across a five- to ten-year planning horizon. The commissioning and development of the S RTP is now under the purview of the individual transit operators within the SACOG region. Given the recent changes in YCTD service profile and market, it is suggested that the District commission an update to the 2014 S RTP that incorporates recent service analyses and regional initiatives. In addition, an S RTP update would encompass a capital improvement plan as well as a zero-emission vehicle plan and implementation strategy. | High Priority |
| #2. Engage in partnership with SACOG to recruit and empower members of the Yolo County Social Services Transportation Advisory Council. | <p>SACOG conducts an annual unmet transit needs process in Yolo County as required under TDA. This involves hosting an annual unmet transit needs hearing in Yolo County. If an identified unmet transit need that falls under YCTD’s purview is determined by SACOG to be “reasonable to meet” based on established criteria, pending the availability of TDA funds, efforts are made by SACOG and YCTD to accommodate the need. YCTD reviews the feedback received during the process for consideration in its planning efforts.</p> <p>Acting as the Consolidated Transportation Services Agency (CTSA) for Yolo County, YCTD has a vested interest in a robust and inclusive unmet transit needs process. The SACOG Social Services Transportation Advisory Councils (SSTACs) were established under the requirements of the TDA to ensure that unmet transit needs are identified within the SACOG four-county regional planning area made up of Sacramento, Sutter, Yolo, and Yuba Counties. SACOG routinely seeks</p> | Medium Priority |

| Performance Audit Recommendation | Background | Timeline |
|---|--|-----------------|
| | members of the community to apply and serve on the SSTACs given term limits of the positions. As the CTSA, it is suggested that YCTD utilize its role to assist SACOG with recruitment, education, and facilitation of the Yolo County SSTAC, and to engage with SACOG to further empower the SSTAC to provide insight and input on County transit issues. | |

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 Sacramento Area Council of Governments (SACOG) engaged the Michael Baker International audit team (Michael Baker) to conduct the TDA triennial performance audit of the nine public transit operators under its jurisdiction. This performance audit is conducted for Yolo County Transportation District (YCTD, District), covering the most recent triennial period, fiscal years 2018–19 through 2020–21.

The purpose of the performance audit is to evaluate YCTD's 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 YCTD's compliance with the conditions specified in the California Public Utilities Code (PUC). This task involves ascertaining whether YCTD 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

YCTD operates local, intercity, commute, and express services throughout Yolo County and adjacent areas including Davis, West Sacramento, Woodland, Winters, downtown Sacramento, Sacramento International Airport, Esparto, Capay, Brooks, Madison, Dunnigan, Knights Landing, Zamora, and Vacaville. YCTD replaced the Yolo County Transit Authority (formed in 1989) in 1997 through an act of the California State legislature.

YCTD services are operated under contract by Transdev North America. YCTD's initial agreement with Transdev was for a seven-year period from July 30, 2006, through July 29, 2013. The contract

had options for up to five additional years, which YCTD exercised. YCTD rebid service operations in anticipation of the end of its initial agreement with Transdev. Multiple bids were received for the 2018 service rebid. YCTD ultimately selected Transdev for a new contract effective August 1, 2018. The new contract has a similar initial seven-year agreement with options for up to five additional years.

YCTD serves an area population of roughly 220,000 in Yolo County, excluding service areas in Sacramento and Solano Counties. The ridership population is spread throughout the county in both rural and urban areas with the cities, and most of the ridership, concentrated along the south and southeastern portions. The population total using the 2020 Census is an increase of almost 7.74 percent from the last census data in 2010.

A demographic snapshot of key cities in the YCTD service area is presented below in Table I-1. As reference, the City of Sacramento population is also shown.

Table I-1
YCTD Service Area Demographics

| City | 2020 US Census Population | Change from 2010 US Census | Population 65 Years & Older % (2020 ACS 5-Year Data) | 2022 Department of Finance Estimates | Land Area (in square miles) |
|-------------------|----------------------------------|-----------------------------------|---|---|------------------------------------|
| Davis | 66,850 | +1.87% | 12.6% | 64,869 | 9.92 |
| West Sacramento | 53,915 | +10.61% | 11.1% | 52,837 | 22.85 |
| Winters | 7,115 | +7.41% | 7.60% | 7,422 | 2.96 |
| Woodland | 61,032 | +10.03% | 13.40% | 60,137 | 15.31 |
| Unincorporated | 27,491 | +12.71% | 17.42% | 35,900 | 972.96 |
| Total Yolo County | 216,403 | +7.74% | 12.90% | 221,165 | 1,024.00 |
| | | | | | |
| Sacramento (City) | 524,943 | +12.53% | 13.30% | 518,037 | 100.11 |

Source: 2020 US Census; 2020 ACS 5-Year Data; California Department of Finance, 2022 Population Estimates

System Characteristics

YCTD offers four types of services:

1. Regular local, intercity, and commute fixed route
2. Express service
3. Yolobus Special (Americans with Disabilities Act [ADA]) paratransit service
4. YOUR Ride microtransit

YCTD operated 28 fixed routes servicing areas within and outside of Yolo County. Fixed-route service is offered seven days a week, ranging in time from 5:05 a.m. to 12:55 a.m. during the audit period. Table I-2 summarizes these services.

Table I-2
Yolobus Services

| Route | Description | Frequencies |
|----------------------------------|--|-------------------------------------|
| Regular Local Bus Service | | |
| 35 | Southport Local | Monday – Sunday, Hourly |
| 40 | West Sacramento Local | Monday – Sunday, Hourly |
| 41 | West Sacramento Local | Monday – Friday, Hourly |
| 42A | Intercity Loop Clockwise (Airport) | Monday – Sunday, Hourly |
| 42B | Intercity Loop Counter-Clockwise (Airport) | Monday – Sunday, Hourly |
| 210 | West Woodland Local | Monday – Friday, Hourly |
| 211 | West Woodland Local | Monday – Sunday, Hourly |
| 212 | East Woodland Local | Monday – Sunday, Hourly |
| 214 | East Woodland Local | Monday – Friday, Hourly |
| 215 | Cache Creek Shuttle - Woodland | Monday – Sunday, 17 Round trips |
| 216 | Knights Landing – Woodland | Mon, Wed, Fri Only |
| 217 | Dunnigan/Yolo/Woodland | Tuesday & Thursday Only |
| 220 | Davis – Winters – Vacaville | Monday – Saturday, 3 Round trips |
| 240 | West Sacramento/Sacramento Shuttle | Monday – Sunday, Hourly |
| Commute Bus Service | | |
| 39 | Southport Commute | Monday – Friday, Peak Only |
| 220C | Winters Commute | Monday – Friday, Peak Only |
| 241 | West Sacramento Commute | Monday – Friday, Peak Only |
| 242 | Woodland Commute | Monday – Friday, Peak Only |
| 243 | Spring Lake Commute | Monday – Friday, Peak Only |
| Express Bus Service | | |
| 43 | Davis Express | Monday – Friday, Peak Only |
| 43R | Davis Express (Reverse Commute) | Monday – Friday, Peak Only |
| 44 | South Davis Express | Monday – Friday, Peak Only |
| 45 | Woodland Express | Monday – Friday, Peak Only |
| 45X | Spring Lake/Woodland Express | Monday – Friday, Peak Only |
| 46 | Spring Lake/Woodland Express | Monday – Friday, Peak Only |
| 230 | West Davis Express | Monday – Friday, Peak Only |
| 232 | Davis Express | Monday – Friday, Peak Only |
| Causeway Connection | UCD Medical Center – UCD Main Campus | Monday – Friday, 13 trips |

Source: YCTD

YCTD does not operate on the following major holidays: New Year's Day, Memorial Day, Independence Day, Labor Day, Thanksgiving, and Christmas. Regular day service is provided on other holidays. When a holiday falls on a Sunday, that holiday is generally observed the following Monday, and when a holiday falls on a Saturday, that holiday is generally observed the preceding Friday.

YOUR Ride Microtransit

During the audit period, YoloBus introduced YOUR Ride microtransit, a shared on-demand transportation service that allows users to request a ride where and when they need it, rather than scheduled fixed-route service, which stops at bus stops following a set schedule. Residents must register for this service and provide proof of residency.

Knights Landing and Winters residents can call YoloBus or download the free Tripshot app from the Apple App Store or Google Play Store to their smartphone to book an on-demand ride within the service area. The Knights Landing service operates Sunday through Friday from 8:30 a.m. to 5:30 p.m. The Winters service operates Monday through Saturday from 8:30 a.m. to 4:30 p.m.

The Knights Landing microtransit service covers Knights Landing and the City of Woodland. Customers can travel within or between either of those two areas. The Winters microtransit service is open to residents of the City of Winters and the El Rio Villa community to request on-demand service within Winters, as well as to or from Davis and Vacaville. Certain limitations apply with respect to how far in Davis and Vacaville the service can travel.

YoloBus Special

YoloBus offers complementary paratransit service under the ADA, a door-to-door, lift-equipped transportation service for those with a qualifying disability or inability to board a regular fixed-route bus. The service, called YoloBus Special, is available within 0.75 miles of all YoloBus fixed routes. Reservations may be made one to seven days in advance and same-day rides are accepted only if there is capacity on the bus.

YoloBus Special serves the cities of Davis, West Sacramento, Woodland, and portions of Sacramento. Davis Community Transit operates the local ADA paratransit service within the City of Davis and within 0.75 miles of YoloBus routes 42A, 42B, 220 and all Unitrans lines.

YoloBus Special premium service is not required under the ADA, but YoloBus Special may provide this service subject to space and scheduling availability. Premium services include transport into Sacramento beyond three-quarters of a mile from the YoloBus fixed-route service and must be used for medical-related appointments and mobility-assist repair purposes only. Premium services are provided above and beyond the required services and are not bound by ADA regulations and may be provided at the discretion of YoloBus.

Fares

YCTD's fare structure is based on the service type and media. Starting September 1, 2019, kids up to and including age 18 can ride at no cost anywhere that Yolobus fixed-route bus services and YOUR Ride services operate.

Table I-3 illustrates YCTD's fare structure and the fare changes. Customers can pay their fares using cash, YCTD printed fare media, or with passes and cash loaded to the regional Connect Card smart card.

**Table I-3
YCTD Fare Schedule**

| Fare Categories | | Fares 2019 | Fares 2021 |
|--|--|------------|------------|
| Non-Express Bus Cash Fares | | | |
| Regular | Basic Local Cash Fare | \$2.00 | \$2.00 |
| | Basic Intercity Cash Fare | \$2.25 | \$2.25 |
| | Transfer to Non-Express Yolobus & Unitrans | \$0.50 | \$0.50 |
| | Transfer to Express Yolobus | \$1.00 | \$1.00 |
| | Daily Pass | \$7.00 | \$7.00 |
| Seniors (Age 62+), Disabled | Basic Local and Intercity Cash Discount Fare | \$1.10 | \$1.00 |
| | Transfer to Non-Express Yolobus & Unitrans | \$0.25 | \$0.25 |
| | Senior/Disabled Transfer to Express Yolobus | \$0.50 | \$0.50 |
| | Youth Transfer to Express Yolobus | Free | Free |
| | Daily Pass | \$3.50 | \$3.50 |
| Express Bus Cash Fares | | | |
| Regular | Basic Express Cash Fare | \$3.25 | \$3.25 |
| | Transfer to Non-Express Yolobus & Unitrans | Free | Free |
| | Daily Pass | \$7.00 | \$7.00 |
| Seniors (Age 62+), Disabled, | Basic Express Cash Discount Fare | \$1.60 | \$1.50 |
| | Transfer to Non-Express Yolobus & Unitrans | Free | Free |
| | Daily Pass | \$3.50 | \$3.50 |
| Monthly & Seasonal Pass Fares | | | |

| Fare Categories | | Fares 2019 | Fares 2021 |
|---|--|--|------------|
| Regular | Local Monthly Pass (Yolobus Only) | n/a – included in Intercity Monthly Pass | \$84.00 |
| | Local Monthly Pass (Yolobus + RT) | \$100.00 | \$100.00 |
| | Intercity Monthly Pass (Yolobus Only) | \$93.50 | \$93.50 |
| | Express Monthly Pass | n/a | n/a |
| | Express Monthly Sticker | +\$27.50 | +\$27.50 |
| Seniors (Age 62+), Disabled | Monthly Pass (Yolobus Only) | \$42.00 | \$42.00 |
| | Monthly Pass (Yolobus + RT) | \$55.00 | \$55.00 |
| Youth (Ages 5-18) | Monthly Pass (Yolobus Only) | Free | Free |
| | Monthly Pass (Yolobus + RT) | Free | Free |
| | Summer Sizzler Season Pass (June 1-Aug 31) | Free | Free |
| Yolobus Special Paratransit Cash Fares | | | |
| Paratransit | Paratransit local cash fare | \$4.00 | \$4.00 |
| | Paratransit intercity cash fare | \$4.50 | \$4.50 |
| | Paratransit premium cash fare | \$6.00 | \$6.00 |
| YOUR Ride Microtransit | | | |
| Regular (Ages 19+) | Regular One-way | \$4.00 | \$4.00 |
| | Promotional Fare | \$1.00 | \$1.00 |

Source: YCTD

Transfers are valid for two hours and cannot be used to complete a round trip. Transfers must be surrendered to the operator upon boarding another bus.

YCTD also provides unlimited rides for students and other groups with proper identification including the Los Rios Student Access Card with valid sticker, the Sacramento County DHS Pass with valid sticker, Sacramento State student IDs with valid commuter sleeves, South Natomas TMA Transit Passes, UC Davis undergraduate IDs, and UC Davis Extension International Program IDs. The fares for these trips are paid on a contract basis.

YCTD also accepts transfers and passes from connecting services. YCTD accepts Capital Corridor (Amtrak) transfers for one-way trips through the month and date punched on the transfer on local and intercity routes. Unvalidated Sacramento Regional Transit (SacRT) single-fare tickets from light rail are also accepted as cash value; however, the operator does not provide change. Daily passes are good for unlimited travel on both Yolobus and SacRT until 1:30 a.m. the day after purchase. Monthly passes (Yolobus only and SacRT monthly passes) are good for the specified calendar month and the first business day of the following month.

Prior to the audit period, customers could purchase Yolobus passes directly through the Yolobus website. Due to the introduction of the Connect Card and a transition away from paper media, pass sales on the Yolobus website were discontinued in January 2019. Customers can purchase Yolobus passes for their Connect Card on the Connect Card website.

Fleet

The YCTD fleet comprises a total of 75 revenue vehicles, including spare and contingency vehicles. Fixed-route vehicles total 63 vehicles including both bus and over-the-road coaches; 12 vehicles are cutaways used for Yolobus Special, YCTD's paratransit service, and YOUR Ride microtransit service. YCTD's over-the-road coaches use diesel; the rest of the fixed-route fleet utilizes compressed natural gas (CNG) fuel. YCTD introduced a fleet of six electric buses used for service between Davis and Sacramento. The Yolobus Special/YOUR Ride fleet uses diesel. Table I-4 shows the vehicle fleet and service type.

**Table I-4
YCTD Fleet**

| Year | Make & Model | Quantity | Fuel Type | Service Mode | Seating Capacity |
|-------------|-------------------------|-----------------|------------------|---------------------|-------------------------|
| 1999 | Orion V | 6 | CNG | Fixed Route | 43 |
| 2002 | Orion VII | 5 | CNG | Fixed Route | 37 |
| 2003 | Orion VII | 2 | CNG | Fixed Route | 37 |
| 2008 | Orion VII | 13 | CNG | Fixed Route | 37 |
| 2009 | MCI D4500 | 6 | Diesel | Fixed Route | 57 |
| 2016 | Gillig | 9 | CNG | Fixed Route | 34 |
| 2016 | El Dorado Aero | 9 | Diesel | DAR/Special | 16 |
| 2018 | Gillig Low Floor | 8 | CNG | Fixed Route | 34 |
| 2019 | Gillig G27D102N4 | 8 | CNG | Fixed Route | 34 |
| 2019 | PRO - Proterra Inc. | 6 | Electric | Fixed Route | 34 |
| 2019 | Glaval Cutaway | 3 | Gasoline | Special | 8 |

Source: YCTD Active Vehicle List, April 2021

Fleet Facilities

The maintenance for the Yolobus fleet is performed by Transdev maintenance staff at the operations facility, located at 350 Industrial Way in Woodland. Having the administrative offices

at the same location creates a more cohesive coordination between maintenance and office administrators.

The facility is well suited to the size of YCTD's operations with four active bays, three of which have lifts. The facility operates 24 hours a day, 7 days a week. The facility also currently includes three CNG compressors, with the third being added in 2019. YCTD is also evaluating needs and parameters to fully electrify the maintenance facility in anticipation of fleet electrification.

Section II

Operator Compliance Requirements

This section of the audit report contains the analysis of YCTD's ability to comply with state requirements for continued receipt of TDA funds. The evaluation uses Caltrans's *Performance Audit Guidebook* 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 requirement 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 |
| 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 within seven (7) months after the end of the fiscal year (on or before January 31). The report shall contain underlying data from audited financial statements prepared in accordance with generally accepted accounting principles, if this data is available. | Public Utilities Code, Section 99243 | <p>Completion/submittal dates:</p> <p><i>For Fixed Route:</i></p> <p>FY 2019: January 28, 2020 FY 2020: January 26, 2021 FY 2021: January 31, 2022</p> <p><i>For Specialized Services:</i></p> <p>FY 2019: January 28, 2020 FY 2020: January 26, 2021 FY 2021: January 31, 2022</p> <p>Conclusion: Complied.</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. | Public Utilities Code, Section 99245 | <p>Completion/submittal dates:</p> <p>FY 2019: February 5, 2020 FY 2020: December 29, 2020 FY 2021: March 14, 2022</p> <p>The annual fiscal and compliance audits were submitted within the 90-day extension period by SACOG as allowed by law.</p> |

| Table II-1 Operator Compliance Requirements Matrix | | |
|---|--|--|
| Operator Compliance Requirements | Reference | Compliance Efforts |
| | | Conclusion: Complied. |
| 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. | Public Utilities Code, Section 99251 B | <p>Through its contract operator, Transdev, YCTD participates in the California Highway Patrol (CHP) Transit Operator Compliance Program, in which the CHP conducted inspections within the 13 months prior to each TDA claim. Inspections took place at the YCTD operations facility located at 350 Industrial Way in Woodland.</p> <p>Inspection dates applicable to the audit period were June 5-8, 2018; June 18-21, 2019; June 23, 25 & July 1, 2020; and July 19-21, 2021.</p> <p>Inspections were found to be satisfactory.</p> <p>Conclusion: Complied.</p> |
| 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 | <p>Each YCTD member jurisdiction submits their own separate Local Transportation Fund claim to SACOG. As a condition of approval, the annual claims for Local Transportation Funds are submitted by each agency member in compliance with the rules and regulations adopted by SACOG. YCTD as the transit operator submits claims for State Transit Assistance in compliance with the rules and regulations adopted by SACOG.</p> <p>Conclusion: Complied.</p> |

| Table II-1 Operator Compliance Requirements Matrix | | | | | | | | | | | | | | |
|---|---|---|--|-------------|---------------------|---------|--------|-------|---------|--------|--------|---------|--------|-------|
| Operator Compliance Requirements | Reference | Compliance Efforts | | | | | | | | | | | | |
| <p>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.</p> | <p>Public Utilities Code, Section 99270.1</p> | <p>During the audit period, YCTD was subject to a formalized 15 percent system-wide farebox ratio per SACOG TDA Guidelines.</p> <p>Separate farebox ratios for fixed route and specialized service are shown below using audited data:</p> <table border="1"> <tr> <th></th><th>Fixed Route</th><th>Specialized Service</th></tr> <tr> <td>FY 2019</td><td>17.43%</td><td>7.47%</td></tr> <tr> <td>FY 2020</td><td>26.88%</td><td>11.43%</td></tr> <tr> <td>FY 2021</td><td>23.02%</td><td>4.69%</td></tr> </table> <p>The audited system-wide farebox ratios (including special fares and local funds) are as follows:</p> <p>FY 2019: 34.74% FY 2020: 29.03% FY 2021: 21.73%</p> <p><i>Source: FY 2019–2021 Yolo County Transportation District - Audited Financial Statements and Compliance Reports</i></p> <p>Conclusion: Complied.</p> | | Fixed Route | Specialized Service | FY 2019 | 17.43% | 7.47% | FY 2020 | 26.88% | 11.43% | FY 2021 | 23.02% | 4.69% |
| | Fixed Route | Specialized Service | | | | | | | | | | | | |
| FY 2019 | 17.43% | 7.47% | | | | | | | | | | | | |
| FY 2020 | 26.88% | 11.43% | | | | | | | | | | | | |
| FY 2021 | 23.02% | 4.69% | | | | | | | | | | | | |
| <p>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</p> | <p>Public Utilities Code, Section 99266</p> | <p>Percentage change in YCTD’s operating budget:</p> <p>FY 2019: +1.6% FY 2020: +1.1% FY 2021: +8.6%</p> <p>The increase in the FY 2021 operating budget is reflective of</p> | | | | | | | | | | | | |

| Table II-1 Operator Compliance Requirements Matrix | | |
|---|---|---|
| Operator Compliance Requirements | Reference | Compliance Efforts |
| has reasonably supported and substantiated the change(s). | | <p>added costs associated with COVID-19 pandemic related services, materials, and supplies.</p> <p><i>Source: YCTD Budgets for FY 2018-2021</i></p> <p>Conclusion: Complied.</p> |
| 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 | <p>A review of contractor annual summary reports, Trapeze/Novus ADA paratransit manifests, and revenue service hour and mileage run sheets indicate overall compliance.</p> <p>Conclusion: Complied.</p> |
| 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 | <p>This requirement is not applicable, as YCTD serves both urban and rural areas subject to SACOG's farebox policy.</p> <p>Conclusion: Not applicable.</p> |

| Table II-1 Operator Compliance Requirements Matrix | | |
|---|---|--|
| Operator Compliance Requirements | Reference | Compliance Efforts |
| If the operator serves a rural area, or provides exclusive services to elderly and disabled persons, it has maintained a ratio of fare revenues to operating costs at least equal to one-tenth (10 percent). | Public Utilities Code, Sections 99268.2, 99268.4, 99268.5 | <p>This requirement is not applicable, as YCTD serves both urban and rural areas subject to SACOG's farebox policy.</p> <p>Conclusion: Not applicable.</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. | Public Utilities Code, Section 99271 | <p>YCTD contributes to its employees' retirement through the California Public Employees' Retirement System (CalPERS), while the contract operator provides its own retirement plan. 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 agency's retirement system is funded.</p> <p>Conclusion: Complied.</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. | California Code of Regulations, Section 6754(a)(3) | <p>YCTD utilizes federal funds that are available to the agency, as reported in the National Transit Database as follows:</p> <p>FY 2019: \$3,797,734 (operations) FY 2020: \$4,477,656 (operations) \$4,733,820 (capital) FY 2021: \$6,437,049 (operations) \$28,083 (capital)</p> <p><i>Source: Form F-10, National Transit Database</i></p> <p>Conclusion: Complied.</p> |

Findings and Observations from Operator Compliance Requirements Matrix

1. YCTD fully complied with all nine applicable requirements. Two additional compliance requirements did not apply to YCTD (i.e., exclusive rural and urbanized farebox recovery ratios).
2. YCTD is subject to a 15 percent system-wide ratio that the system meets, and which has been formalized by SACOG. For the three-year audit period, YCTD's system-wide farebox recovery ratio was 34.74 percent in FY 2019; 29.03 percent in FY 2020; and 21.73 percent in FY 2021. The average system-wide farebox recovery ratio was 28.50 percent. The ratios include special fares and local support revenue in addition to passenger fares as allowed by State law.
3. Through its contract operator, YCTD participates in the CHP Transit Operator Compliance Program and received vehicle inspections within the 13 months prior to each TDA claim. Satisfactory ratings were made for all inspections conducted during the audit period.
4. The operating budget exhibited modest increases during the audit period. There was an increase of 1.6 percent in FY 2019 followed by a 1.1 percent increase in FY 2020. For FY 2021, the budget increased 8.6 percent. The increase in the FY 2021 operating budget is reflective of added costs associated with COVID-19 pandemic related services, materials, and supplies.
5. YCTD completes two State Controller's Office reports, one for general public services and the other for specialized service including ADA paratransit services, in compliance with State instructions. Prior to the end of the audit period covered in this report, the YOUR Ride operating data was being included in the specialized service report. Since YOUR Ride is a demand-responsive service open to the general public, YOUR Ride data should be contained in the general public services report for both financial and operating. The State Controller's Office report for FY 2021 was revised in FY 2022 to reflect this and YOUR Ride operating data is now separated from specialized service and included as Demand Response on the general public services report. Future audit reports will report ADA paratransit and microtransit separately as they are reported on State Controller's Office reports.

Section III

Prior Triennial Performance Recommendations

YCTD's 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 YCTD'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

Continue investment in the branding of YoloBus.
(High priority)

Background: During the prior audit, YCTD staff indicated that the District had been addressing perception issues that can be found in part from various operating performance metrics. Challenges for the service included on-time performance issues for several bus routes from external conditions in the service area, an older fleet that was being replaced, and increased customer complaints attributed to late arriving buses as well as drivers being discourteous. YCTD began working with a marketing specialist to develop a strategy to improve its image and messaging to the community. It was recommended that YCTD mine select data from its new technologies, such as DoubleMap business analytics, to draw key material that could be translated to inform ridership. The data can highlight improvements being made to bus performance and planned service adjustments that complement marketing activities. Regular communication on its social media sites, its website, and possible new channels can showcase accomplishments.

Additionally, it was recommended that YCTD consider producing a quarterly or annual report/brochure tailored to the community that highlights key functions such as financials, partnerships, technologies, new services, and benefits from the bus system such as air quality benefits, time savings, customer ease of use, and access to popular destinations. Demonstrating YoloBus's role as a transportation solution provider could generate interest and improve ridership. User-friendly updates to the website and continued smartphone compatibility should be combined with driving customers to the website and capturing user session activity (i.e., tracking the activity of a user with a unique IP address on its website during a specific time period). The number of user sessions on its site can help measure the amount of traffic the website gets. The message is that YoloBus service is evolving and accommodating travel markets in both rural and urban areas.

Actions taken by YCTD

In response to this recommendation, YCTD worked with a marketing consultant for the majority of the audit period to develop better marketing strategies and feedback mechanisms. Additionally, YCTD has budgeted to expand its current staffing to include permanent marketing and communication specialist positions to further improve its image and communication with the community. In addition to electronic media, YCTD printed more materials for buses and bus stops to improve communication with customers on pandemic-related service changes.

YCTD has also continued to utilize new technology to improve accessibility and performance, notably through the analysis of real-time General Transit Feed Specification data as well as improved fare payment options such as the Connect Card. The YCTD and YoloBus website underwent significant redesigns during the audit period to further improve customer accessibility. Improvements to the website continued to be made after the audit period with a new website launched in early 2022.

While considered, plans to produce recurring or routine newsletters/brochures were put on hold during the pandemic.

Conclusion

This recommendation has been implemented.

Prior Recommendation 2

Plan and budget for rider surveys and data analysis for reporting on service standards.
(High priority)

Background: YCTD's service standards include customer service and courtesy-based standards that rely on rider feedback, which is captured through surveys, whether on-board, at bus stops, or online. Survey results can differ depending on the sampling method and sample size. YCTD intends to collect customer survey data at least annually, following industry practice. It was recommended that YCTD have the resources to plan and conduct statistically valid surveys to monitor customer feedback against standards for overall satisfaction and driver courtesy while ensuring its customer service protocols for intaking and processing complaints and commendations are closely monitored. Investments were made in its call center capability to better track the interactions between customer service representatives and the public. This information could feed into the rebranding of YCTD service as well, with results that can be shared in public communications. This survey and analysis expense could be identified as a separate line item in the budget to draw attention to the importance of regularly obtaining primary rider information and responding to the feedback.

Actions taken by YCTD

YCTD has begun making steps toward implementing this recommendation for planning and budgeting for rider surveys and data analysis. Through updating its annual budget, YCTD plans to budget for an annual customer survey with specific line items for marketing and communications in which these survey expenses could fall under. Additionally, the survey will be budgeted to include possible consultation to assist in data collection and its analysis and reporting.

During the audit period, YCTD performed several surveys and analyses aimed at improving service standards. YCTD completed a Comprehensive Operational Analysis (COA) during the audit period, which informed staff of operational areas for improvement as well as data on ridership at the bus stop level. Prior to service changes made in response to the pandemic, customer surveys were conducted and local community groups and shareholders were consulted to obtain feedback on service. Public communication was also improved upon with a presentation of the analysis findings being shared with the YCTD Board and the public.

On a systematic level, the YCTD staff meets weekly with Transdev to review all logged customer service concerns to further identify areas of improvement.

Conclusion

This recommendation is in process of full implementation with analyses having been conducted during the audit period. Budgeting for these surveys and data analysis going forward is currently being planned.

Prior Recommendation 3

Maintain option to include local support funds in the farebox recovery calculation.
(Medium priority)

Background: With the decline of ridership seen during the previous audit period, the farebox recovery ratio had also declined with a reduction in passenger fares. This has been an industry trend for various reasons. YoloBus's farebox ratio declined from a system-wide ratio of 19.62 percent in FY 2016 to 17.94 percent in FY 2018. The system-wide performance standard is 15 percent, having been adjusted in consultation with SACOG. Should the decline in the ratio continue, YCTD, for purposes of remaining eligible for TDA funds, should use allowable local support revenue in meeting the farebox standard. Since passage of state law in October 2016 (SB 508), if fare revenues are insufficient to meet the farebox ratio, fare revenues can be supplemented with local funds, which include any nonfederal or nonstate grant funds or other revenues generated by, earned by, or distributed to an operator. This is a generous definition and could include existing locally generated revenues such as tribal payments for service to the Cache Creek casino, outside CNG fuel sales from its fueling facility, and sale of capital assets like retired buses. With industry-wide issues with maintaining farebox recovery, YoloBus should work

with its fiscal auditor and SACOG to apply locally support funds to maintain TDA eligibility. For goal setting and budgeting, separate farebox ratios could be tracked by YCTD, one that accounts for passenger fares only, and another that shows passenger fares plus local support. Tribal revenues alone, for example, would push the fixed-route fare and local support number from 19.24 percent all the way up to 32.63 percent and paratransit from 7.66 percent to 13.09 percent.

Actions taken by YCTD

YCTD has begun implementing the recommendation to classify certain local funds as fare revenue to ensure compliance with farebox recovery ratio requirements. These funds will continue to be leveraged as appropriate for future grant funding opportunities. YCTD began improving its budget development process by separating administrative revenues and expenditures in the FY 2021-22 year and continues to update and improve the development process. The YCTD FY 2022-23 budget will distinguish expenses and revenues even further by breaking out revenues and expenses by mode and/or department. YCTD submitted a revised FY 2020-21 State Controller's Office report on March 18, 2022, that included \$1.9 million in local funds in the farebox ratio. This raised the ratio to 24.82 percent for FY 2020-21. The local funds added include mitigation funds from Yocha Dehe Wintun Nation/Cache Creek Casino, the UC Davis funds for Causeway Connection service, advertising revenues, royalties from outside fuel sales, Low Carbon Fuel Standard (LCFS) and Renewable Identification Number (RIN) credits. RIN is a credit that is generated each time a gallon of renewable fuel (ethanol, biodiesel, etc.) is produced. This will further clarify the anticipated revenue needs and expenditures and allocation methodologies, which will improve transparency to the Board and the public.

Conclusion

This recommendation has been implemented.

Section IV

TDA Performance Indicators

This section reviews YCTD's performance in providing transit service to the community 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 recovery ratio is not one of the five specific indicators but is a requirement for continued TDA funding. Therefore, farebox calculation is also included. Two additional performance indicators, operating cost per mile and average fare per passenger, are included as well. Findings from the analysis are contained in the section following the tables.

Tables IV-1 through IV-3 provide the performance indicators for YCTD system-wide, fixed route, and demand response. Graphs are also provided to depict the trends in the indicators. Demand response reported in the tables and graphs reflect both ADA paratransit services as well as YOUR Ride microtransit services. This reflects the reporting found on the State Controller's Office reports during the audit period. The FY 2021 State Controller's Office report was revised post audit period to separate ADA paratransit services data and YOUR Ride microtransit service data and future audits will feature individual reporting of these services.

Table IV-1
YCTD TDA Performance Indicators
System-wide

| Performance Data and Indicators | FY 2018 | | Audit Period | | | % Change FY 2018- 2021 |
|---|--------------|--|--------------|--------------|--------------|------------------------------|
| | | | FY 2019 | FY 2020 | FY 2021 | |
| Operating Cost ¹ | \$13,369,491 | | \$13,509,706 | \$13,822,467 | \$13,154,711 | -1.6% |
| Total Passengers | 1,289,584 | | 1,211,452 | 935,574 | 423,287 | -67.2% |
| Vehicle Service Hours | 117,901 | | 117,386 | 108,457 | 90,106 | -23.6% |
| Vehicle Service Miles | 2,279,677 | | 2,274,600 | 2,095,363 | 1,761,259 | -22.7% |
| Employee FTEs | 125 | | 127 | 132 | 125 | 0.0% |
| Passenger Fares | \$2,326,906 | | \$2,126,275 | \$1,496,048 | \$882,753 | -62.1% |
| Special Fares ² | \$71,690 | | \$76,401 | \$1,911,955 | \$1,773,513 | 2373.9% |
| Local Funds | \$2,757,188 | | \$2,490,320 | \$604,250 | \$202,003 | -92.7% |
| | | | | | | |
| Operating Cost per Passenger | \$10.37 | | \$11.15 | \$14.77 | \$31.08 | 199.8% |
| Operating Cost per Vehicle Service Hour | \$113.40 | | \$115.09 | \$127.45 | \$145.99 | 28.7% |
| Operating Cost per Vehicle Service Mile | \$5.86 | | \$5.94 | \$6.60 | \$7.47 | 27.4% |
| Passengers per Vehicle Service Hour | 10.9 | | 10.3 | 8.6 | 4.7 | -57.1% |
| Passengers per Vehicle Service Mile | 0.57 | | 0.53 | 0.45 | 0.24 | -57.5% |
| Vehicle Service Hours per Employee | 943.2 | | 924.3 | 821.6 | 720.8 | -23.6% |
| Average Fare per Passenger | \$1.80 | | \$1.76 | \$1.60 | \$2.09 | 15.6% |
| Fare Recovery Ratio | 17.40% | | 15.74% | 10.82% | 6.71% | -61.4% |
| Fare Recovery Ratio w/ Special Fares | 17.94% | | 16.30% | 24.66% | 20.19% | 12.6% |
| Fare Recovery Ratio w/ Special Fares & Local Fund | 38.56% | | 34.74% | 29.03% | 21.73% | -43.7% |
| Consumer Price Index - (CPI-CA) | | | 3.0% | 1.7% | 4.2% | 9.1% |

Source: Annual Fiscal & Compliance Audits, National Transit Database, Transit Operator Financial Transactions Report

¹ Audited operating costs exclude depreciation.

² Special fares defined as fares paid for by nonprofits and other governmental agencies; 2020-21 special fares include Cache Creek Casino fares (previously recorded as non-operating revenues).

Table IV-2
YCTD TDA Performance Indicators
Fixed Route

| Performance Data and Indicators | FY 2018 | | Audit Period | | | % Change FY 2018- 2021 |
|---|--------------|--|--------------|--------------|--------------|------------------------------|
| | | | FY 2019 | FY 2020 | FY 2021 | |
| Operating Cost ¹ | \$11,868,541 | | \$11,989,365 | \$11,983,614 | \$11,123,356 | -6.3% |
| Total Passengers | 1,264,771 | | 1,187,499 | 914,054 | 408,140 | -67.7% |
| Vehicle Service Hours | 101,806 | | 101,114 | 93,123 | 74,345 | -27.0% |
| Vehicle Service Miles | 1,979,490 | | 1,967,606 | 1,832,235 | 1,501,845 | -24.1% |
| Employee FTEs | 115 | | 117 | 122 | 115 | 0.0% |
| Passenger Fares ² | \$2,283,581 | | \$2,089,147 | \$3,221,051 | \$2,560,996 | 12.1% |
| | | | | | | |
| Operating Cost per Passenger | \$9.38 | | \$10.10 | \$13.11 | \$27.25 | 190.4% |
| Operating Cost per Vehicle Service Hour | \$116.58 | | \$118.57 | \$128.69 | \$149.62 | 28.3% |
| Operating Cost per Vehicle Service Mile | \$6.00 | | \$6.09 | \$6.54 | \$7.41 | 23.5% |
| Passengers per Vehicle Service Hour | 12.4 | | 11.7 | 9.8 | 5.5 | -55.8% |
| Passengers per Vehicle Service Mile | 0.64 | | 0.60 | 0.50 | 0.27 | -57.5% |
| Vehicle Service Hours per Employee | 885.3 | | 864.2 | 763.3 | 646.5 | -27.0% |
| Average Fare per Passenger | \$1.81 | | \$1.76 | \$3.52 | \$6.27 | 247.5% |
| Fare Recovery Ratio | 19.24% | | 17.43% | 26.88% | 23.02% | 19.7% |
| | | | | | | |
| Consumer Price Index - (CPI-CA) | | | 3.0% | 1.7% | 4.2% | 9.1% |

Source: Annual Fiscal & Compliance Audits, National Transit Database, Transit Operator Financial Transactions Report

¹ Audited operating costs exclude depreciation.

² Passenger fares comprised of fare revenue plus special fares.

Table IV-3
YCTD TDA Performance Indicators
Demand Response*

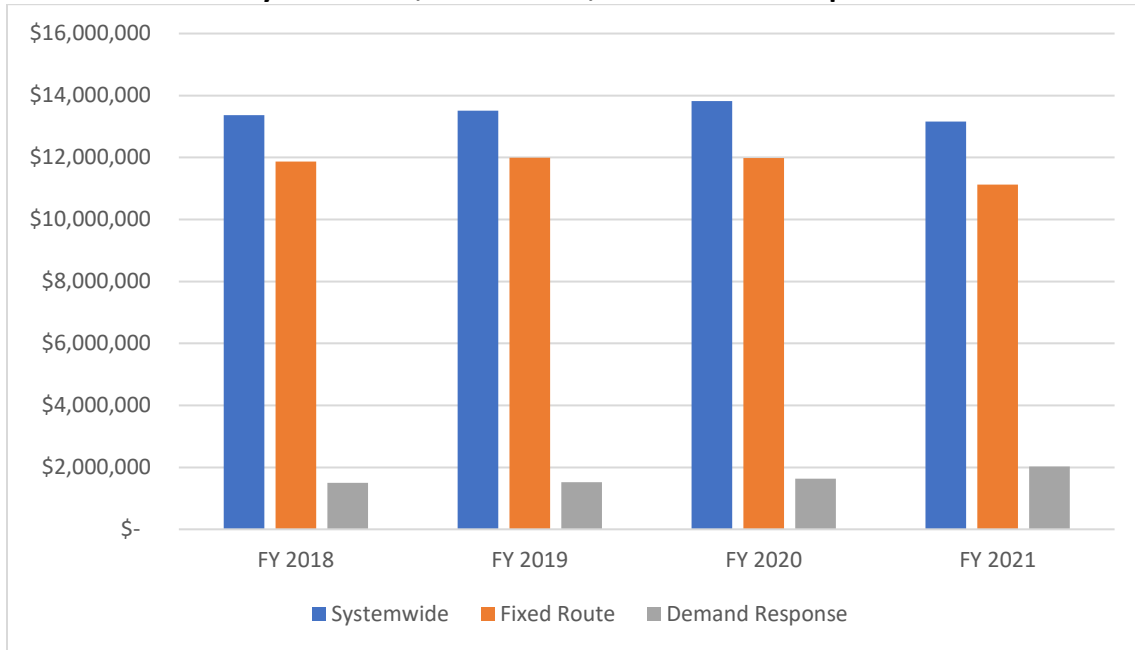
| Performance Data and Indicators | FY 2018 | | Audit Period | | | % Change FY 2018- 2021 |
|---|-------------|--|--------------|-------------|-------------|------------------------------|
| | | | FY 2019 | FY 2020 | FY 2021 | |
| Operating Cost ¹ | \$1,500,950 | | \$1,520,341 | \$1,635,172 | \$2,031,355 | 35.3% |
| Total Passengers | 24,813 | | 23,953 | 21,520 | 15,147 | -39.0% |
| Vehicle Service Hours | 16,095 | | 16,272 | 15,334 | 15,761 | -2.1% |
| Vehicle Service Miles | 300,187 | | 306,994 | 263,128 | 259,414 | -13.6% |
| Employee FTE's | 10 | | 10 | 10 | 10 | 0.0% |
| Passenger Fares | \$115,015 | | \$113,529 | \$186,952 | \$95,270 | -17.2% |
| | | | | | | |
| Operating Cost per Passenger | \$60.49 | | \$63.47 | \$75.98 | \$134.11 | 121.7% |
| Operating Cost per Vehicle Service Hour | \$93.26 | | \$93.43 | \$106.64 | \$128.88 | 38.2% |
| Operating Cost per Vehicle Service Mile | \$5.00 | | \$4.95 | \$6.21 | \$7.83 | 56.6% |
| Passengers per Vehicle Service Hour | 1.5 | | 1.5 | 1.4 | 1.0 | -37.7% |
| Passengers per Vehicle Service Mile | 0.08 | | 0.08 | 0.08 | 0.06 | -29.4% |
| Vehicle Service Hours per Employee | 1,609.5 | | 1,627.2 | 1,533.4 | 1,576.1 | -2.1% |
| Average Fare per Passenger | \$4.64 | | \$4.74 | \$8.69 | \$6.29 | 35.7% |
| Fare Recovery Ratio | 7.66% | | 7.47% | 11.43% | 4.69% | -38.8% |
| | | | | | | |
| Consumer Price Index - (CPI-CA) | | | 3.0% | 1.7% | 4.2% | 9.1% |

Source: Annual Fiscal & Compliance Audits, National Transit Database, Transit Operator Financial Transactions Report

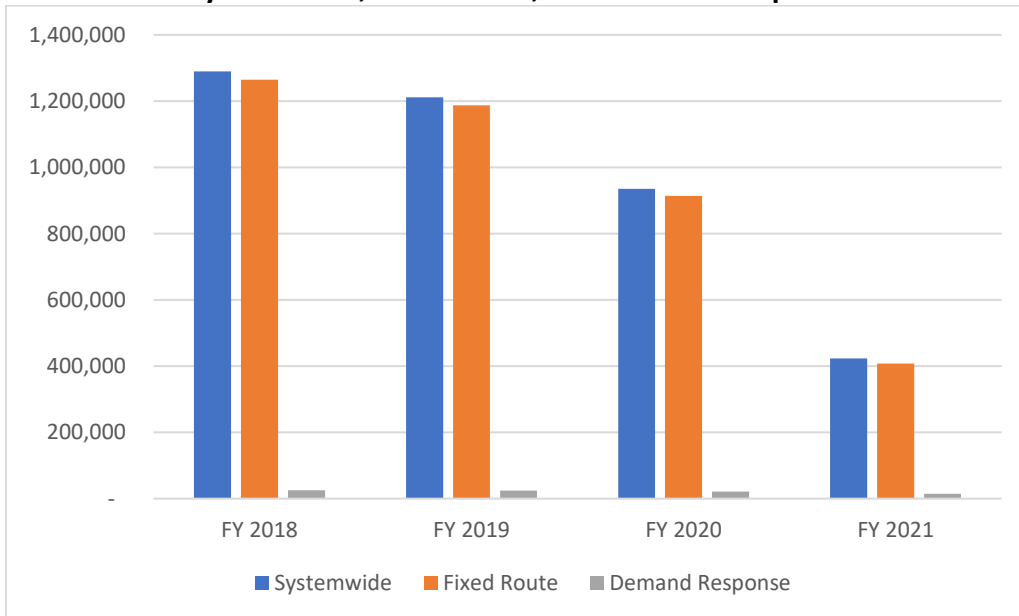
* Demand Response includes both ADA paratransit and microtransit service

¹ Audited operating costs exclude depreciation.

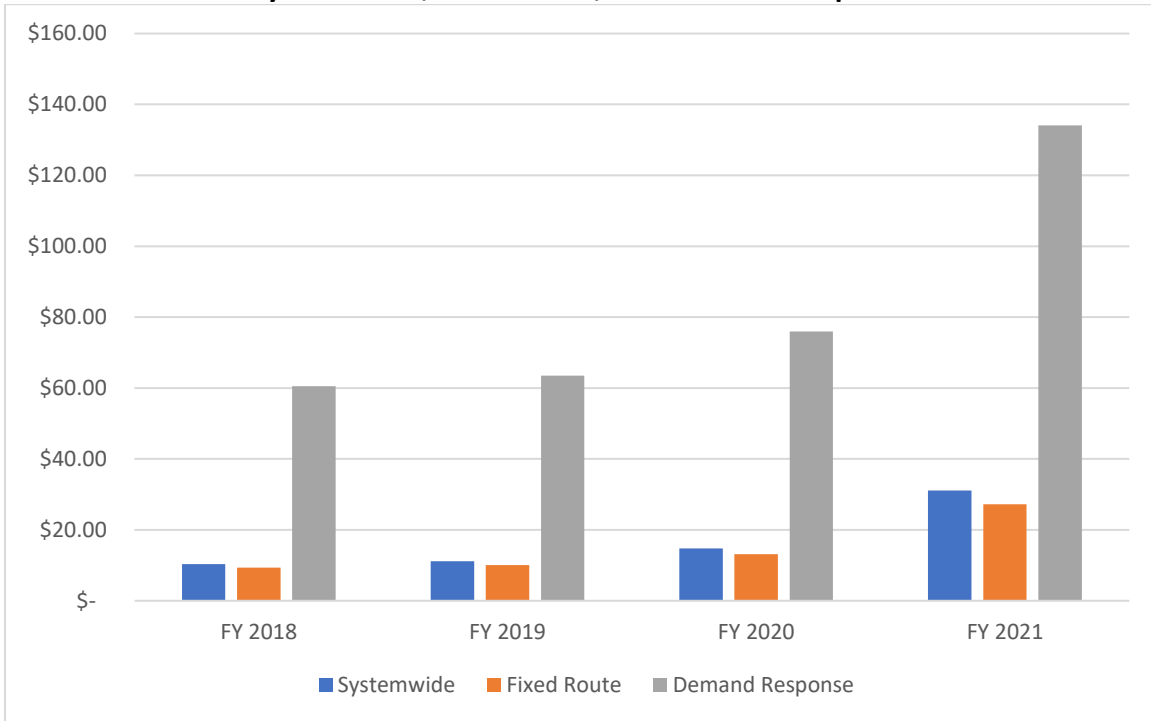
Graph IV-1
Operating Costs
System-wide, Fixed Route, and Demand Response



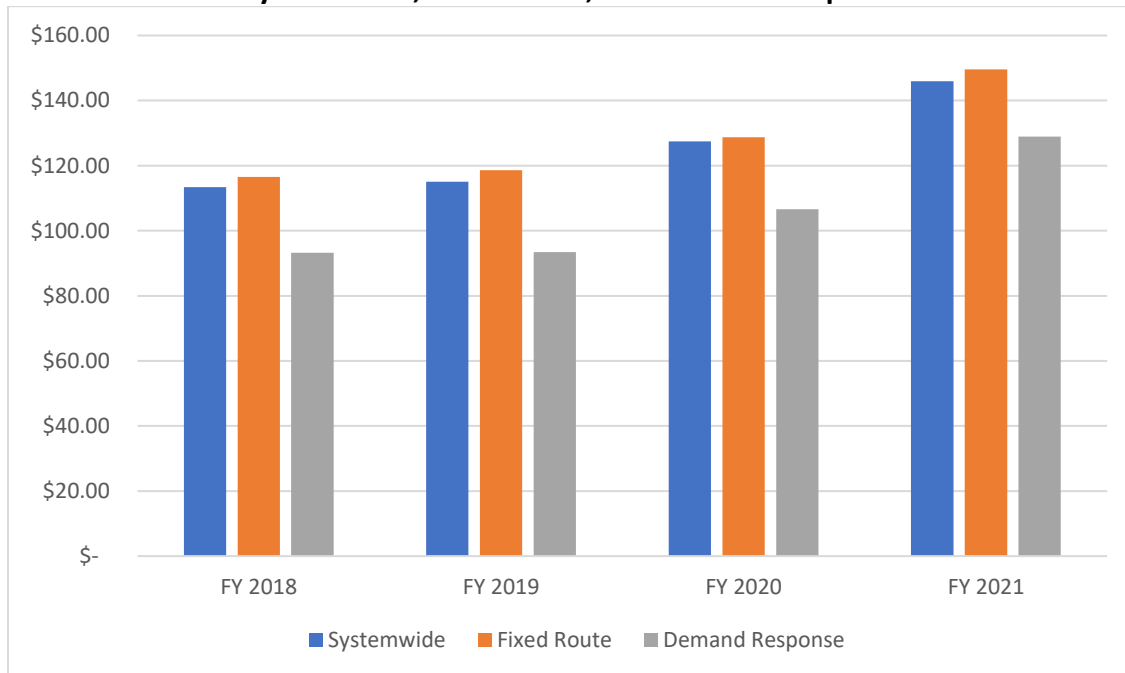
Graph IV-2
Ridership
System-wide, Fixed Route, and Demand Response



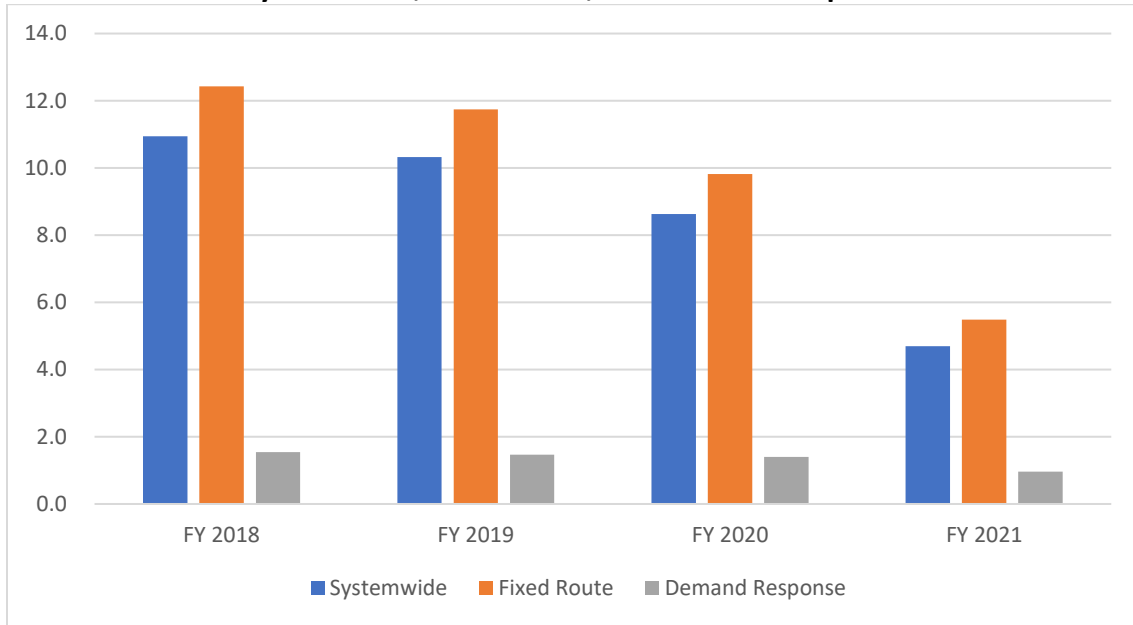
Graph IV-3
Operating Cost per Passenger
System-wide, Fixed Route, and Demand Response



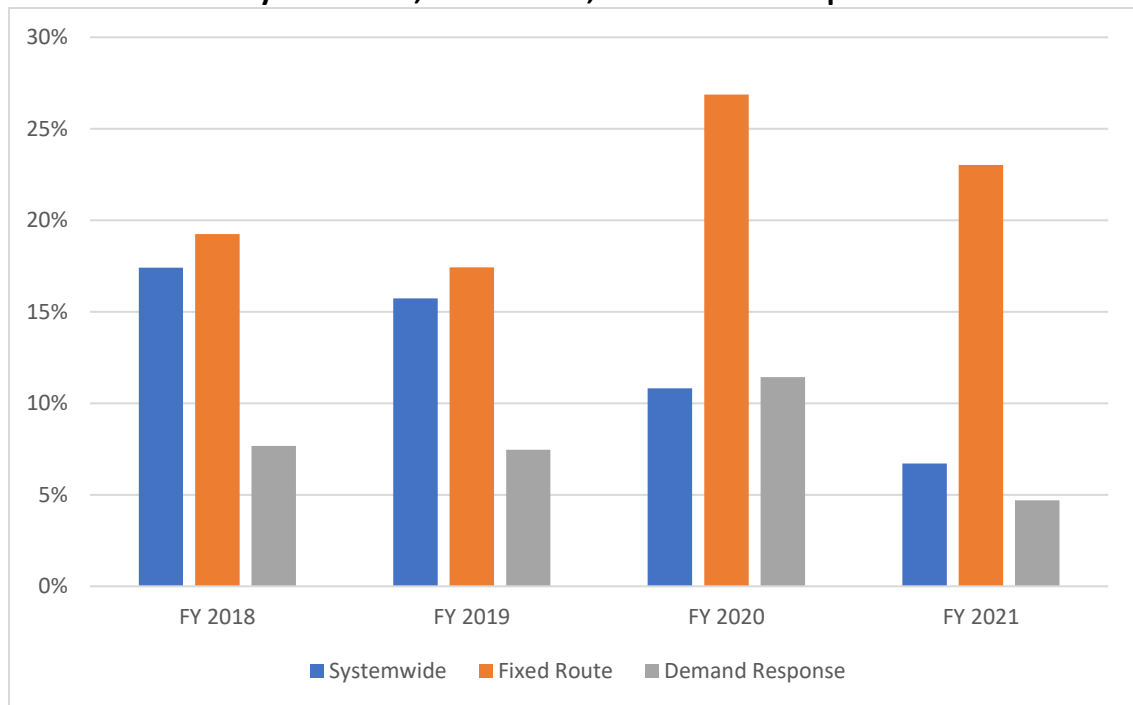
Graph IV-4
Operating Cost per Vehicle Service Hour
System-wide, Fixed Route, and Demand Response



Graph IV-5
Passengers per Vehicle Service Hour
System-wide, Fixed Route, and Demand Response



Graph IV-6
Fare Recovery Ratio
System-wide, Fixed Route, and Demand Response



Findings from Verification of TDA Performance Indicators

1. Operating costs system-wide decreased 1.6 percent using audited data from the FY 2018 base year to FY 2021. Fixed-route operating costs decreased by 6.3 percent while demand response* costs increased 35.3 percent using audited modal data. On an average annual basis, system-wide costs decreased 0.5 percent, with a decrease of 4.8 percent occurring in FY 2021. FY 2019 saw an average annual increase of 1 percent and FY 2020 an increase of 2.3 percent. It is noted that operating costs include non-transit expenses such as outside fuel sale related expenses. Operating costs decreased primarily due to reduced purchased transportation costs attributable to reduced demand and service levels in response to the COVID-19 pandemic, along with reduced depreciation.
2. Ridership decreased 67.2 percent system-wide from 1,289,584 trips during the FY 2018 base year to 423,287 trips during FY 2021. The 67.7 percent decrease in fixed-route passenger trips mirrored the system-wide trend, whereas demand response* ridership decreased 39 percent. The decrease in ridership can largely be attributed to the effects of the COVID-19 pandemic; however, this is a continuation of the previous audit period's downward trend in ridership.
3. The provision of vehicle service hours and miles decreased system-wide from the FY 2018 base year to FY 2021. Vehicle service hours decreased 23.6 percent and vehicle service miles decreased 22.7 percent. At the modal level, fixed-route service hours decreased 27 percent while service miles decreased by 24.1 percent. In contrast, demand response* service hours decreased 2.1 percent while service miles decreased by 13.6 percent. These values can be attributed to the effects of COVID-19 as service was adjusted in reaction to reduced demand.
4. Operating cost per passenger, an indicator of cost effectiveness, increased 199.8 percent system-wide from \$10.37 during the FY 2018 base year to \$31.08 during FY 2021. Cost per passenger increased 190.4 percent on fixed route and increased by 121.7 percent on demand response*. The trend reflects the effects of COVID-19 on ridership vastly outweighing its effects on reducing operating costs due to decreased service.
5. Operating cost per hour, an indicator of cost efficiency, increased 28.7 percent system-wide from \$113.40 during the FY 2018 base year to \$145.99 during FY 2021. The indicator increased by 28.3 percent on fixed route and increased 38.2 percent on demand response*. The trend reflects the relatively consistent operating costs versus the decrease in vehicle service hours experienced with COVID-19 related reductions in service.
6. Passengers per hour, which measures the effectiveness of the service delivered, decreased by 57.1 percent system-wide from 10.9 passengers to 4.7 passengers per hour. The indicator for the fixed-route mode decreased by a comparable 55.8 percent whereas for paratransit

* Demand response includes both ADA paratransit and microtransit services as reported on State Controller's Office (SCO) reports during audit period. YCTD has made adjustments to SCO reporting post audit period and modes will be reported separately in future audit reports.

there was a 37.7 percent decrease. The trend in this indicator reflects the outpacing of the decline in passenger trips compared to the decline in vehicle service hours.

7. Vehicle hours per full-time equivalent (FTE) employee, which measures labor productivity, decreased by 23.6 percent system-wide from the FY 2018 base year to FY 2021. This performance indicator decreased by a comparable 27 percent for fixed route but decreased by only 2.1 percent for demand response*. This measure is based on the number of employee FTEs using employee pay hours from the State Controller Report and dividing by 2,000 hours per employee. The agency-wide employee count stayed the same at 125 FTEs in FY 2018 and FY 2021. Before the full effects of COVID-19 impacted employment, FTEs increased 5.6 percent from 125 FTEs to 132 FTEs before dropping back to 125 FTEs.
8. The system-wide farebox recovery ratio for this audit period has been broken into three categories based on the types of revenues in which they are based on.
 - a. The first farebox recovery ratio has been calculated with operating costs and passenger fares only to show values without supplemental revenue support. For these values, there is a 61.4 percent decrease in the system-wide farebox recovery ratio from 17.4 percent during the FY 2018 base year to 6.71 percent in FY 2021 based on audited data. This trend is reflective of the 62.1 percent decrease seen in passenger fares because of COVID-19.
 - b. The second farebox recovery ratio has been calculated using operating costs and passenger fares as well as “special fares.” Special fares are defined as fares paid for by nonprofits and other government agencies. These special fares had previously been included in the calculation of farebox recovery ratio; however, it is worth noting that beginning in 2020, special fares began to include Cache Creek Casino fares (previously considered non-operating revenue). Prior to their inclusion, special fares were \$71,690 in FY 2018 and \$76,401 in FY 2019. Following their inclusion in 2020 and meeting TDA definitions, these special fares jumped to \$1,911,955 in FY 2020 and \$1,773,513 in FY 2021. For farebox recovery ratio including these special fares, there is a 12.6 percent increase system-wide from 17.94 percent to 20.19 percent.
 - c. The third farebox recovery ratio has been calculated using operating costs, passenger fares, special fares and local funds. Local funds include additional revenue received from interest, auxiliary transportation, compressed natural gas facility charges, etc. and is used in the calculation of farebox recovery ratio found in the audited financials. For these values, there was a 43.7 percent decrease in farebox recovery ratio from 38.56 percent in FY 2018 to 21.73 percent in FY 2021.

* Demand response includes both ADA paratransit and microtransit services as reported on State Controller’s Office (SCO) reports during audit period. YCTD has made adjustments to SCO reporting post audit period and modes will be reported separately in future audit reports

Section V

Review of Operator Functions

This section provides an in-depth review of various functions within YCTD. The review highlights accomplishments, issues, and/or challenges that were determined during the audit period. The following functions were reviewed at the YCTD administrative offices in Woodland:

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

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

Operations

The YCTD fixed route network includes regular, commute, and express bus service. The operator is looking to increase frequencies on Route 42 from 60 minute to 30 minute headways. The agency has been working with the contract operator to assess driver availability and coverage.

YCTD reduced unproductive fixed-route service in West Sacramento in concert with the City's rideshare pilot program and realigned its routes in the City. The City had been exploring options including complementary service modes and a voucher program. In addition, YCTD implemented a microtransit pilot in the community of Knights Landing and the City of Winters. The YOUR Ride microtransit has allowed the District to offer a higher quality and level of service that is nimbler and more responsive to smaller communities in the service area.

In partnership with SacRT and University of California, Davis, the Causeway Connection was launched in April 2020 with service provided between the Silo Terminal on the campus of UC Davis and the UC Davis Medical Center in Sacramento. The service operates 30 trips between the two endpoints Monday through Friday, utilizing a fleet of zero-emission electric vehicles.

Since 2021, YCTD has eliminated some local routes in the City of Woodland to be replaced with microtransit services. In January 2022, select fixed-route services in Woodland were replaced with intracity microtransit service.

YCTD provided support to Unitrans during the COVID-19 pandemic in response to staffing shortages and route suspensions. Unitrans Lines A, L and Z were covered by Yolobus. Yolobus Route 42 was realigned to cover a portion of Unitrans Line 5 down 5th Street in Davis.

Personnel and Assignment of Drivers and Vehicles

Operations and maintenance personnel for YCTD are contracted with Transdev North America. Transdev has seen several management changes during the audit period. The former general manager departed Yolobus in 2018. The current general manager has been at Yolobus for just under two years. The majority of drivers are full-time, which is defined as 32 or more hours a week. YCTD is budgeted for 63 drivers; however, there are only 52 drivers. Several incentives were implemented during the audit period for recruitment and retention purposes, including a driver wage increase. Despite the driver shortage, YCTD has been able to meet pullout. The contracted line employees are represented by the Amalgamated Transit Union, Local 256 of Sacramento.

The preemployment protocol involves drug and background tests and obtaining an H-6 (10-year driving record) from the Department of Motor Vehicles. New drivers receive training according to the Transdev contract, which includes 30 days of classroom and behind the wheel training on a closed course using the smart drive system. There is a 6-month driving trial period and a 90-day probation. Following the trial period and another six months, additional training is provided, such as how to bid on schedules, and an annual evaluation is conducted. YCTD and the contractor strictly enforce a no cell phone use policy while on duty.

The assignment of drivers is a bid process based on seniority. Routes are bid three times a year. The first bid occurs in January and the other two bids are scheduled by mutual agreement with the union. Some rules apply to schedules, such as ensuring that drivers receive two days off in a row and limiting the number of split shifts. While all drivers are trained to drive both fixed route and paratransit, most stick primarily to one mode or the other.

Turnover of operating personnel has been an issue for a variety of reasons and has been an industry problem. Relatively low wages and a challenging operating environment common in the transit industry are a few reasons for driver retention issues. Driver turnover is about 20 percent monthly, and slightly lower when including all contract personnel. Some drivers leave for higher paying jobs nearby, such as with SacRT or the Amazon distribution facility near Sacramento International Airport. The implementation of West Sacramento's on-demand service Via Rideshare toward the beginning of the audit period also has some influence on morale issues, given that a neighboring service is competing with Yolobus and causing some ridership decline.

To incentivize a positive and good driver characteristic, Transdev implemented a \$2,500 bonus program as well as a \$1,000 safety bonus. There was also a one-time COVID retention bonus. Other provisions in the operations contract that add flexibility for existing drivers and make open positions more attractive include allowing drivers to switch bids, cash out accumulated vacation, and accrue additional paid time off.

Dispatching and Scheduling

At the beginning of the audit period, YCTD was using Novus, TripSpark's paratransit scheduling and dispatch system for booking YoloBus Special trips and optimizing YoloBus Special schedules. YCTD recently purchased a software tool from Swiftly to assist with scheduling and on-time performance. Swiftly is a cloud-based platform that provides real-time AVL data to operations staff and passengers.

The procurement and installation of dedicated transit scheduling software solutions has been determined critical to the continued near-and long-term sustainability of the District, and its ability to adapt quickly and accurately to evolving operating conditions. In March 2021, the YCTD Board authorized the procurement and installation of "Crew Module" upgrade to HASTUS by CSched Transit Scheduling Software and General Transit Feed Specification Real Time Feed Software through an amendment to the contract between Trapeze and YCTD. The amendment to the Trapeze contract allows for "open" access to the District's real-time GPS data to third parties and improves access to service information to customers via their individual preferred mobile provider. Contracting with CSched allows YCTD staff to continually develop, review, modify, and verify YoloBus operator schedules and operating details (including interlining, deadhead travel, service spans, etc.).

A written manifest is provided to drivers; however, drivers usually work off the Ranger screen for YoloBus Special trips. The driver "clicks" when they arrive at a pickup or drop-off location. The system logs the time and miles. The information is recorded both on the system and verified over the radio. The radio system used by the District is conducted through the Streets AVL system that monitors on-time performance every 30 seconds.

During the audit period, the trend in number of no-shows on YoloBus Special decreased, representing a positive trend for the service. The ADA policy, as revised, states that service for a customer will be suspended if the following conditions apply:

1. Over a rolling period of up to 60 days, the customer schedules 10 or more rides and is a no-show or cancels late more than 20 percent of scheduled rides; or
2. Over a rolling period of up to 60 days, the customer schedules between three and nine rides and is a no-show or cancels late at least three times AND more than 30 percent of scheduled rides.

The first suspension is for a two-week period; the second suspension is for a three-week period; and the third (or more) suspension is for a four-week period. Table V-1 below shows the total cancellations and no-shows during the month of June in 2018, 2019, 2020, and 2021. Advanced cancellations exhibited a stark increase in June 2020, mostly likely attributed to the COVID-19 pandemic. After peaking in June 2019, no-shows exhibited declines in June 2020 and 2021, respectively.

Table V-1
No-Shows and Cancellations for YoloBus Special

| | June 2018 | June 2019 | June 2020 | June 2021 |
|------------------------|-----------|-----------|-----------|-----------|
| Advanced Cancellations | 272 | 235 | 562 | 169 |
| Cancelled – User Error | 0 | 3 | 0 | 2 |
| No-Shows | 96 | 111 | 84 | 58 |

Source YCTD – Novus Scheduling Software

During the audit period, YCTD began recertifying its paratransit customers to update the database of eligible riders and purge those that no longer qualify or have not used the service. This has helped with cleanup of the database and enabled YCTD to focus on customer service and efficiency in providing YoloBus Special service.

Fare Collection and Handling

Fares are collected at time of boarding. Due to introduction of Connect Card, fare media usage has changed significantly. Toward the end of the audit period, available payment methods included paying by cash deposited in the farebox, tapping a Connect Card on the on-board validator, or presentation of a valid transfer, day pass, SacRT single fare ticket, or accepted identification (UC Davis Aggie Card, UC Davis Extension International Program ID, Sacramento State student ID, Los Rios Student Access Card, South Natomas TMA Pass, or Sacramento County DHS Pass).

SacRT manages the revenue collected from the Connect Card. The cost-sharing model for the operation and maintenance of the Connect Card system is based on equal weightings of each agency's share of regional unlinked trips and its share of fare revenue collected. YCTD is responsible for approximately 6 percent of the costs.

YCTD and other Connect Card member agencies are required to complete a single monthly clearing transaction (i.e., either receiving from or sending funds to the clearinghouse). Clearing transactions encompass fare loads on cards, revenue collected from customer travel, operating cost responsibility, capital reserve cost share, unclaimed revenues, uncollectible payments (if any), and as-needed adjustments. Some revenue is paid in arrears (e.g., third-party network sales, corporate accounts) and revenues are distributed once received. For interagency transfers and fare products, such as those between YCTD and SacRT, on-board surveys are used to determine the distribution of funds. The long-term plan is to use Connect Card data to allocate revenue.

Due to declining passenger fare revenue and excluding special fares and local funds, YCTD did not implement the second fare increase in FY 2018 and instead decreased the base fare back to \$2.00 effective December 1, 2018. Prior to the 2018 fare change, local and intercity fares were

the same and express routes charged a higher fare. Following the 2018 fare change, the base fare for each of the three services differs.

On-Time Performance

This key customer-facing performance metric is monitored and recorded regularly. The YCTD standard for on-time performance is 90 percent of fixed-route buses that are within -1 to +5 minutes of the published departure time. On-time checks are collected at published time points from the Swiftly AVL system along with verification through ride checks and shadow driving. Table V-2 shows the on-time performance for the fixed-route bus during the audit period.

Table V-2
On-Time Performance

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 |
|---------------------------------|----------------|----------------|----------------|----------------|
| Fixed Route On-Time Performance | 66.77% | 55.44% | 55.29% | 64.64% |

Source: YCTD

The data shows that this performance measure decreased in the first fiscal year of this audit period and remained at roughly 55 percent in FY 2019 and FY 2020 before improving to roughly 65 percent in FY 2021. Overall on-time performance is down from the previous audit period. This decrease can be partially attributed to the parameters and methodology of the Swiftly software that Yolobus implemented during the audit period. The Swiftly AVL system has a higher level of accuracy compared to the previous system, which may have been overstating on-time performance. Additionally, in FY 2021, Yolobus needed to modify the routing of some of its bus trips in downtown Sacramento, due to political protests that caused road closures. This impacted certain trips on Yolobus bus routes 40, 41, 240, 42A and 42B. Fortunately, express routes did not seem to have been impacted. The Golden 1 Center in downtown Sacramento can also create significant congestion issues, especially during the afternoon peak commute hours and at times when an event is being held at the arena. To forewarn riders of the uncertainty of bus times, YCTD includes a notice in its express service bus maps and schedules that actual arrival times in Sacramento may vary due to traffic conditions.

Preventable Accidents

A gauge of driver skill is measured through the number of preventable accidents. Transdev reports monthly the number of preventable and non-preventable accidents. Preventable accidents include such minor incidents as a bus mirror making contact with a bus stop sign pole. Table V-3 shows the annual accidents for fixed route and paratransit during the audit period.

**Table V-3
Operator Accidents**

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 |
|--------------------|----------------|----------------|----------------|----------------|
| <i>Fixed Route</i> | | | | |
| Preventable | 26 | 19 | 24 | 19 |
| Non-Preventable | 6 | 3 | 3 | 9 |
| | | | | |
| <i>Paratransit</i> | | | | |
| Preventable | 5 | 1 | 1 | 1 |
| Non-Preventable | 0 | 2 | 0 | 1 |

Source: Yolobus Summary

Preventable accidents for fixed route and paratransit fluctuated during the audit period. A decline in preventable accidents occurred for fixed route in FY 2019 from the prior year, only to increase in FY 2020 before declining again in FY 2021. Although total service miles declined in FYs 2020 and 2021 from service levels in FY 2019, the number of preventable accidents increased or remained steady. The same external conditions plaguing on-time performance also increase the chances of accidents occurring from traffic congestion, street closures, and other hazards. Turnover of drivers combined with increased adverse road conditions are general factors in the increased rate of accidents relative to total service miles. The overall rate of accidents per hundred thousand miles is within industry norms. YCTD has indicated a desire to reconsider the definition and thresholds of a reportable operator accident.

COVID-19 Pandemic Impacts

As impacts from the novel coronavirus (COVID-19) started to be realized in California, a state of emergency was declared on March 4, 2020. The first COVID-19 case in Yolo County was reported on March 6, 2020. A mandatory statewide shelter-in-place order was implemented on March 19. In response to the order and pursuant to Centers for Disease Control and Prevention protocols, Yolobus enacted many new protocols. YCTD customers, staff, and partners have been adhering to health and safety practices and COVID-19 rider guidelines since the onset of the pandemic.

Yolobus suspended fare collection from April 2020 through May 2020. Social distancing protocols were implemented on the vehicles such as rear-door boarding, chaining off passenger seating areas of the bus, and the installation of plexiglass shield driver barriers. Hand sanitizer dispensers were installed and mask mandates as well as temperature checks were implemented for both drivers and passengers.

Focused cleaning and disinfection processes were implemented at Yolobus for an additional layer of safety. Both bus operators and utility workers were instructed to wipe down and sanitize touch points between bus trips and utility workers disinfected buses deployed in service at least once a day using a medical-grade backpack fine mist sprayer like those used at medical facilities. Transdev

also doubled the frequency of the misting process used to treat buses after they came back from morning peak hour service.

Yolobus was a key partner in the COVID-19 response, making food and grocery deliveries possible throughout the county. On March 13, 2020, at-home grocery delivery was launched through a collaboration with Yolo Food Bank and Yolobus. In addition, Yolobus offered free rides for COVID-19 vaccination appointments. Free rides were made available on Yolobus fixed route, paratransit, and microtransit services from March 1, 2021, through June 30, 2021. To qualify for the free ride, passengers were required to show the driver confirmation of their appointment. Yolobus also provided operational support to Unitrans to help supplement local service in City of Davis during the pandemic.

Pursuant to the Governor’s Executive Order N-29-20, the YCTD Board of Directors and staff moved regularly scheduled board meetings to a teleconferencing and videoconferencing format via the Zoom platform.

Maintenance

Maintenance for the Yolobus fleet is performed by Transdev maintenance staff at the operations facility, located at 350 Industrial Way in Woodland. Transdev maintenance staff includes a maintenance manager, 10 FTE mechanics, 5 FTE utility workers, and 2 maintenance administrative assistants/clerks. Along with internal promotions, a mechanic can earn an additional \$3,000 bonus for receiving all applicable certifications from the National Institute for Automotive Service Excellence. YCTD utilizes Ron Turley Associates fleet maintenance software program to track preventive maintenance inspections (PMIs) and the parts inventory. The District owns its tires.

As listed earlier in the audit, the Yolobus fixed-route fleet consists of 51 total 35- and 40-foot CNG transit buses, six 45-foot Clean Diesel over-the-road coaches, and six Electric buses (based on April 2021 fleet list). The fleet primarily consists of Orion V and Orion VII buses, with six Motor Coach Industries buses and six Proterra Electric buses. New Gillig vehicles arrived in 2016 and 2018. The fleet ranges in age from 1 to 23 years old with YCTD’s oldest fixed-route vehicles undergoing engine rebuilds to extend their useful lives and logging over one million miles. Considering rebuilt years, the fleet ranges in age from 1 to 17 years old. All fixed-route vehicles are equipped with wheelchair tie-downs and two to three bicycle racks. YCTD also owns Clean Diesel El Dorado cutaways used for Yolobus Special paratransit services as well as Glaval Cutaways used for Your Ride service. YCTD staff indicated that vehicle replacements have taken place, including replacing 16 of the older fixed-route vehicles and 9 older paratransit vehicles.

Maintenance manages a bus board in which each vehicle has a slot. A red “OOS” card is inserted in the slot if the vehicle is out of service. Dispatchers assign vehicles from the available vehicles for revenue service.

Daily Vehicle Inspections Reports (DVIR)

Drivers perform daily vehicle inspections prior to pullout and turn the paper DVIRs into maintenance. The road supervisor spot checks and observes the driver's inspections. A mechanic is on duty at pullout and communicates with the drivers and dispatch. If a vehicle defect can be corrected immediately, the defect is corrected, and the vehicle is cleared to be put in revenue service. If it is a safety-related issue, the vehicle is pulled from service and inspected. Dispatch is notified and another available vehicle is assigned.

In addition, drivers must ensure cleanliness of their assigned vehicle. In accordance with the contract, Transdev must ensure the following:

- Complete interiors be dusted/vacuumed and swept, with trash removed, on a daily basis.
- Washing of all bus exteriors.
- Minimization of dirt, oil, water residue, and bug buildup on mirrors and windows that may obstruct a driver's visibility.

Preventive Maintenance Inspections

Maintenance procedures outlined in the contract between YCTD and Transdev include conducting, at a minimum, PMIs on each bus once every 3,000 miles or 45 days, whichever occurs first. Transdev corporate policy is consistent with preventive maintenance "A" inspections of at least every 3,000 miles. Contract penalties can be assessed for buses that are more than 500 miles past their PMI due mileage or more than 5 days beyond their PMI due date. The Ron Turley Associates maintenance software forecasts preventive maintenance intervals daily with new mileage inputs. In addition, Transdev, in compliance with the contract, provides all lubricants, other fluids, repairs, towing, cleaning, parts, supplies, labor, maintenance, major components (except for those provided by YCTD), and component rebuilding and replacement required for the operation of all vehicles and equipment. Inventory cycle counts are conducted regularly at 20 percent of stock at six months, and a 100 percent count at year's end. A relatively large value of inventory is required for the older Orion vehicles as parts are limited due to the bus being no longer manufactured.

California Highway Patrol (CHP) Inspections

For the three-year audit period, CHP inspections of YCTD vehicles earned annual "Satisfactory" terminal inspection ratings, a positive result of the PMIs and overall maintenance procedures. Table V-4 shows the CHP inspection report ratings. Considering the extensiveness of the CHP inspections, the small handful of findings (none in the most recent inspection) is considered to be negligible.

Table V-4
California Highway Patrol Inspection Reports

| | 6/5-8/2018 | 6/18-21/2019 | 6/23, 25 & 7/1/2020 | 7/19-21/2021 |
|------------------------|--------------|--------------|------------------------|--------------|
| Terminal Rating | Satisfactory | Satisfactory | Satisfactory | Satisfactory |
| Findings: | | | | |
| Brakes | 0 | 0 | 0 | 2 |
| Equipment Requirements | 0 | 0 | 0 | 0 |
| Lamps and Signals | 0 | 0 | 0 | 0 |

Source: YCTD Annual CHP Terminal Inspections

Road Calls

Through the monthly contractor summary reports, the number of road calls are reported. Using the industry metric of total miles between road calls, road calls are tracked for both fixed route and paratransit. Table V-5 shows the road calls performance for the audit period. The number of road calls for fixed route decreased by 68.7 percent between FY 2018 and FY 2021. The process of defining a road call was also adjusted by YCTD in the previous audit period; this tightened the definition of road calls beyond Federal Transit Administration (FTA) requirements, which initially raised the number of occurrences in the prior audit period but has since decreased. YCTD uses the following definition of a mechanical road call:

"Mechanical Roadcall" shall mean any occurrence, in or out of service, due to a mechanical malfunction (including all components, tires, lights, wheelchair lift, farebox, etc.) where a) an unscheduled bus exchange is made, or b) repairs in the field are made, or c) a vehicle is towed. The purpose of measuring mechanical roadcalls is to determine service and maintenance reliability, to mitigate the need for unscheduled repairs, and to encourage repairs when vehicles are in the yard and not in public view. Any corrective mechanical work performed while a bus is out of the yard and accumulating miles shall be recorded as a mechanical roadcall.

As an example, if a service technician changes a windshield wiper blade or fixes a jammed farebox at a bus layover point, that is treated as a mechanical road call. Many transit systems exclude such activities at layover points as road calls.

Table V-5
Fixed Route and Paratransit Road Calls

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 |
|---------------------------------------|----------------|----------------|----------------|----------------|
| <i>Fixed Route</i> | | | | |
| Road Calls | 246 | 228 | 163 | 77 |
| Miles between Road Calls ¹ | 10,936 | 9,914 | 13,066 | 22,704 |
| | | | | |
| <i>Paratransit</i> | | | | |
| Road Calls | 27 | 14 | 7 | 9 |
| Miles between Road Calls ¹ | 12,978 | 25,602 | 47,163 | 32,263 |
| | | | | |
| <i>Combined</i> | | | | |
| Road Calls | 273 | 242 | 170 | 86 |
| Miles between Road Calls ¹ | 10,105 | 10,822 | 14,470 | 23,704 |

Source: Yolo County Performance Summary; NTD; MBI

(1) Total vehicle miles from NTD was used.

The fixed-route miles between road calls decreased between the base year and the first audit year, then exhibited steady increases throughout the remainder of the audit period. YCTD's bus fleet maintenance standard is for the metric to be greater than 15,000 total miles between mechanical road calls for the combined fixed route and paratransit fleet, which was met in FY 2021. The executive director reviews all road calls regularly and has an opportunity to discuss the subject with the maintenance manager at each weekly meeting.

Planning

The planning of routes, schedules, and other service attributes determines if the service provided is appropriate to meet the transit needs within the operator's respective community. The Short-Range Transit Plan (SRTP) for YCTD was commissioned by SACOG in FY 2014 covering FYs 2014-2021. SRTPs generally include an overview of the transit system, goals and performance measures, a service overview and evaluation, and the agency's operating and capital financial plans across a five- to ten-year planning horizon.

The commissioning and development of the SRTP is now under the purview of the individual transit operators within the SACOG region. Given the recent changes in YCTD service profile and market, it is suggested that the District commission an update to the 2014 SRTP that incorporates recent service analyses and regional initiatives. In addition, an SRTP update would encompass a capital improvement plan as well as a zero-emission vehicle plan and implementation strategy.

Other changes to YCTD's service are expected to result from the agency's Comprehensive Operational Analysis (COA), branded as YoloGo. The purpose of the COA is to create increased

operational efficiencies, enhanced local and regional connectivity, increased customer satisfaction, ridership, and improved key performance indicators. The COA was completed in March 2021. The YCTD Board adopted the Final Comprehensive Operational Analysis (YoloGo) study at its April 12, 2021, meeting. The YoloGo study included several recommended service changes aimed at increasing ridership and increasing the efficiency and effectiveness of YoloBus services.

Public engagement during the COA process included a meeting with stakeholders, pop-up meetings at various locations throughout Yolo County, and a virtual community workshop.

Implementation of the YoloGo COA has been structured over phases:

| Phase Number | Date/Time Frame | Service Implementation |
|---------------------|------------------------------|--|
| 1 | No later than September 2021 | <ul style="list-style-type: none">• Implement Route 42 changes, including increasing frequency during peak hours from 60 minutes to 30 minutes (7 days per week).• Permanently discontinue routes that were already discontinued due to COVID-19.• Permanently reduce service on routes that already had service reduced during COVID-19. |
| 2 | October/November 2021 | <ul style="list-style-type: none">• Implement West Sacramento service changes, including:<ul style="list-style-type: none">▪ Eliminate Routes 35 and 39 in Southport and replace those two services with a new Route 37 (a hybrid of the 35 and 39 routes).▪ Minor adjustments to local routes 40, 41 and 240.▪ Discontinue Route 241. |
| 3 | No earlier than January 2022 | <ul style="list-style-type: none">• Implement local Woodland service changes including:<ul style="list-style-type: none">▪ Begin new Woodland microtransit service.▪ Permanently discontinue local Routes 210 and 214 (replace with microtransit).▪ Restructure local Routes 211 and 212 and restore early/late trips. |

| Phase Number | Date/Time Frame | Service Implementation |
|--------------|-----------------------------------|---|
| | | <ul style="list-style-type: none"> • Make minor modifications to Express Routes 43 and 45 to bring back one vehicle trip per day for each. |
| 4 | To be determined at a future date | <ul style="list-style-type: none"> • Bring back additional Express/Commuter service to Davis (43R) and Winters (220C) if/when there is sufficient demand for those services. |

Source: YCTD

Regional Planning

YCTD is an active participant in a number of regional transit planning efforts. The 2020 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) is the strategic planning document for all transportation, including transit, in the Sacramento metropolitan region. The MTP/SCS is federally required to be updated every four years; the most recent MTP/SCS was adopted on November 18, 2019. The next MTP/SCS is required to be adopted by February 2024. The MTP/SCS focuses transit investments especially in areas most capable of supporting robust transit service. Combining significant housing and employment growth in transit priority areas with high-frequency service of 15 minutes or better in these areas allows the MTP/SCS to provide quality transit service to higher concentrations of people where it is most productive and cost effective. The MTP/SCS envisions extensive growth in fixed-route transit service to help the region meet its land use, air quality, and transportation needs.

SACOG conducts an annual unmet transit needs process as the RTPA in the region. This involves hosting an annual unmet transit needs hearing in Yolo County. If an identified unmet transit need that falls under YCTD’s purview is determined by SACOG to be “reasonable to meet” based on established criteria, pending the availability of TDA funds, efforts are made by SACOG and YCTD to accommodate the need. YCTD reviews the feedback received during the process for consideration in its planning efforts.

Acting as the Consolidated Transportation Services Agency (CTSA) for Yolo County, YCTD has a vested interest in a robust and inclusive unmet transit needs process. The SACOG Social Services Transportation Advisory Councils (SSTACs) were established under the requirements of the TDA to ensure that unmet transit needs are identified within the SACOG four-county regional planning area made up of Sacramento, Sutter, Yolo, and Yuba Counties. SACOG has three SSTACs: Sacramento County, Yolo County, and the Joint Sutter and Yuba Counties.

SACOG routinely seeks members of the community to apply and serve on the SSTACs. As the CTSA, YCTD has an important role to play in assisting SACOG with recruitment, education, and facilitation of the Yolo County SSTAC.

During the audit period, SACOG commissioned a study on next generation transit alternatives that consider options for regional transit delivery. The Next Generation Transit Strategy was adopted in September 2021 and aligned with the 2040 vision for public transit contained in the 2020 MTP/SCS. The next gen strategy includes an actionable set of four focus areas, each with several strategies for implementation. The plan was developed collaboratively over the course of eight months with input from YCTD and other transit operators, county transportation authorities, advocates, and business groups. In addition, the strategy offers an opportunity for Yolobus to collaborate with SacRT such as with the recent implementation of the Causeway Connection. With the increasing number of employment generators in Yolo County, YCTD sees opportunities for the development of high-occupancy toll lanes along the I-80 corridor as well as regional bike networks. YCTD received a federal grant to study a regional bike network between Yolo County communities.

Other Planning Efforts

YCTD regularly examines its routes on at least a monthly basis using performance measures such as ridership, on-time performance, customer complaints, passengers per hour, and miles between road calls. An annual review is conducted during the annual budget process using key data and sources such as ridership and fare revenue, as well as data generated by GFI, Connect Card, and Trapeze Streets. In addition to this annual process, YCTD undertook multiple formal planning processes during the audit period. YCTD has developed an extensive set of service standards which are used by management and staff as goals to compare service quality and performance. The standards are developed around the following core themes:

1. Customer service and courtesy
2. Bus fleet maintenance
3. Operations efficiency and effectiveness

Customer service and courtesy standards focus on customer-oriented measures such as overall customer satisfaction, driver courtesy, and rate of complaints. Maintenance measures use timing of PMIs, bus cleanliness, and miles between road calls as key measures, while operations productivity encompasses several performance ratios for both fixed-route and paratransit productivity (e.g., operating cost per passenger, operating cost per hour, passengers per hour, and farebox recovery). Fixed-route passengers per hour and per mile are further divided using standards for each type of service (local, express, and commute) and days of service (weekday, Saturday, and Sunday). New technology integrated into the Yolobus service, such as DoubleMap and call center features, is being used to collect and report on this level of data to enable an assessment of actual performance to standards. The amount of data generated from this effort should provide an abundance of information for planning purposes and communicate progress with the delivery of transit service to the board and the community.

On November 8, 2021, the YCTD Board of Directors approved and officially adopted YCTD's Public Transit Agency Safety Plan (PTASP). YCTD adopted its initial PTASP in November 2020. The PTASP

final rule became effective in July 2018, which requires certain operators of public transportation systems that receive federal funds under FTA’s Urbanized Area Formula Grants to develop safety plans that include the processes and procedures to implement safety management systems as well as establishing safety performance targets. The plan must be updated and certified by the transit agency annually.

Marketing

YCTD utilizes a number of approaches in marketing its transit services. Keeping stakeholders informed and providing channels for feedback provides reassurance the public is being heard and has the necessary information to use and support YoloBus.

During the audit period, the YCTD website (<https://yolobus.com/>) underwent a significant update and overhaul. The YCTD website was redesigned to better present service information, administration and policy information, and partner resources. Work was completed on the website framework which included the layout, buttons, and general user flow. The main page was redesigned using a content management system to focus on key service information that is most relevant to customers. Trip planning, vehicle location information, and service schedules have been formatted with minimal “clicks” from the end user. A user “ad” section has been created with a slider effect to promote YCTD and partner programs such as YOUR Ride, Connect Card, Youth Ride Free, and other products. YCTD retains the ability to update, modify, and adjust the content without laborious (or additional contracted) effort. The updated website maintains existing accessibility features, including text-to-speech functions, resizing to accommodate mobile phones and tablets, and active search features.

In November 2018, YCTD implemented a new cradle-to-grave system for tracking customer interactions. The new system can report on length of hold time, whether the caller or the customer service representative (CSR) hung up, and more. Information from this system feeds directly into the service standards analysis. Calls are routed to the contractor’s customer service/dispatch. At least one CSR scheduled during operating hours is bilingual in Spanish. When a call comes in, the CSR determines the nature of the call, whether a complaint/comment, information, or YoloBus Special booking, and properly records the call using appropriate selections. Complaints and comments are entered into a database with the name, date, time, route, and complaint/comment. All complaints/comments are tracked in the following categories:

- Commendation
- Suggestion/Comment
- Late, No-show
- Early Bus
- Discourtesy
- Careless Driving
- Fares
- Pass Up/Carry By
- Equipment
- Other

In addition, the status (pending or closed) is tracked. On a weekly basis, the contractor forwards comments to YCTD and reviews each complaint and its resolution with YCTD staff. Complaints are handled expediently and tracked.

Customer complaints received by the call center during the audit period decreased, as illustrated in Table V-6. In addition to contacting the call center, customers may choose to express complaints via social media, but this is not tracked by Transdev.

Table V-6
Customer Complaints

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 |
|-------------------------|----------------|----------------|----------------|----------------|
| Fixed Route Complaints | 310 | 307 | 280 | 167 |
| Paratransit Complaints | 6 | 10 | 14 | 11 |
| Total Complaints | 316 | 317 | 294 | 178 |

Source: Yolobus Summary

The highest complaints were for the bus being late or the passenger being passed by. Driver discourtesy and careless driving generally received the next highest number of complaints. In the interest of maximizing transparency, YCTD management encourages complaints of any nature to be documented and memorialized. Many times, complaints, upon their review, may turn out to be invalid, but they were received and therefore are kept in the database. For example, a rider might claim a bus was a no-show, yet review of AVL data and video footage shows that the rider was not at the bus stop. The complaint is still logged, which could have a skewing impact on the overall complaint rate. As a recent example during a 10-day period in August 2019, out of 14 comments, seven were found to be invalid, four were validated, and three were pending investigation.

YCTD also received various commendations during the audit period, as illustrated in Table V-7.

Table V-7
Customer Commendations

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 |
|----------------------------|----------------|----------------|----------------|----------------|
| Fixed Route Commendations | 29 | 26 | 32 | 2 |
| Paratransit Commendations | 6 | 10 | 3 | 1 |
| Total Commendations | 35 | 36 | 35 | 3 |

Source: Yolobus Summary

YCTD's marketing and public information activities encompass social media such as Facebook and Twitter, email blasts, community events, monthly newsletter, and on-bus information sharing and customer interactions. YCTD also communicates with customers using a text alert system (Yolobus Alert!) that customers can opt into from the YCTD website. YCTD regularly updates its Facebook page and Twitter with information regarding detours, delays, opportunities for public

input, and places YoloBus can take riders. The District recently extended its social media engagement to Instagram and LinkedIn. After the audit period, in early 2022, the District hired a communications specialist to coordinate community outreach and social media engagement.

Ongoing campaigns include “Spare the Air” (an air quality program to increase awareness of bad air days and encourage transit use as a method to decrease pollution), “May is Bike Month” (a program to encourage biking), and “Summer Sizzler” (a promotional youth fare valid June through August).

YCTD utilizes bulkheads on its buses in addition to distributing car cards, bookmarks, fliers, and posters, highlighting the bus as a low-cost transportation option to the airport. YCTD focuses these promotional efforts around high-travel holidays, such as Thanksgiving and Christmas. Books are available on longer haul routes as a customer-friendly amenity.

YCTD’s service standards include customer-facing measures such as overall customer service satisfaction and driver courtesy, which are to be tracked through an annual customer survey. However, a formal customer survey has not been conducted since prior to the beginning of the audit period. Staff routinely ride routes and discuss service and satisfaction with customers. A significant outreach effort, including surveys, was part of the YoloGo COA process.

Pursuant to the federal Civil Rights Act of 1964, the District has an adopted Title VI Program. Title VI of the Civil Rights Act of 1964 requires that no person in the United States, on the grounds of race, color, or national origin, be excluded from, be denied the benefits of, or be subjected to discrimination, under any program or activity receiving federal financial assistance. During the audit period, the Title VI program was updated in September 2019 and revised in January 2020. The three-year scope of the Title VI program is from December 1, 2019, through November 30, 2022. The District 2019 Title VI Program compliance includes Title VI notices posted on the website, in all transit vehicles, and at the District’s and local municipal offices. The District provides this notice in English, Spanish, Chinese, and Russian. Complaint forms are available on the website. In accordance with YCTD’s Limited English Proficiency (LEP) Plan, YCTD translates materials into multiple languages for Title VI compliance.

General Administration and Management

In August 1989, the Yolo County Transit Authority (YCTA) was formed through a joint powers agreement between the Cities of Davis, West Sacramento, Woodland, and Winters and the County of Yolo. YCTA was replaced by the Yolo County Transportation District (YCTD) on July 1, 1997, as a result of the passage of California Assembly Bill (AB) 2420. AB 2420 was passed by the state legislature and signed by the governor on September 12, 1996.

California law allows for the creation of various local agencies, such as transportation agencies and transit districts, to perform specified functions and duties within a prescribed area of jurisdiction. With the creation of YCTD, the District assumed the powers, duties, rights, and obligations of the previously existing YCTA. In addition, AB 2420 prescribed added powers and

authority to the District, including the authority to submit to voters a ballot measure for specified taxes.

The responsibilities of the District, as defined in the legislation, include serving as:

- The CTSA for Yolo County, with the concurrence of the RTPA; and
- The congestion management agency for Yolo County.

YCTD's most recent FTA triennial review was conducted in mid-2021. The review examined compliance in 21 areas. No deficiencies were found with FTA requirements in 15 areas; three areas were not applicable to the District. Deficiencies were found with FTA requirements in three areas: Financial Management and Capacity; Procurement; and Title VI. YCTD had no repeat deficiencies from the 2018 triennial review. The District responded to the deficiencies in an email dated August 31, 2021.

Board of Directors

The structure of the board and other requirements are defined within the legislation. The District is governed by a five-member Board of Directors with:

1. One member representing the County of Yolo, appointed by the County Board of Supervisors;
2. One member representing the City of Davis, appointed by the City Council;
3. One member representing the City of West Sacramento, appointed by the City Council;
4. One member representing the City of Woodland, appointed by the City Council; and
5. One member representing the City of Winters, appointed by the City Council.

An alternate is also appointed by each jurisdiction. In addition to the five voting members, the board includes two ex officio members representing the University of California, Davis, and California Department of Transportation District 3.

As was mentioned earlier in this section, the District adopted the Zoom videoconferencing platform in response to the COVID-19 shelter-in-place order. Pursuant to the Governor's Executive Order N-29-20, the YCTD Board and staff began conducting meetings via Zoom. This Executive Order authorizes local legislative bodies to hold public meetings via teleconference and to make public meetings accessible telephonically or otherwise electronically to all members of the public.

During the audit period, the board expressed an interest in focusing on (1) ridership changes, (2) on-time performance, and (3) sustainability. YCTD staff undertake studies and analyses in response to these areas and monitor and track outcomes of service adjustments against its service standards. As these areas of interest have been challenging for YCTD to maintain, service

goals and current strategic actions are discussed with the board. With board composition comprising locally appointed officials representing rural and urban areas as well as cities and county, the diversity of the service area and various transit services offered to meet diverse needs create challenges to address core regional service issues.

Two advisory boards assist management and the board:

1. The Technical Advisory Committee (TAC) is composed of the public works directors and community development directors, or their respective designees, of each member jurisdiction as well as one representative of the Yolo-Solano Air Quality Management District, one representative of Caltrans, one representative of SACOG, one representative each from Unitrans and YoloBus, and any other public members as selected by the District Board of Directors. This committee advises the board on technical matters related to specified transportation activities of the District as determined by the board. Each member of this committee serves at the will of the board. Meeting times and dates of this committee are established by a majority of the committee members.
2. The Citizens Advisory Committee (CAC) is composed of five members residing within the geographical boundaries of the District. YCTD appoints members to CAC by area:
 - Yolo County
 - West Sacramento
 - Davis
 - Winters
 - Woodland

Staffing and Reporting

Toward the end of the audit period, YCTD had 13 professional and administrative positions. In addition, there were four planning technician interns. Interns work with YCTD for a limited time and perform a number of special assignments as required. Interns are generally students attending the University of California, Davis.

The executive director is appointed by the board. This position controls and directs the activities of the District and carries out the goals and policies of the YCTD board.

The executive director's responsibilities include the following:

- Organization and administration of YCTD board and YCTD committee meetings;
- Hiring, compensating, training, terminating, promoting, demoting, and disciplining employees of YCTD, within the constraints of the adopted personnel policy;
- Developing and managing operating and capital budgets for all YCTD activities;

- Overseeing YCTD’s activities relative to being the congestion management planning agency for the Yolo County region; and
- Managing transit-related projects, including planning, operating, marketing, and capital activities.

Currently, four positions report directly to the executive director: two deputy directors, a marketing and communications specialist, and an executive/administrative assistant. The deputy director of Operations, Planning and Special Projects oversees transit operations, transportation planning, and special projects, including preparing, presenting, and managing a wide variety of reports, audits, and studies. This position also performs the duties of the executive director during his/her absence. The deputy director of Finance, Grants and Procurement performs complex accounting assignments relative to the development and maintenance of the accounting system and financial controls of the District as well as preparing numerous narrative and statistical reports for state and federal governments. The position is also responsible for researching grants and grant reporting.

The previous YCTD executive director retired from service with YCTD on April 2, 2021, after having been with the District for 39 years. Recruitment for the executive director took approximately two months, May–July 2021. The goal of this recruitment process was to have the executive director selected and ready to begin work in mid to late July 2021. The Yolo County Human Resources Department assisted the management consultant with recruitment efforts. After the recruitment process, a new executive director was vetted and selected in July 2021.

On August 9, 2021, the YCTD board approved an agreement with the new executive director for an initial three-year term from September 1, 2021, through August 31, 2024. The new executive director was a former integrated planning associate with a Bay Area consulting firm and led the development of the Next Generation Transit Strategy.

YCTD proposed staffing changes in its FY 2021-22 budget, which is outside the audit period but adds context to the more recent changes occurring within the agency resulting from activity during the audit period. The budget includes a 30.37 percent increase in salaries and benefits. Additionally, the budget proposed three new positions: a senior project manager, specifically for trails and special projects; a procurement and grants specialist; and a communications and marketing specialist, which has since been filled. YCTD has been in the processing of updating job descriptions and has undertaken a compensation and salary survey.

The IT specialist is responsible for configuration, installation, operation, and maintenance of the most complex systems. In addition to maintaining YCTD’s computers, network, website, and phone system, the position oversees technology on the vehicles, including the AVL system and camera system. The IT specialist provides strategic direction to staff to prepare for the technological future. An IT assistant reports to the IT specialist.

The IT infrastructure was subjected to a cybersecurity event in September 2020. The security issue involved a breach in the firewall and took three days to resolve. There was a loss of access to network information and systems as a result. Upon investigation, the incident was not isolated to YCTD; numerous other agencies and businesses had been impacted throughout the country in similar and related incidents. The YCTD network was restored, and additional cybersecurity and network redundancy practices and features implemented. YCTD procured and installed Carbon Black Endpoint security software, which is a cloud-based system that detects and responds to cyberattacks. The District also changed its remote connection software program.

In response to the COVID-19 pandemic, the District adopted remote work arrangements. The District's personnel policies were updated to reflect this change. Hybrid work schedules were implemented along with technology enhancements to accommodate remote work. IT installed GoToMyPC remote desktop cloud-based software to allow users to access computer files remotely using a web browser.

YCTD management and the contract project management team from Transdev meet weekly to discuss systems operations and monitoring of the service. This regular meeting on top of other communications between YCTD and the contractor benefits from all personnel being located at the same administrative and operations/maintenance facility in Woodland.

Budgeting

Each fiscal year, the Board of Directors adopts a District budget for capital and operating expenses as well as capital and operating revenues. The District's budget process commences in January with a review of the prior year's expenditures. The executive director introduces a proposed budget and narratives for fixed route and paratransit by April 30 and creates copies to be given to the administrative head of each member jurisdiction for review. The District utilizes the Sage accounting software program. Relatively new to the fixed-route budget during the audit period is the Causeway Connection.

Requests for changes in the proposed budget by the member jurisdictions must be made in writing to the executive director by May 30. The board will adopt a preliminary budget by June 30 that serves as the tentative budget pending adoption of a final budget, which should be adopted no later than August 30, as stated in the agency bylaws.

A reserve is developed based on the budget to fill revenue gaps after state and federal sources and other revenue are accounted for and after calculating the difference between revenues received and actual expenditures incurred. An appendix in the YCTD budget provides a detailed calculation of the unrestricted reserve estimates from the prior year and in the current budget year. Based on data contained in the annual audited financial statements for the audit period, the unrestricted fund balance was \$6.48 million at the beginning of FY 2018-19, \$7.53 million at the beginning of FY 2019-20, and \$8.61 million at the beginning of FY 2020-21. The District budgets a three- to four-month operating reserve each year from this unrestricted fund balance, about \$3.7 million in TDA-Local Transportation Funds (LTF) along with anticipated operating and

capital expenses that require use of the reserve. If any of the budgeted revenue from reserves is not spent, the unrestricted fund is rebalanced for the next fiscal year. The three- to four-month operating reserve is identified each year for cash flow purposes, should revenues not come in as expected during the fiscal year. The cash flow cushion allows the District to weather a short-term delay in revenue receipts without immediate disruption to service. Expenses that tap into the unrestricted reserve are allocated among the District's member jurisdictions using a cost allocation plan and their respective TDA-LTF fund allocations. The YoloGo COA evaluated the current cost plan and conducted sensitivity testing on the allocation basis.

In the event disputes occur in regard to the expenses and revenues proposed in the preliminary or final budget, the chair appoints an ad hoc committee of board members and the executive director to meet with the administrative head of the disputing member jurisdiction to resolve the dispute. If the dispute(s) are not resolved by the following meeting, the decision of the board shall be final.

The District encountered payroll processing issues in FY 2020, which prompted an internal review by the board. This led to an eventual overhaul and modernization of the District's financial processes and systems. Payroll processing was taken in-house, which had been handled by the County of Yolo. However, YCTD has continued to work with the County with regard to its investment accounts. By moving payroll in-house, there has been better accountability and oversight. Other financial enhancements include the migration to new accounting software and the District establishing its own banking accounts. In addition to the changes in payroll processing, the District initiated the transition from utilizing paper checks to electronic payments through the Automated Clearing House (ACH). The County's financial system made it difficult to process ACH payments. The director of finance retired in September 2021.

Table V-8 shows the budget to actual expenditures comparison. YCTD actual expenditures were less than budgeted during each of the three years of the audit.

Table V-8
Budget to Actual Expenditures

| Fixed Route and Paratransit | FY 2018-19 | FY 2019-20 | FY 2020-21 | Audit Period Average |
|------------------------------------|-------------------|-------------------|-------------------|-----------------------------|
| Budget * | \$16,043,927 | \$16,222,063 | \$17,609,672 | \$16,625,221 |
| Actual Expenditures ** | \$13,509,706 | \$13,618,786 | \$13,154,711 | \$13,427,734 |
| Difference | \$2,534,221 | \$2,603,277 | \$4,454,961 | \$3,197,486 |
| Percent Difference | 15.80% | 16.05% | 25.30% | 19.05% |

Source: YCTD

* From Budget Fixed Route and Paratransit

** From Fiscal Audit "STATEMENTS OF REVENUES, EXPENSES AND CHANGES IN NET POSITION" Total Operating Expenses minus Depreciation

YCTD receives LTF proceeds and State Transportation Assistance Funds (STAF). YCTD is not a direct claimant of LTF but is a direct recipient of STAF as a transit operator. TDA funding is used primarily for operating expenditures and certain capital projects. Based on data contained in the annual audited financial statements, LTF and STAF revenues received during the audit period were \$6.0 million in operating revenue and \$287,000 in capital revenue in FY 2019; \$6.4 million in operating revenue and \$334,000 in capital revenue in FY 2020; and \$4.5 million in operating revenue and \$170,000 in capital revenue in FY 2021. Capital revenue in the aforementioned sentence are from the STAF account. The local member jurisdictions are invoiced quarterly for LTF expenditures used towards operations.

Contract Monitoring

Effective July 29, 2018, YCTD's 12-year contract with Transdev expired. In preparation for the next contract, YCTD released a Request for Proposals (RFP) in early January 2018 and undertook a 2.5-month competitive procurement process. Multiple bids were received for the 2018 service rebid. YCTD ultimately selected Transdev for a new contract effective August 1, 2018. Like the prior agreement, the new turnkey contract has an initial seven-year agreement with up to five years in extension options for a maximum term of up to 12 years. Service performance standards are contained in the contract as well as the ability for YCTD to impose financial penalties for not meeting the standards or from breach of the contract for failing to perform services. A contract amendment between YCTD and Transdev was executed in June 2020 to ensure sufficient staffing levels and compensation during the COVID-19 pandemic. YCTD convenes a standing meeting with Transdev every Tuesday at 1:30 p.m.

Grants Administration

The senior transportation planner position, which was vacant for the latter part of the audit period due to promotion, is typically responsible for grant writing while the deputy director of Finance, Grants, and Procurement executes grants and manages grant compliance and reporting. YCTD reported a feeling of grant fatigue as more grant opportunities have been available in recent years, but the potential grant amounts are generally less. In addition, due to vacancies in the planning staff throughout the audit period, there has been less capacity for focusing on pursuing new grant opportunities. As more regional funding opportunities that may previously have been formula-driven shift to a competitive basis or have additional application requirements, YCTD may need to place a renewed emphasis on grant writing.

For capital grant purchases such as a relatively large purchase of new CNG buses and accessories in 2018, YCTD maintains a tracking sheet of each expense item and revenue source, and date paid. Several revenue sources are needed for the almost \$4 million purchase including Congestion Mitigation & Air Quality, Prop 1B Public Transportation Modernization, Improvement, and Service Enhancement Account, STAF, and State of Good Repair. Passenger amenities implemented toward the end of the audit period include free on-board Wi-Fi service using State Prop 1B transit security funds.

Under the Coronavirus Aid, Relief, and Economic Security (CARES) Act, YCTD received \$11 million in pandemic relief to cover operating expenditures in FY 2020 and FY 2021. Under the subsequent Coronavirus Response and Relief Supplemental Appropriations Act and the American Rescue Plan Act, YCTD received additional funding support. At the end of FY 2021, there was a \$2.9 million increase in FTA operating grants, from \$3.7 million to \$6.6 million, primarily due to CARES Act funding in response to the COVID-19 pandemic to offset revenue losses.

For federal grant funds, YCTD maintains an FTA grants summary sheet identifying the grant number, projects included in the grant, status of expenditure and fund balance, and whether the grant is closed. The summary sheet shows that federal grants obtained by the District are generally open for one to three years and drawn down before being closed. This time period of open grants is in line with federal guidance. Grants have ranged from under \$200,000 for a transit center feasibility study to \$3.5 million for bus purchases. The information in the summary sheet and grant policies held by YCTD are sufficient, having gone through a recent FTA triennial review.

Procurement

All purchases begin with a purchase requisition. Purchase requisitions of \$1,000.00 or less may be approved by either the executive assistant or senior planner before being processed to the purchase order level. Purchase requisitions for \$1,000.01 or greater must be approved by the executive director or designee. For small purchases under \$2,500 where a “common vendor” will be used, the requisitioning person prepares and submits the purchase requisition. Common vendors are those local vendors that YCTD has found from history to be fair, reasonable in price, and willing to invoice YCTD at established periods. YCTD has established common vendors for such needs as office supplies and handyman services. It is YCTD’s policy to rotate through these established lists.

For informal procurement purchases of \$2,500.01 or more, a price quote summary sheet is prepared with at least three possible vendors, if possible, and their contract information. For financial purposes, items over \$5,000.00 with a useful life of over one year are defined as capital purchases. Such expenditures must be charged against capital accounts, rather than operating accounts. The YCTD Board of Directors must approve all budgeted grant expenditures for the current fiscal year along with the operating budget. The executive director may approve capital purchases up to \$10,000 that are not included in the current fiscal year grant expenditure budget approved by the YCTD Board of Directors. Capital procurements over \$10,000 must be on the YCTD Board of Directors’ approved grant expenditure list.

Purchases are made for YCTD either through contract or through purchase orders. For purchase orders, a purchase order requisition is prepared. The deputy director of Finance, Grants and Procurement receives the requisition forms and obtains quotes, if necessary. The quotes are evaluated, although YCTD does not always accept the lowest quote, but the best value for the District. The deputy director then approves the purchase order. Invoices are matched to the purchase order and verified with the packing slip before the invoice is processed. If the invoice

has a discrepancy, a finance associate will contact the vendor to determine the reasons. Invoices to contracts must be approved before they are paid.

Section VI

Findings

The following summarizes the findings obtained from this triennial audit covering fiscal years 2019 through 2021. A set of recommendations is then provided.

Triennial Audit Findings

1. YCTD fully complied with all nine applicable requirements. Two additional compliance requirements did not apply to YCTD (i.e., exclusive rural and urbanized farebox recovery ratios).
2. YCTD is subject to a 15 percent system-wide ratio that the system meets, and which has been formalized by SACOG. For the three-year audit period, YCTD's system-wide farebox recovery ratio was 34.74 percent in FY 2019; 29.03 percent in FY 2020; and 21.73 percent in FY 2021. The average system-wide farebox recovery ratio was 28.50 percent. The ratios include local support revenue in addition to passenger fares as allowed by State law.
3. Through its contract operator, YCTD participates in the CHP Transit Operator Compliance Program and received vehicle inspections within the 13 months prior to each TDA claim. Satisfactory ratings were made for all inspections conducted during the audit period.
4. The operating budget exhibited modest increases during the audit period. There was an increase of 1.6 percent in FY 2019 followed by a 1.1 percent increase in FY 2020. For FY 2021, the budget increased 8.6 percent. The increase in the FY 2021 operating budget is reflective of added costs associated with COVID-19 pandemic related services, materials, and supplies.
5. YCTD satisfactorily implemented two prior audit recommendations while the third prior recommendation is in the process of implementation. The two recommendations pertained to the rebranding of Yolobus and the inclusion of local support revenues in the farebox recovery calculation. The recommendation that is in the process of implementation pertains to the planning and budgeting for rider surveys and data analysis for reporting on service standards. Budgeting for these surveys and data analysis going forward is currently being planned.
6. Operating costs system-wide decreased 1.6 percent using audited data from the FY 2018 base year to FY 2021. Fixed-route operating costs decreased by 6.3 percent while demand response* costs increased 35.3 percent using audited modal data. On an average annual basis, system-wide costs decreased 0.5 percent, with a decrease of 4.8 percent occurring in FY 2021.

* Demand response includes both ADA paratransit and microtransit services as reported on State Controller's Office (SCO) reports during audit period. YCTD has made adjustments to SCO reporting post audit period and modes will be reported separately in future audit reports.

FY 2019 saw an average annual increase of 1 percent and FY 2020 an increase of 2.3 percent. It is noted that operating costs include non-transit expenses such as outside fuel sale related expenses. Operating costs decreased primarily due to reduced purchased transportation costs attributable to reduced demand and service levels in response to the COVID-19 pandemic, along with reduced depreciation.

7. Ridership decreased 67.2 percent system-wide from 1,289,584 trips during the FY 2018 base year to 423,287 trips during FY 2021. The 67.7 percent decrease in fixed-route passenger trips mirrored the system-wide trend, whereas demand response* ridership decreased 39 percent. The decrease in ridership can largely be attributed to the effects of the COVID-19 pandemic; however, this is a continuation of the previous audit period's downward trend in ridership.
8. The provision of vehicle service hours and miles decreased system-wide from the FY 2018 base year to FY 2021. Vehicle service hours decreased 23.6 percent and vehicle service miles decreased 22.7 percent. At the modal level, fixed-route service hours decreased 27 percent while service miles decreased by 24.1 percent. In contrast, demand response* service hours decreased 2.1 percent while service miles decreased by 13.6 percent. These values can be attributed to the effects of COVID-19 as service was adjusted in reaction to reduced demand.
9. Operating cost per passenger, an indicator of cost effectiveness, increased 199.8 percent system-wide from \$10.37 during the FY 2018 base year to \$31.08 during FY 2021. Cost per passenger increased 190.4 percent on fixed route and increased by 121.7 percent on demand response*. The trend reflects the effects of COVID-19 on ridership vastly outweighing its effects on reducing operating costs due to decreased service.
10. Operating cost per hour, an indicator of cost efficiency, increased 28.7 percent system-wide from \$113.40 during the FY 2018 base year to \$145.99 during FY 2021. The indicator increased by 28.3 percent on fixed route and increased 38.2 percent on demand response*. The trend reflects the relatively consistent operating costs versus the decrease in vehicle service hours experienced with COVID-19 related reductions in service.
11. The YCTD transit network includes regular, commute, and express bus service. YCTD provided operational support to Unitrans to help supplement local service in City of Davis during the pandemic. YCTD reduced unproductive fixed-route service in West Sacramento in concert with the City's rideshare pilot program. In addition, YCTD implemented a microtransit pilot in the community of Knights Landing and the City of Winters. The YOUR Ride microtransit has allowed the District to offer a higher quality and level of service that is nimbler and more responsive to smaller communities in the service area.

* Demand response includes both ADA paratransit and microtransit services as reported on State Controller's Office (SCO) reports during audit period. YCTD has made adjustments to SCO reporting post audit period and modes will be reported separately in future audit reports.

12. Operations and maintenance personnel for YCTD are contracted with Transdev North America. Transdev has seen several management changes during the audit period. The former general manager departed YoloBus in 2018. Several incentives were implemented during the audit period for recruitment and retention purposes, including a driver wage increase. Despite the driver shortage, YCTD has been able to meet pullout.
13. In response to the COVID-19 pandemic and shelter-in-place order in March 2020, YoloBus enacted many new protocols. YCTD customers, staff, and partners have been adhering to health and safety practices and COVID-19 rider guidelines since the onset of the pandemic. YoloBus suspended fare collection from April 2020 through May 2020. Social distancing protocols were implemented on the vehicles such as rear-door boarding, chaining off passenger seating areas of the bus, and the installation of plexiglass shield driver barriers. Enhanced cleaning protocols of vehicles and touchpoints were also implemented.
14. YCTD developed its Comprehensive Operational Analysis (COA), branded as YoloGo. The purpose of the COA is to create increased operational efficiencies, enhanced local and regional connectivity, increased customer satisfaction, ridership, and improved key performance indicators. The YCTD Board adopted YoloGo at its April 12, 2021, meeting. The YoloGo study included several recommended service changes aimed at increasing ridership and increasing the efficiency and effectiveness of YoloBus services.
15. YCTD's most recent FTA triennial review was conducted in mid-2021. The review examined compliance in 21 areas. No deficiencies were found with FTA requirements in 15 areas; three areas were not applicable to the District. Deficiencies were found with FTA requirements in three areas: Financial Management and Capacity; Procurement; and Title VI. YCTD had no repeat deficiencies from the 2018 triennial review.
16. The previous YCTD executive director retired from service with YCTD on April 2, 2021, after having been with the District for 39 years. Recruitment for the executive director took approximately two months, May–July 2021. On August 9, 2021, the YCTD board approved an agreement with the new executive director for an initial three-year term from September 1, 2021, through August 31, 2024. The new executive director was a former integrated planning associate with a Bay Area consulting firm and led the development of SACOG's 2021 Next Generation Transit Strategy.
17. Effective July 29, 2018, YCTD's 12-year contract with Transdev expired. In preparation for the next contract, YCTD released a Request for Proposals (RFP) in early January 2018 and undertook a 2.5-month competitive procurement process. Multiple bids were received for the 2018 service rebid. YCTD ultimately selected Transdev for a new contract effective August 1, 2018. Like the prior agreement, the new turnkey contract has an initial seven-year agreement with up to five years in extension options for a maximum term of up to 12 years.

Recommendations

1. Commission an update to the 2014 Short-Range Transit Plan (SRTP) (High Priority)

The current Short Range Transit Plan (SRTP) for YCTD was commissioned by SACOG in FY 2014 covering FYs 2014-2021. SRTPs generally include an overview of the transit system, goals and performance measures, a service overview and evaluation, and the agency's operating and capital financial plans across a five- to ten-year planning horizon. The commissioning and development of the SRTP is now under the purview of the individual transit operators within the SACOG region. Given the recent changes in YCTD service profile and market, it is suggested that the District commission an update to the 2014 SRTP that incorporates recent service analyses and regional initiatives. In addition, an SRTP update would encompass a capital improvement plan as well as a zero-emission vehicle plan and implementation strategy.

2. Engage in partnership with SACOG to recruit and empower members of the Yolo County Social Services Transportation Advisory Council. (Medium Priority)

SACOG conducts an annual unmet transit needs process in Yolo County as required under TDA. This involves hosting an annual unmet transit needs hearing in Yolo County. If an identified unmet transit need that falls under YCTD's purview is determined by SACOG to be "reasonable to meet" based on established criteria, pending the availability of TDA funds, efforts are made by SACOG and YCTD to accommodate the need. YCTD reviews the feedback received during the process for consideration in its planning efforts.

Acting as the CTSA for Yolo County, YCTD has a vested interest in a robust and inclusive unmet transit needs process. The SACOG Social Services Transportation Advisory Councils (SSTACs) were established under the requirements of the TDA to ensure that unmet transit needs are identified within the SACOG four-county regional planning area made up of Sacramento, Sutter, Yolo, and Yuba Counties. SACOG routinely seeks members of the community to apply and serve on the SSTACs given term limits of the positions. As the CTSA, it is suggested that YCTD utilize its role to assist SACOG with recruitment, education, and facilitation of the Yolo County SSTAC, and to engage with SACOG to further empower the SSTAC to provide insight and input on County transit issues.