



FY 2011—2013 TRIENNIAL PERFORMANCE AUDIT OF CITY OF BRAWLEY DIAL-A-RIDE



Draft

SUBMITTED TO:

Imperial County Transportation Commission

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SUBMITTED BY:

PMC[®]

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Section I

Introduction

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

The Imperial County Transportation Commission (ICTC) engaged PMC to conduct the TDA triennial performance audit of the public transit operators under its jurisdiction in Imperial County. This performance audit is conducted for Brawley Dial-A-Ride covering the most recent triennial period, fiscal years 2010–11 through 2012–13.

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

Brawley Dial-A-Ride is a general public demand-response service that operates in the City of Brawley. Dial-A-Ride was established in September 1985 as a private for-profit service. The service is administered by the City's Public Works Department and operated under contract by Sunrise Driving Service, a nonprofit 501(c)(3) entity.

Based on the 2010 US Census, Brawley's population is 24,953, an increase of 13.1 percent since the 2000 US Census. The senior citizen population, composed of residents aged 65 and over, is 10.05 percent. The 2014 population for Brawley is estimated to be 25,897 as reported by the California Department of Finance. The city covers a 7.68-square-mile area.

Brawley is located in the center of Imperial County at the junction of State Routes (SR) 78, 86, and 111. The major arterial streets traversing Brawley are 1st Street, 8th Street, Imperial Avenue, K Street, Main Street/Ben Hulse Highway, and Malan Street.

System Characteristics

The City of Brawley Dial-A-Ride system is a general public service comprising subscription trips and same-day demand-response services. The system primarily serves senior citizens. Service is provided within the city limits of Brawley with the exception of the San Diego State University, Imperial Valley Campus located on SR 78 one mile east of Brawley.

Dial-A-Ride operates from 7:00 a.m. to 5:00 p.m., Monday through Friday, and from 9:00 a.m. to 1:00 p.m. on Saturday. The service does not operate on Sunday and the following holidays: New Year's Day, Martin Luther King Jr. Day (observed), Presidents' Day, Memorial Day (observed), Independence Day (observed), Labor Day, Veterans Day, Thanksgiving, and Christmas.

Reservations for service are accepted at least two hours and up to seven days in advance. Weekday service hours were reduced and Saturday service eliminated effective March 2010 due to budget cuts. Prior to this service reduction, Brawley Dial-A-Ride operated from 7:00 a.m. to 6:00 p.m. during the week and from 9:00 a.m. to 1:00 p.m. on Saturday. Saturday service was reinstated in March 2012.

Fares

Brawley Dial-A-Ride's fare structure is based upon passenger and fare media type. All cash fares are for a one-way trip. Drivers only accept cash and do not make change. The fare structure is shown in Table I-1:

Table I-1
Brawley Dial-A-Ride Fare Schedule

Passenger Type	Cash Fare (One-Way)	10-Ride Tickets
General Public	\$1.50	\$15.00
Children (aged 11 years and younger)	\$0.75	\$15.00 (20 Rides)
Attendant (w/wheelchair passenger)	Free	N/A

Source: Sunrise Driving Service

The City sells tickets to local social service agencies such as the Local Area Agency on Aging and Catholic Charities.

Fleet

Brawley Dial-A-Ride operates two vehicles, which are wheelchair lift-equipped and conform to the requirements of the Americans with Disabilities Act (ADA) of 1990. During the audit period, a 2003 Chevy Astro van and a 2004 Chevy Venture minivan were retired. Table I-2 shows the Dial-A-Ride fleet:

Table I-2
Brawley Dial-A-Ride Fleet

Year	Make & Model	Quantity	Fuel Type	Seating Capacity
2008	Ford Starcraft	2	Unleaded Gas	8/2 (W/C)

Source: Sunrise Driving Service

Section II

Operator Compliance Requirements

This section of the audit report contains the analysis of the City of Brawley's ability to comply with state requirements for continued receipt of TDA funds. The evaluation uses the guidebook, *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Agencies, September 2008* (third edition), which was developed by Caltrans to assess transit operators. The guidebook contains a checklist of eleven measures taken from relevant sections of the PUC and the California Code of Regulations. Each of these requirements is discussed in the table below, including a description of the system's efforts to comply with the requirements. In addition, the findings from the compliance review are described in the text following the table.

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
The transit operator submitted annual reports to the RTPA based upon the Uniform System of Accounts and Records established by the State Controller. Report is due 90 days after end of fiscal year (Sept. 28/29), or 110 days (Oct. 19/20) if filed electronically (Internet).	Public Utilities Code, Section 99243	Completion/submittal dates: FY 2011: September 29, 2011 FY 2012: October 17, 2012 FY 2013: October 18, 2013 Conclusion: Complied.
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	Completion/submittal dates: FY 2011: December 31, 2011 FY 2012: April 12, 2013 FY 2013: March 7, 2014 The FY 2012 fiscal and compliance audit was submitted after the 90-day extension period allowed by law. Conclusion: Partial Compliance.

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
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>The City of Brawley, through its contract operator, participates in the California Highway Patrol (CHP) Transit Operator Compliance Program in which the CHP has conducted inspections within the 13 months prior to each TDA claim. Inspections were conducted at Sunrise Driving Service located at 1122 J Street and 183 South 5th Street in Brawley.</p> <p>Transit Operator Compliance Certificates and inspections applicable to the audit period were April 30, 2009; March 23, 2010; March 2, 2011; March 22 and 29, 2012; and March 27, 2013.</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>As a condition of approval, the City of Brawley's annual claims for Local Transportation Funds are submitted in compliance with the rules and regulations adopted by ICTC. ICTC staff provides assistance to the City in completing the claim.</p> <p>Conclusion: Complied.</p>

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
If an operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	Public Utilities Code, Section 99270.1	The City of Brawley's transit system only serves a rural area and is not subject to this requirement. Conclusion: Not Applicable.
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	Public Utilities Code, Section 99266	Percentage increase in City of Brawley's transit operating budget: FY 2011: -18.2% FY 2012: +5.5% FY 2013: +17.9% The decrease in Brawley's FY 2011 transit budget is attributed to the decrease in operating subsidies resulting in a cutback in service hours. The increase in the FY 2013 transit budget reflects the restoration of service days and hours. Source: Annual Fiscal and Compliance Audits Conclusion: Complied.
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	Public Utilities Code, Section 99247	The City of Brawley's definition of performance is consistent with PUC Section 99247. A review of trip sheets from the contract operator during the audit period indicates that correct performance data are being collected.

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
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.		Conclusion: Complied
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating costs at least equal to one-fifth (20 percent), unless it is in a county with a population of less than 500,000, in which case it must maintain a ratio of fare revenues to operating costs of at least equal to three-twentieths (15 percent), if so determined by the RTPA.	Public Utilities Code, Sections 99268.2, 99268.3, 99268.12, 99270.1	The City of Brawley's transit system only serves a rural area and is not subject to this requirement. Conclusion: Not Applicable.
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	The system's farebox recovery ratios based on audited data are as follows: FY 2011: 13.20% FY 2012: 15.37% FY 2013: 10.92% Source: Annual Fiscal and Compliance Audits Conclusion: Complied.
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of	Public Utilities Code, Section 99271	The City contracts with a private nonprofit provider for operations; the City contributes to its staff's retirement through

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
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.		the California Public Employees' Retirement System (CalPERS). Conclusion: Complied.
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)	This measure is not applicable, as federal formula grant funds are not utilized and Brawley Dial-A-Ride does not receive STAF revenues. Conclusion: Not Applicable

Findings and Observations from Operator Compliance Requirements Matrix

1. Of the compliance requirements pertaining to Brawley Dial-A-Ride, the operator fully complied with seven out of the eight requirements. The operator was found in partial compliance with the timely submittal of its annual fiscal and compliance audits. Three additional compliance requirements did not apply to Brawley Dial-A-Ride (e.g., rural/urban farebox recovery ratios and federal formula funding).
2. Brawley Dial-A-Ride's farebox recovery ratio remained above the required 10 percent standard. The farebox recovery ratios based on audited data were 13.20 percent in FY 2011; 15.37 percent in FY 2012; and 10.92 percent in FY 2013. The average systemwide farebox recovery ratio was 13.16 percent during the triennial review period.
3. Through its contract operator, the City participates in the CHP Transit Operator Compliance Program and received inspections of Brawley Dial-A-Ride vehicles 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 an 18.2 percent decrease for FY 2011, which reflects the prior year's cutback in service hours and Saturday operations. The FY 2012 budget saw modest growth of 5.5 percent. However, with the reinstatement of service hours and Saturday operations, the FY 2013 operating budget increased 17.9 percent.

Section III

Prior Triennial Performance Recommendations

The City of Brawley'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 the City'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

Maintain CHP inspection reports in the central City files.

Actions taken by the City of Brawley

The prior audit found that the City of Brawley Public Works Department staff who administers the Dial-A-Ride program has not been receiving copies of the inspection reports to maintain on file. City staff responsible for administering the program was advised to always request and maintain copies on file. It was suggested that the Public Works Department have copies as well as the Finance Department, which prepares the City's TDA claim.

During the audit period, the City has verified that copies of the CHP inspection reports for Brawley Dial-A-Ride vehicles are maintained in the Public Works and Finance Departments.

Conclusion

This recommendation has been implemented.

Prior Recommendation 2

Include additional performance data in the monthly statement.

Actions taken by the City of Brawley

This recommendation was prompted by an observation that the contract operator did not include additional performance data such as no-shows, cancellations, complaints, and roadcalls in its monthly statement to the City. The monthly statement that is prepared and submitted to the City included revenue mileage, hours, passenger trips, and fares. It was suggested that all performance measures be included on the monthly statement along with a year-to-date total.

The contract operator has since enhanced its performance data-reporting procedures. Data are compiled on a daily basis, include no-shows and cancellations. Performance productivity and

vehicle operations data reports are now included with the monthly statement. Although complaints are reported separately, they are followed up with a phone call.

Conclusion

This recommendation has been implemented.

Prior Recommendation 3

Update marketing collateral to reflect changes in service and bilingual format.

Actions taken by the City of Brawley

The contract operator is tasked with the production and distribution of marketing materials for Brawley Dial-A-Ride. Such materials have included a brochure and flyers that presented general information about service days, hours, fares, and reservations. The prior audit found that the brochure had not been updated since 2004 and did not reflect the recent service changes and the elimination of multi-ride tickets. It was suggested that the brochure be updated with information on the recent service changes as well as have a bilingual format in English and Spanish.

The contract operator has since updated its brochure, which provides current service information in English and Spanish.

Conclusion

This recommendation has been implemented.

Prior Recommendation 4

Conduct rider survey.

Actions taken by the City of Brawley

As a tool to gauge customer satisfaction and to plan future service, it was suggested that a rider survey be conducted. It was further suggested that the City coordinate with ICTC about conducting a rider survey to determine where passengers are traveling and how to best plan for improvements and/or expansion in the future in conjunction with the Short-Range Transit Plan Update.

In response to this recommendation, several passenger surveys were conducted during the audit period. The contract operator conducted a survey as well as ICTC as part of an Imperial Valley Transit (IVT) survey.

Conclusion

This recommendation has been implemented.

Prior Recommendation 5

Include Dial-A-Ride information on updated City of Brawley website.

Actions taken by the City of Brawley

The City of Brawley website underwent an update during the audit period. Since Dial-A-Ride is one of the services offered by the City, it was suggested that a page devoted to the transit service with links to regional services be developed and made available as part of the City's website. The updated content does not include information or links to the City's Dial-A-Ride service, although there is a link to IVT on the Public Works Department page. A separate website for Dial-A-Ride is provided and maintained by the contract operator at the dedicated domain <http://brawleydialaride.com/>. This website provides service information, ridership etiquette, Title VI policies, and frequently asked questions (FAQs). It is suggested that the City provide a link to or a summary of the Dial-A-Ride service on its website.

Conclusion

This recommendation has been partially implemented.

Section IV

TDA Performance Indicators

This section reviews Brawley Dial-A-Ride's performance in providing transit service to the community in an efficient and effective manner. 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.

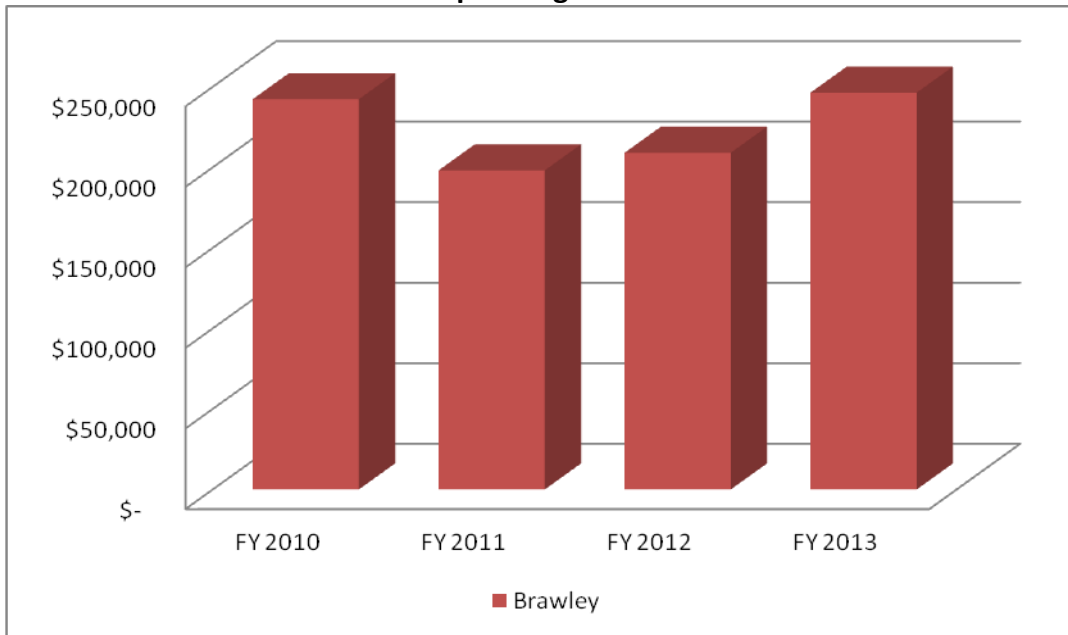
Table IV-1 provides the performance indicators for Brawley Dial-A-Ride. Charts are also provided to depict the trends in the indicators. It is noted that the operating costs and fare revenues are based on audited figures.

Table IV-1
Brawley Dial-A-Ride TDA Performance Indicators

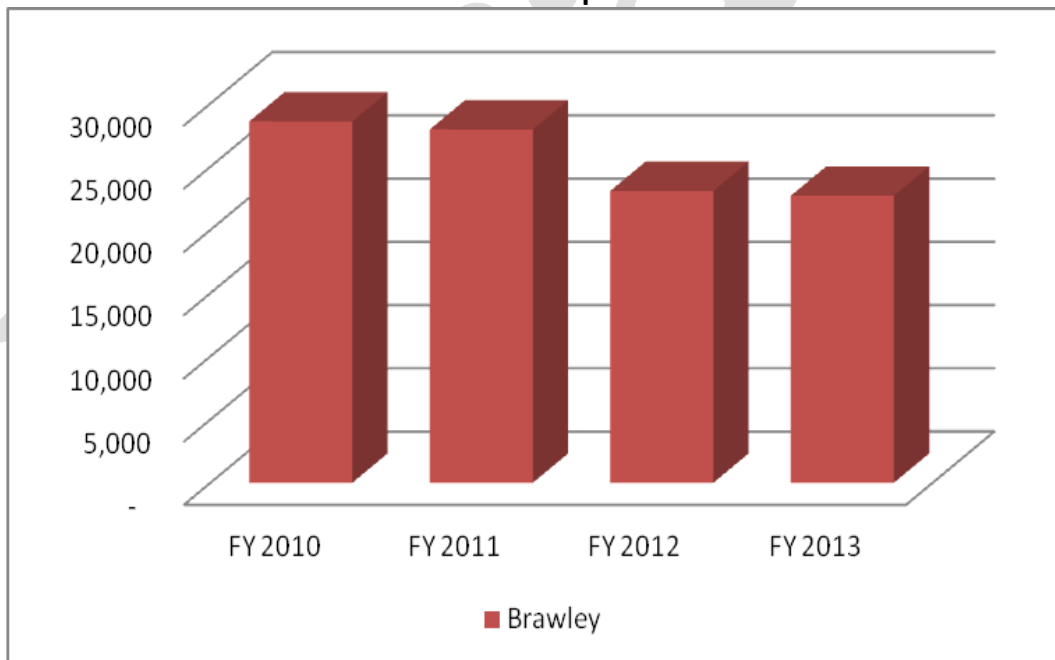
Performance Data and Indicators	FY 2010	FY 2011	Audit Period		% Change FY 2010–2013
			FY 2012	FY 2013	
Operating Cost	\$242,295	\$198,120	\$209,044	\$246,376	1.7%
Total Passengers	28,575	27,938	23,077	22,695	-20.6%
Vehicle Service Hours	5,339	4,943	4,396	4,514	-15.5%
Vehicle Service Miles	53,605	47,973	38,260	37,254	-30.5%
Employee FTEs	4	4	4	4	0.0%
Passenger Fares	\$29,025	\$26,142	\$32,123	\$26,896	-7.3%
Operating Cost per Passenger	\$8.48	\$7.09	\$9.06	\$10.86	28.0%
Operating Cost per Vehicle Service Hour	\$45.38	\$40.08	\$47.55	\$54.58	20.3%
Operating Cost per Vehicle Service Mile	\$4.52	\$4.13	\$5.46	\$6.61	46.3%
Passengers per Vehicle Service Hour	5.4	5.7	5.2	5.0	-6.1%
Passengers per Vehicle Service Mile	0.53	0.58	0.60	0.61	14.3%
Vehicle Service Hours per Employee	1,334.8	1,235.8	1,099.0	1,128.5	-15.5%
Average Fare per Passenger	\$1.02	\$0.94	\$1.39	\$1.19	16.7%
Fare Recovery Ratio	11.98%	13.20%	15.37%	10.92%	-8.9%

Source: Annual Fiscal and Compliance Audits; State Controller's Reports; ICTC Annual Performance Summary

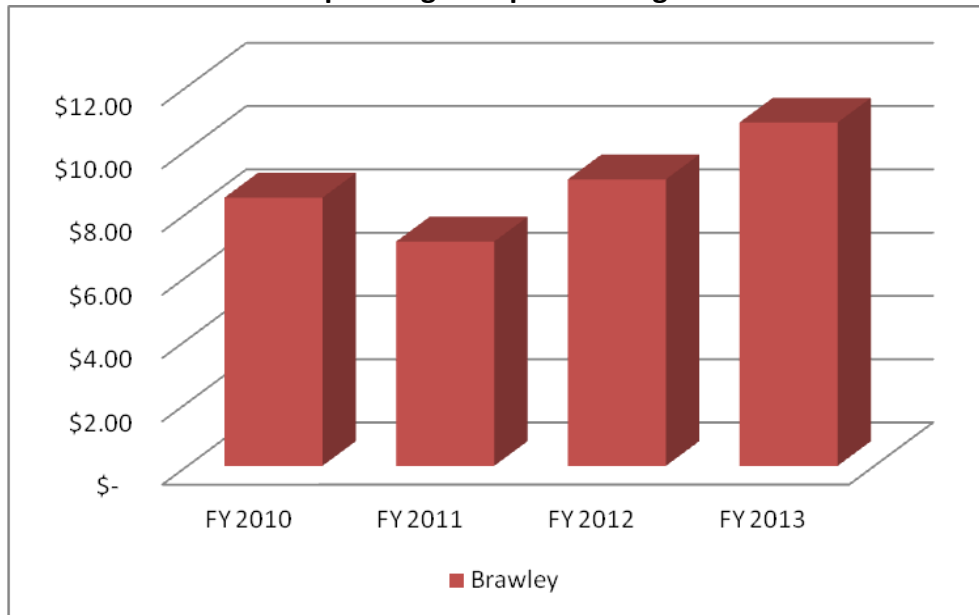
**Graph IV-1
Operating Costs**



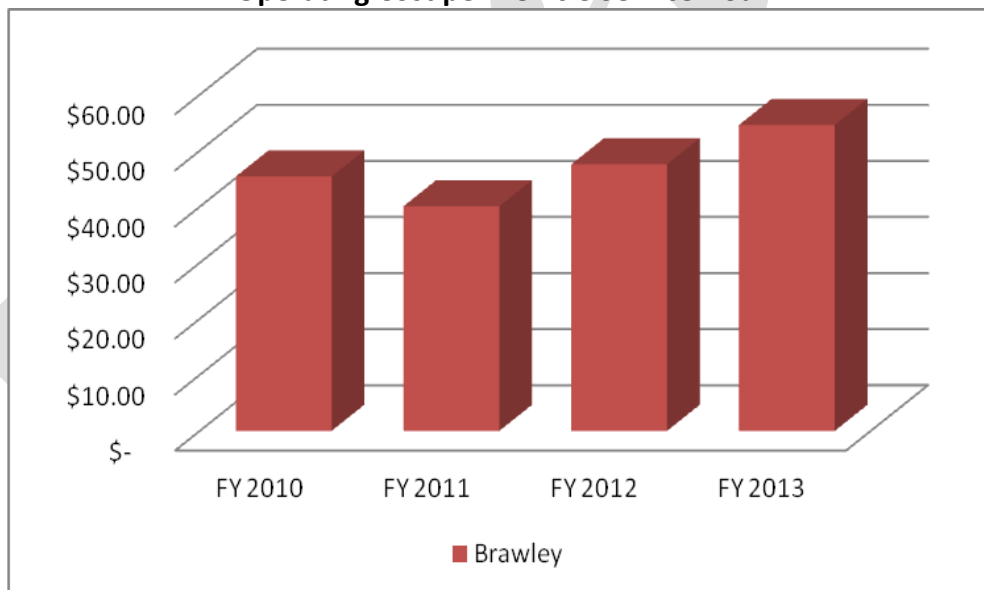
**Graph IV-2
Ridership**



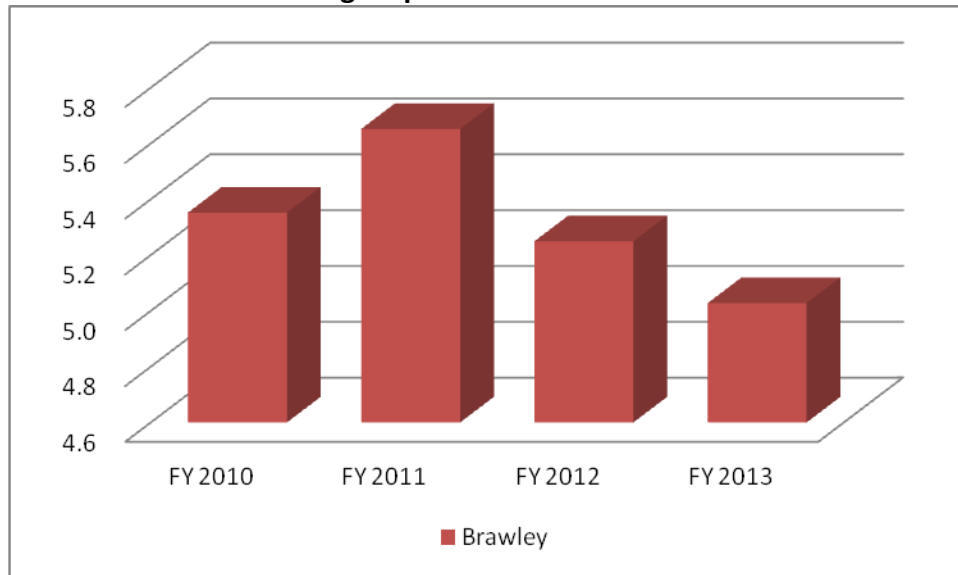
Graph IV-3
Operating Cost per Passenger



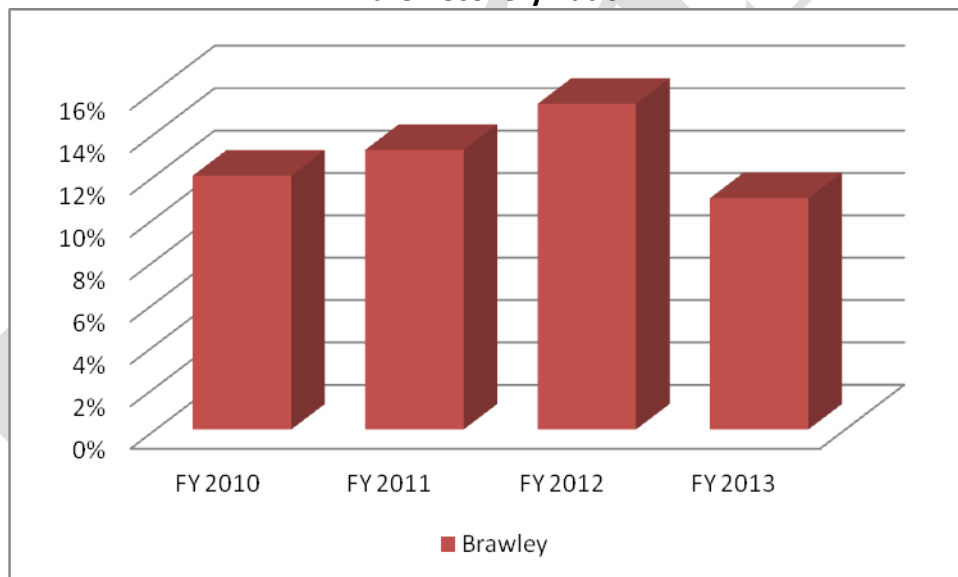
Graph IV-4
Operating Cost per Vehicle Service Hour



Graph IV-5
Passengers per Vehicle Service Hour



Graph IV-6
Fare Recovery Ratio



Findings from Verification of TDA Performance Indicators

1. **Operating cost per vehicle service hour**, an indicator of cost efficiency, increased 20.3 percent systemwide from \$45.38 in FY 2010 to \$54.58 in FY 2013. This trend is consistent with the increase of Dial-A-Ride operating costs of 1.7 percent during the period, and the decrease in vehicle service hours of 15.5 percent between FY 2010 and FY 2013.
2. **Operating cost per passenger**, an indicator of cost effectiveness, increased 28 percent systemwide from \$8.48 in FY 2010 to \$10.86 in FY 2013. As noted above, Dial-A-Ride operating costs increased 1.7 percent during the period; however, Dial-A-Ride ridership systemwide decreased 20.6 percent during the period from 28,575 passengers in FY 2010 to 22,695 passengers in FY 2013.
3. **Passengers per vehicle service hour**, which measures the effectiveness of the service delivered, decreased 6.1 percent between FY 2010 and FY 2013 systemwide from 5.4 passengers per hour to 5.0 passengers per hour. The trend in this indicator reflects a notable decrease in ridership on demand-response services while vehicle service hours decreased at a comparable rate.
4. **Passengers per vehicle service mile**, another indicator of service effectiveness, increased 14.3 percent between FY 2010 and FY 2013 from 0.53 in FY 2010 to 0.61 in FY 2013. From the FY 2010 base year to FY 2013, total vehicle service miles decreased 30.5 percent from 53,605 vehicle service miles to 37,254 vehicle service miles. This rate exceeded the decline in the number of passenger trips.
5. **Vehicle service hours per employee** decreased 15.5 percent systemwide between FY 2010 and FY 2013. This decline mirrors the 15.5 percent decrease in Dial-A-Ride vehicle service hours while the number of full-time employee equivalents (FTE) remained steady at four employees throughout the period. This measure is based on the number of employee FTE using employee pay hours from the State Controller's Report and dividing by 2,000 hours per employee.
6. **Farebox recovery** exhibited an overall decrease of 8.9 percent between FY 2010 and FY 2013 systemwide. Farebox recovery declined by 29 percent between FY 2012 and FY 2013 as annual operating costs increased 17.9 percent and passenger fare revenue declined 16.3 percent.

Conclusion from the Verification of TDA Performance Indicators

Brawley Dial-A-Ride's performance indicators reflect decreases in the number of passenger trips, vehicle service mileage, and hours while operating costs increased slightly. Ridership decreased nearly 21 percent, due to service cutbacks and a fare increase earlier in the audit period. Vehicle service miles exhibited the highest decrease of 30.5 percent. Weekday service hours were reduced and Saturday service eliminated effective March 2010. Saturday service was eventually reinstated in March 2012. With the restoration of service hours and the fare increase, passenger fare revenues had their highest increase in FY 2012 resulting in a farebox ratio of 15.37 percent. Farebox recovery was able to be sustained above 10 percent despite a declining trend. Performance may see further fluctuations as consolidation, rebranding, and the recent implementation of a local circulator affect the demand for Dial-A-Ride service.

Section V

Review of Operator Functions

This section provides an in-depth review of various functions within Brawley Dial-A-Ride. The review highlights accomplishments, issues, and/or challenges that were determined during the audit period. The following functions were reviewed at the City of Brawley, Public Works Department:

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

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

Operations

Brawley Dial-A-Ride operates as a general public demand response transit service with priority given to seniors and persons with disabilities. Seniors comprise approximately 80 percent of the ridership. Dial-A-Ride carries between 200 to 300 wheelchair passengers monthly. The City contracts with Sunrise Driving Service, dba Brawley Dial-A-Ride, which is a nonprofit 501(c)(3) entity. There have been several service contract amendments during the audit period since the original contract was approved in 2005. Toward the end of the audit review period, the City and Sunrise Driving Service executed their ninth contract amendment that extended the operating contract through December 31, 2014.

Since the reduction of weekday service hours and the elimination of Saturday service in March 2010 due to budget cuts, Brawley Dial-A-Ride has managed to adjust accordingly. Fares on the transit system were increased in June 2011 from \$1.00 to \$1.50 for adults and seniors and from \$0.50 to \$0.75 for children ages 11 and under. The fare increase was prompted by the reduced subsidies, which prompted earlier service reductions. The *Public Transit Services Fare Analysis* (Nelson/Nygaard 2008) had recommended a fare increase for Brawley Dial-A-Ride from \$1.00 to \$1.25 per one-way trip. Saturday service was eventually reinstated in March 2012.

Most trips have occurred on the east side of the city where more medical facilities are located. There are three large senior residential complexes in Brawley ranging from 30 to 80 units. In addition, there are more available activities and services that cater to seniors and disabled persons in the city than in years past, thus providing the stimulus for additional trips aboard

Brawley Dial-A-Ride. Other riders include homemakers, low-income persons, and domestic and medical workers. Peak times of operation are between 7:00 a.m. and 8:00 a.m. to transport service workers to homes and medical facilities, and between 10:00 a.m. and 1:00 p.m. to transport riders to and from senior lunch programs. The subscription services are offered to several local social service agencies such as Catholic Charities, DayOut adult daycare, and Cal WORKS.

The contract operator maintains an annual performance productivity report that details the number of passenger trips, service hours, days, mileage, and fare revenue. In addition, the operator prepares a vehicle operation data report that records the number of no-shows, cancellations, and denials. Table V-1 summarizes the number of cancellations and no-shows received during the audit period.

Table V-1
Cancellations and No-Shows

	FY 2011	FY 2012	FY 2013	Total
No-Shows	2,068	1,793	1,597	5,458
Cancellations	1,403	1,304	1,197	3,904

Source: Sunrise Driving Service

The number of no-shows and cancellations has declined significantly during the audit period. This trend reflects the effort to implement and enforce the no-show policy as well as overall service reductions. The number of no-shows decreased 23 percent from 2,068 in FY 2011 to 1,597 in FY 2013. Cancellations saw a nearly 15 percent decline over the same period from 1,403 to 1,197. Brawley Dial-A-Ride reported zero denials during the audit period.

Another measure of customer service is in the tracking of complaints on an incident report. The incident report includes the date and time of the report, date and time of the incident, passenger name, employee name, and a detailed narrative. Complaints reported during the audit period are summarized in Table V-2.

Table V-2
Customer Complaints

	FY 2011	FY 2012	FY 2013	Total
Complaints	N/A	8	5	13

Source: Sunrise Driving Service

Based on available data, there were a total of 13 complaints received. Complaint data were unavailable for FY 2011. Most of the complaints pertained to customer service and wheelchair issues.

Scheduling and dispatching procedures are conducted on a manual basis. Passenger trips are recorded onto a telephone log where the time of the request, pickup address, estimated time of arrival, destination address, number of passengers, and bus number are written down. Additional categories include notations for wheelchair passengers, no-shows, and cancellations.

The driver trip sheet is set up in a similar format with the starting and ending odometer readings recorded at the bottom of the sheet.

Farebox handling and reconciliation procedures are also conducted manually. The contractor utilizes a daily reconciliation log, which includes columns for several passenger and fare categories, no-shows, cancellations, and beginning and ending mileage. Two contract staff members, including the dispatcher, count the fare receipts. Fare receipts are deposited every Wednesday at the City of Brawley Finance Department.

Personnel

Sunrise Driving Service operates Brawley Dial-A-Ride with six employees: two administrative personnel, two drivers, and two dispatchers. Drivers are recruited primarily through the Cal WORKS program and must possess a Class B license. New drivers undergo a minimum of 80 hours of training consisting of one week of behind-the-wheel instruction with a supervisor and an additional week's training with the supervisor riding along. Classroom instruction encompasses first aid/CPR, wheelchair handling instruction videos, and monthly training sheets. Random drug testing is conducted through Cal-Test.

Maintenance

The contract operator is responsible for developing a maintenance program in order to ensure the safe and efficient operation of vehicles and equipment utilized for the transit service. The maintenance protocol includes daily and periodic inspections as well as scheduled maintenance. Vehicles are stored at the Sunrise Driving Service facility located at 596 G Street in Brawley, which is gated and under security camera surveillance.

Drivers perform vehicle inspections by completing a daily 39-point vehicle inspection checklist prior to pulling out the vehicle. This report is completed and signed by the first driver assigned to the vehicle each day. At the end of the day, drivers complete a post-trip daily inspection report to record any mechanical problems that may have occurred during the course of the run. All defects requiring attention are reported to the office immediately in order that repairs can be arranged.

Brawley Dial-A-Ride's preventive maintenance inspection (PMI) schedule is based on the CHP's 3,000-mile or 45-day inspection protocol. Vehicles undergo maintenance at David and Sons Truck Repair located at 1597 Main Street in Brawley. On behalf of the City, Sunrise Driving Service participates in the CHP Transit Operator Compliance Program and received inspections of Brawley Dial-A-Ride vehicles within the 13 months prior to each TDA claim. Brawley Dial-A-Ride received satisfactory ratings during the inspections conducted.

Planning

Dial-A-Ride service planning and analysis have been a coordinated effort between the City and ICTC. On behalf of the City, ICTC commissioned the ICTC FY 2010–11 Short-Range Transit Plan (SRTP) in 2010, which was released in January 2012. The SRTP contains performance standards that provided a measurement tool to gauge the effectiveness and success of the transit service. Table V-3 summarizes Dial-A-Ride’s performance and service quality standards presented in the SRTP:

**Table V-3
Brawley Dial-A-Ride
Performance Standards**

Performance Indicator	Performance Standard for Brawley Dial-A-Ride
Operating Cost per Passenger	\$3.34
Operating Cost per Revenue Hour	\$27.18
Passengers per Revenue Hour	8.1
Farebox Recovery Ratio	10 percent TDA

Source: FY 2010–11 Short-Range Transit Plan; AECOM; AMMA

Of the above standards, the transit system was able to meet one. The operating cost per passenger was not meeting the standard, having been above the level of \$3.34 (from \$8.48 in FY 2010 to \$10.86 in FY 2013). Operating cost per revenue hour was also not meeting the standard of \$27.18, going from \$45.38 in FY 2010 to \$54.58 in FY 2013. The number of passengers per revenue hour remained below the standard of 8.1 passengers, averaging between 5 and 6 passengers. However, Brawley was able to attain its farebox recovery ratio standard of 10 percent during the audit period.

A couple of transit planning initiatives in Brawley came to fruition during the audit period. Modeled after the IVT Blue and Green Line circulators in El Centro, the Gold Line was launched in December 2013. IVT Gold Line was designed to provide Brawley residents with extensive local coverage and timed transfers at the main IVT bus routes in the city. In anticipation of further transit service expansion and coordination, the City in partnership with ICTC broke ground on the construction of the Brawley Transfer Terminal Transit Station on Plaza Drive and 5th Street south of City Hall in February 2013. The new Transfer Terminal was completed in August 2013 and has a total of six vehicle bays: three for buses (IVT/Amtrak Connection), one for Dial-A-Ride, one for taxi services, and one for the IVT Gold Line circulator.

Brawley is one of several Imperial Valley cities that have considered pursuing Dial-A-Ride consolidation under a single contract operator and brand. Such a consideration is to determine whether efficiencies and cost reductions could be achieved through the consolidation of operations under one contract contractor with one administering agency. The process left open the possibility that one or more cities may elect to retain the current system of independent contracts/operators or the consolidation of some of the services.

In January 2014, ICTC released a Request for Proposals (RFP) for the continuation of services for five demand-response services in the Imperial Valley. The Brawley City Council voted for Brawley Dial-A-Ride to be consolidated under the IVT RIDES brand. Since the City of El Centro opted not to be part of the Dial-A-Ride consolidation, a second RFP was released and bid submittals reviewed. First Transit, which currently operates IVT and IVT Access, was selected to operate the consolidated service effective September 2014.

Marketing

Brawley Dial-A-Ride is marketed through several types of media. The contract operator is responsible for providing a marketing program subject to the review and the approval of the City. As per the service contract, the operator coordinates the placement and distribution of all advertising and promotional materials to promote ridership.

The contract operator maintains a website for the Dial-A-Ride service (<http://brawleydialaride.com/>), which was updated during the audit period. The website provides service overview, hours, fares, ridership etiquette, Title VI policies, and FAQs. The website also contains links to the City of Brawley, ICTC, and Yuma County Area Transit. The City of Brawley's website (<http://www.brawley-ca.gov/departments/public-works/>) does not provide any information or links about the Dial-A-Ride service; instead, it has links to the IVT and the IVT Gold Line circulator that provide fixed-route services to Brawley.

Dial-A-Ride is also marketed through a bilingual English/Spanish tri-fold brochure that was updated during the audit period. In addition to the brochure, the contract operator distributes flyers to local agencies, City Hall, the library, and local grocery stores. Flyers were distributed informing passengers of the service changes that occurred during the audit period.

General Administration and Management

The City of Brawley was incorporated on April 6, 1908, and functions as a general law city with a council-manager form of government. An elected five-member City Council serves as the principal legislative body. Council members serve for staggered terms of four years and select one member to serve as mayor and one to serve as mayor pro-tem. The Council provides policy direction to the city manager, who is responsible for administering City departments. The City Council meets on the first and third Tuesday of the month at 6:00 p.m. in the City Council Chambers at the Brawley City Hall located at 383 Main Street.

Transit operations are administered under the Public Works Department. The Public Works director, who is assisted by the department's contract manager, oversees the City's transit contract. The Finance Department prepares the TDA claim forms for submittal to ICTC while the City Council annually reviews and approves the Dial-A-Ride contract. The City Council is engaged with the transit budget and service provision. Performance data are presented in staff reports to the Council.

In addition, the Finance Department completes the annual State Controller Report with data derived from the performance data spreadsheet. The contract is regulated according to the provisions of ADA, TDA, the Federal Transportation Administration (FTA), and other applicable federal, state, and local laws and regulations. The Public Works director regularly attends the Technical Advisory Committee and Social Service Transportation Advisory Council meetings at ICTC.

Grants Management

The City of Brawley relies on a variety of grants and other funding mechanisms to support its transit services. Such funding is derived primarily from local sources and measures. Pursuant to TDA, the City receives Local Transportation Fund (LTF) proceeds for operating expenses. LTF revenues received during the audit period were \$178,630 in FY 2011; \$209,130 in FY 2012; and \$185,435 in FY 2013. Brawley does not receive State Transit Assistance Funds (STAF).

Local county Measure D, the one-half cent sales tax, has been in effect since adoption in November 1989 and renewed by the voters in 2010. The proceeds of this tax are allocated by the Local Transportation Authority to the cities and the County of Imperial for local street and road purposes. In addition, a small percentage of the tax revenue is allocated for administration (1 percent), transit (2 percent), and state highway (5 percent) purposes. Measure D support received toward Brawley's transit system was \$20,000 in FY 2011 and \$30,000 in FY 2012 and FY 2013, respectively. However, the City's annual fiscal and compliance audits do not account for its Measure D allocation as a separate line item under intergovernmental revenues. Instead, the Measure D allocation is combined with the City's LTF allocation.

In addition to TDA funding, a \$300,000 American Recovery and Reinvestment Act of 2009 earmark (FTA Section 5309 grant) was received through the County and ICTC toward the construction of the Brawley Transfer Terminal Transit Station located on Plaza Drive and 5th Street in downtown Brawley. The earmark was in addition to the \$620,899 in FTA Section 5311 pass-through funds secured for the purchase of right-of-way and development of designs for the transfer terminal.

Section VI

Findings

The following summarizes the major findings obtained from this triennial audit covering fiscal years 2011 through 2013. A set of recommendations is then provided.

Triennial Audit Findings

1. Of the compliance requirements pertaining to Brawley Dial-A-Ride, the operator fully complied with seven out of the eight requirements. The operator was found in partial compliance with the timely submittal of its annual fiscal and compliance audits. Three additional compliance requirements did not apply to Brawley Dial-A-Ride (e.g., rural/urban farebox recovery ratios and federal formula funding).
2. Brawley Dial-A-Ride's farebox recovery ratio remained above the required 10 percent standard. The farebox recovery ratios based on audited data were 13.20 percent in FY 2011; 15.37 percent in FY 2012; and 10.92 percent in FY 2013. The average systemwide farebox recovery ratio was 13.16 percent during the triennial review period.
3. Through its contract operator, the City participates in the CHP Transit Operator Compliance Program and received inspections of Brawley Dial-A-Ride vehicles 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 an 18.2 percent decrease for FY 2011, which reflects the prior year's cutback in service hours and Saturday operations. The FY 2012 budget saw modest growth of 5.5 percent. However, with the reinstatement of service hours and Saturday operations, the FY 2013 operating budget increased 17.9 percent.
5. Brawley fully implemented four out of the five prior audit recommendations. The City partially implemented the recommendation pertaining to the inclusion of information and a link to Dial-A-Ride on the City's updated website. A separate website for the Dial-A-Ride was provided and maintained by the contract operator at a dedicated domain.
6. Operating cost per vehicle service hour, an indicator of cost efficiency, increased 20.3 percent systemwide from \$45.38 in FY 2010 to \$54.58 in FY 2013. This trend is consistent with the increase of Dial-A-Ride operating costs of 1.7 percent during the period, and the decrease in vehicle service hours of 15.5 percent between FY 2010 and FY 2013.
7. Operating cost per passenger, an indicator of cost effectiveness, increased 28 percent systemwide from \$8.48 in FY 2010 to \$10.86 in FY 2013. As noted above, Dial-A-Ride operating costs increased 1.7 percent during the period; however, Dial-A-Ride ridership

systemwide decreased 20.6 percent during the period from 28,575 passengers in FY 2010 to 22,695 passengers in FY 2013.

8. Passengers per vehicle service hour, which measures the effectiveness of the service delivered, decreased 6.1 percent between FY 2010 and FY 2013 systemwide from 5.4 passengers per hour to 5.0 passengers per hour. The trend in this indicator reflects a notable decrease in ridership on demand-response services while vehicle service hours decreased at a comparable rate.
9. Farebox recovery exhibited an overall decrease of 8.9 percent between FY 2010 and FY 2013 systemwide. Farebox recovery declined by 29 percent between FY 2012 and FY 2013 as annual operating costs increased 17.9 percent and passenger fare revenue declined 16.3 percent.
10. Brawley Dial-A-Ride operates as a general public demand response transit service with priority given to seniors and persons with disabilities. Seniors comprise approximately 80 percent of the ridership. Dial-A-Ride carries between 200 to 300 wheelchair passengers monthly. The City contracts with Sunrise Driving Service, dba Brawley Dial-A-Ride, which is a nonprofit 501(c)(3) entity.
11. Fares on the transit system were increased in June 2011 from \$1.00 to \$1.50 for adults and seniors and from \$0.50 to \$0.75 for children ages 11 and under. The fare increase was prompted by the reduced subsidies, which prompted earlier service reductions. Saturday service was eventually reinstated in March 2012.
12. The contract operator is responsible for developing a maintenance program in order to ensure the safe and efficient operation of vehicles and equipment utilized for the transit service. Brawley Dial-A-Ride's PMI schedule is based on the CHP's 3,000-mile or 45-day inspection protocol.
13. Brawley Dial-A-Ride is marketed through several types of media. The contract operator is responsible for providing a marketing program subject to the review and the approval of the City. The contract operator maintains a website for the Dial-A-Ride service (<http://brawleydialaride.com/>) and developed a bilingual English/Spanish tri-fold brochure which was updated during the audit period.
14. In anticipation of further transit service expansion and coordination, the City in partnership with ICTC broke ground on the construction of the Brawley Transfer Terminal Transit Station on Plaza Drive and 5th Street south of City Hall in February 2013. The new Transfer Terminal was completed in August 2013 and has a total of six vehicle bays.
15. In January 2014, ICTC released an RFP for the continuation of services for five demand-response services in the Imperial Valley. The Brawley City Council voted for Brawley Dial-A-Ride to be consolidated under the IVT RIDES brand effective the fall of 2014.

Recommendations

- 1. Ensure local Measure D support is reported as a separate line item in the annual fiscal and compliance audit.**

The City receives local Measure D support toward Brawley's transit system, which has ranged from \$20,000 to \$30,000 annually. However, the City's annual fiscal and compliance audits do not report the Measure D allocation as a separate line item under intergovernmental revenues. Instead, the Measure D allocation is combined with the City's LTF allocation. It is suggested that the City's Finance Department work closely with the TDA fiscal auditors to ensure that Measure D revenues are reported properly.

- 2. Include links to the Dial-A-Ride and other transit services on the City's website.**

One of the prior recommendations suggested that Dial-A-Ride information be included on City of Brawley website, which underwent an update during the audit period. The updated content does not include information or links to the City's Dial-A-Ride service, although there is a link to IVT and the Gold Line on the Public Works Department page. It was acknowledged that the contract operator had established and maintained a separate website for Brawley Dial-A-Ride along with its own dedicated domain.

With the City having approved Dial-A-Ride consolidation under the IVT RIDES brand, it is suggested that a link to this new Dial-A-Ride service be made available on the City's website. Additional information could include a map or schematic of the new Brawley Transfer Terminal.

- 3. Ensure monthly transit operating reports submitted to the City by the contract operator include qualitative operating data.**

With the change in Dial-A-Ride contract operators under a consolidated service contract, the City will be receiving quantitative performance data that would provide the necessary information for City staff to evaluate service productivity, efficiency, and effectiveness. Such data would include revenue mileage, hours, passenger trips, and fares as well as key performance indicators such as operating costs per hour, operating costs per passenger, and passengers per hour. The prior audit recommended that the contract operator include additional performance data such as no-shows, cancellations, trip denials, complaints, and roadcalls in its monthly statement to the City. It is suggested that the City along with ICTC request that all performance measures be included on the monthly statement along with a year-to-date total from the new Dial-A-Ride contract operator.