

# FY 2008-2010 TRIENNIAL PERFORMANCE AUDIT OF CITY OF BRAWLEY DIAL-A-RIDE



SUBMITTED TO:

Imperial County Transportation Commission

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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 a performance audit of the City of Brawley Dial-A-Ride service covering the most recent triennial period, fiscal years 2007–2008 through 2009–2010. The purpose of the performance audit is to evaluate the system's effectiveness and efficiency in its use of TDA funds to provide specialized 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 of Brawley's compliance with the conditions specified in the California Public Utilities Code (PUC). This task involves ascertaining whether the City is meeting the PUC's reporting requirements. Moreover, the audit includes calculations of transit service performance indicators and a detailed review of the City's administrative functions. From the analysis that has been undertaken, a set of recommendations has been made for the agency which is intended to improve the performance of specialized 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 administrative and operations 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**

Dial-A-Ride is a general public demand-response service within the City of Brawley. Dial-A-Ride was established in September 1985 as a private for-profit service. The service continues to be operated today under a private contract with Sonia Corina Incorporated dba Sunrise Driving Service, a nonprofit 501(c)(3) entity. Sunrise Driving Service has retained and assisted the original private operator of the dial-a-ride service.

The City of Brawley is located in the center of Imperial County at the junction of State Routes (SR) 78, 86, and 111. The city has a total land area of 5.8 square miles. Brawley is a general law city incorporated in 1908 and has a council-manager form of government. Based upon the 2010 U.S. Census, the city's population is 24,953. The 2010 population is estimated to be 27,743 as reported by the California Department of Finance.



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### 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 (SDSU), Imperial Valley Campus located on State Route 78 one mile east of town. The campus began operations in 2005, and subsequently dial-a-ride service was extended to the campus.

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

The fare for a one-way trip is \$1.00. The fare for children under the age of five years old is 50 cents. The City sells tickets to local social service agencies such as the Local Area Agency on Aging and Catholic Charities.

Brawley Dial-A-Ride is operated with a fleet of three vehicles plus one back-up vehicle owned and operated by Sunrise Driving Services as described in Table I-1.

city of Blamey Blan A flide freet inventory						
Year	Manufacturer	Quantity	Fuel Type	Seat/Wheelchair Capacity		
2003	Chevy Astro	1	Gasoline	7/0		
2008	Ford Starcraft	2	Gasoline	8/2		
Back-Up Vehicles						
2004	Chevy Venture	1	Gasoline	3/1		

 Table I-1

 City of Brawley Dial-A-Ride Fleet Inventory

Source: Sunrise Driving Service

The fleet conforms to the requirements of the Americans with Disabilities Act (ADA) of 1990 in regard to wheelchair accessibility. An agreement is also in place that AIM Transit will provide assistance to Brawley Dial-A-Ride in the event of a lift breakdown on their transit vehicle. With advance notice, AIM Transit will provide limited assistance up to three days maximum.



# 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 the California Department of Transportation (Caltrans) to assess transit operators. The updated guidebook contains a checklist of eleven measures taken from relevant sections of the Public Utilities Code 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 Reference Compliance Efforts Requirements						
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 2008:October 20, 2008 FY 2009:October 15, 2009 FY 2010:October 14, 2010 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 2008: April 22, 2009 FY 2009: February 24, 2010 FY 2010: March 10, 2011 Conclusion: Partial Compliance. FY 2008 Fiscal & Compliance Audit was completed and received after the 90-day extension period.				
The CHP has, within the 13 months prior to each TDA claim submitted by an	Public Utilities Code, Section 99251 B	The City of Brawley through its contract operator participates in the CHP Transit Operator				



Table II-1 Operator Compliance Requirements Matrix						
Operator Compliance Requirements	Compliance Efforts					
operator, certified the operator's compliance with Vehicle Code Section 1808.1 following a CHP inspection of the operator's terminal.		Compliance Program in which the CHP has conducted inspections within the 13 months prior to each TDA claim. Inspection dates applicable to the audit period were April 4, 2008; April 30, 2009; and March 23, 2010. The City's contract operator received a satisfactory rating for all inspections conducted on Brawley Dial-A-Ride vehicles during the audit period. <b>Conclusion: Complied</b>				
The operator's claim for TDA funds is submitted in compliance with rules and regulations adopted by the RTPA for such claims.	Public Utilities Code, Section 99261	As a condition of approval, the City's annual claims for Local Transportation Funds are submitted in compliance with rules and regulations adopted by ICTC. ICTC staff provides assistance as needed in completing the claims. The City's claims are submitted generally during the spring of the claim year as required by ICTC. <b>Conclusion: Complied</b>				



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	This requirement is not applicable, as Brawley Dial-A- Ride serves a non-urbanized area. 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 Brawley Dial-A-Ride's operating budget: FY 2008: +9.46% FY 2009: +26.57% FY 2010 -7.62% The FY 2009 increase in the operating budget above 15 percent can be attributed to the service contract extension containing expanded service hours. The FY 2009 increase was substantiated. The budget decrease in FY 2010 reflects the cutback in service hours and Saturday operations. Source: FY 2008 & FY 2009 Annual Fiscal and Compliance Audits & FY 2010 State Controller Report <b>Conclusion: Complied</b>				
The operator's definitions of performance measures are consistent with Public Utilities	Public Utilities Code, Section 99247	The City's definition of performance measures as tracked and recorded by the				
Code Section 99247, including (a) operating cost, (b) operating cost per		contract operator is consistent with Public Utilities Code Section 99247. However, more				



Table II-1           Operator Compliance Requirements Matrix						
Operator Compliance	Reference	Compliance Efforts				
Requirements 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.		consistency between data in internal and external reports is required. 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	This requirement is not applicable, as Brawley Dial-A- Ride serves a non-urbanized area. 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	Brawley Dial-A-Ride's operating ratios using audited data were as follows: FY 2008: 13.10% FY 2009: 10.23% FY 2010: 11.98% Source: Annual Fiscal and Compliance Audits <b>Conclusion: Complied</b>				



Table II-1 Operator Compliance Requirements Matrix						
Operator Compliance Requirements	Reference	Compliance Efforts				
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	The City contracts with a private nonprofit provider for operations, while the cost of City staff's retirement is fully funded under the California Public Employees Retirement System (CalPERS). <b>Conclusion: Complied</b>				
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 operation fully complied with seven out of the nine requirements. The operator was found in partial compliance with the timely submittal of its annual fiscal 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 average systemwide farebox recovery ratio was 11.77 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 a modest increase FY 2008, with the highest increase realized in FY 2009 due to a service contract extension containing expanded service hours. The budget decrease in FY 2010 reflects the cutback in service hours and Saturday operations.



# 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 contract operator, on behalf of Brawley Dial-A-Ride, began participating in the CHP Transit Operator Compliance Program during the audit period. As the contractor has coordinated with the CHP on inspections, City staff who administers the Dial-A-Ride program has not been receiving copies of the inspection reports to maintain on file. During the auditor site visit involving both the contractor and City staff, copies of the CHP reports were made available for review. City staff responsible for administering the program was advised to always request and maintain copies on file.

### <u>Conclusion</u>

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

### Prior Recommendation 2

Consider fuel costs as a pass-through expense from the contractor to the City.

### Actions taken by the City of Brawley

Fuel costs are considered by the City a part of the overall contracted transit costs, and not considered as a separate variable expense. The transit budget prepared by Sunrise Driving Service is on a cost per hour basis and is inclusive of fuel costs, the number of hours and other previous costs. Therefore, the City does not reimburse the contractor for actual fuel costs incurred. The City of Brawley Transit Agreement for 2007–2008 (including its three extensions) does not include a provision for fuel costs as a pass-through expense nor does it include a fuel escalator clause.



#### **Conclusion**

This recommendation has not been implemented.

#### Prior Recommendation 3

Correctly record revenue hours and miles according to TDA definitions.

#### Actions taken by the City of Brawley

In response to this recommendation, the City has had the contract operator start recording revenue hours and miles for Brawley Dial-A-Ride in accordance with TDA definitions and guidelines. This would include tracking the beginning and ending mileage each time a passenger is picked up and dropped off. Revenue hours and miles are recorded in the monthly statements as well as in the annual performance data summaries received by the City.

#### <u>Conclusion</u>

This recommendation has been implemented.

#### Prior Recommendation 4

Continue to engage in active management of the dial-a-ride service contract.

#### Actions taken by the City of Brawley

The City of Brawley Public Works Department has been actively managing the dial-a-ride contract since 2008. The Public Works Director is in regular contact with the contract operator on a quarterly basis and reviews the transit budget annually. The department's contract manager compiles information received from the operators into reports for the City Council and Finance Department.

#### **Conclusion**

This recommendation has been implemented.

#### Prior Recommendation 5

Establish basic process to file and review complaints against the service.

#### Actions taken by the City of Brawley

This recommendation is still in the process of implementation. The contract operator currently utilizes an incident report for the recording of complaints. Complaints are generally handled





directly by the contractor without any involvement by City staff. The contractor is working on more formalized complaint procedures that would include having complaints reviewed and placed on file at the City.

#### **Conclusion**

This recommendation has been partially implemented.

#### Prior Recommendation 6

Implement the no-show policy in the contract.

#### Actions taken by the City of Brawley

The City of Brawley Transit Agreement for 2007–2008 (including its three extensions) contains a Cancellations and No-Show Policy. The policy stipulates a series of four actions that the contractor must observe in regard to cancellations and no-shows. This includes the provision that in the event of three consecutive no-shows by a passenger, the contract operator would send a notice of intent to suspend service for up to five business days and detailing the reasons for such suspension. In addition to this policy, the contractor records the number of no-shows and cancellations in its vehicle operations data summaries. The number of no-shows recorded during the audit period has declined from 3,420 in FY 2007 to 2,593 in FY 2010.

#### **Conclusion**

This recommendation has been implemented.

#### Prior Recommendation 7

Add additional performance data to the monthly summary reports of service.

#### Actions taken by the City of Brawley

This recommendation is still in the process of implementation. The monthly statement that is prepared and submitted to the City includes mileage, hours, passenger trips, and fares. However, no-shows, cancellations, complaints, and roadcalls continue to be recorded separately.

#### **Conclusion**

This recommendation has been partially implemented.

#### Prior Recommendation 8

Conduct rider survey.



### Actions taken by the City of Brawley

This recommendation was suggested in light of the population growth and development taking place in the city as a means to understand and better serve the transit service's customer base. Such a survey could determine where service could be enhanced as well as be integrated into the update of the ICTC Short-Range Transit Plan. In response, the City has started working on a survey to be completed.

### <u>Conclusion</u>

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



# Section IV

# **TDA Performance Indicators**

This section reviews Brawley Dial-A-Ride's performance in providing service in an efficient and effective manner. TDA requires that at least five specific performance indicators be reported, which are contained in the following table. Farebox is not one of the five specific indicators, but is shown as a compliance measure. Findings from the analysis are contained in the section following the table, followed by the analysis.

brawley Dial-A-kide Performance indicators						
		Audit Period			% Change	
					FY 2007–	
Performance Data and Indicators	FY 2007	FY 2008	FY 2009	FY 2010	2010	
Operating Cost*	\$189,317	\$207,219	\$262,282	\$242,295	28.0%	
Total Passengers	29,374	26,780	27,615	28,575	-2.7%	
Vehicle Service Hours	5,543	5,193	5,569	5,339	-3.7%	
Vehicle Service Miles	58,426	54,529	55,229	53,605	-8.3%	
Employee FTEs	4	4	3	4	0.0%	
Operating Revenue*	\$28,216	\$27,156	\$26,826	\$29 <i>,</i> 025	2.9%	
Operating Cost per Passenger	\$6.45	\$7.74	\$9.50	\$8.48	31.6%	
Operating Cost per Vehicle Service Hour	\$34.15	\$39.90	\$47.10	\$45.38	32.9%	
Operating Cost per Vehicle Service Mile	\$3.24	\$3.80	\$4.75	\$4.52	39.5%	
Passengers per Vehicle Service Hour	5.3	5.2	5.0	5.4	1.0%	
Passengers per Vehicle Service Mile	0.50	0.49	0.50	0.53	6.0%	
Vehicle Service Hours per Employee	1,385.8	1,298.3	1,856.3	1,334.8	-3.7%	
Average Fare per Passenger	\$0.96	\$1.01	\$0.97	\$1.02	5.7%	
Fare Recovery Ratio	14.90%	13.10%	10.23%	11.98%	-19.6%	

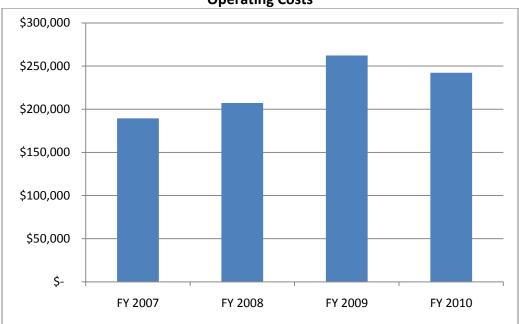
Table IV-1Brawley Dial-A-Ride Performance Indicators

Source: ICTC; FYs 2008–10 Annual Fiscal Audits

\*FY 2007 through FY 2010 Operating Cost & Fare Revenue data are audited figures.

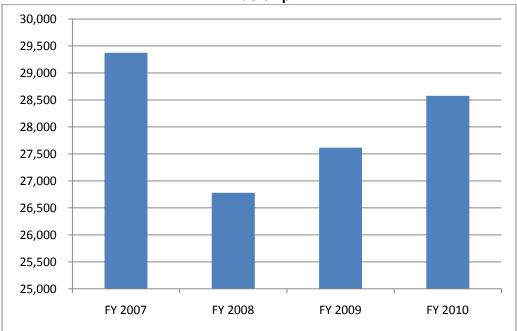
Column graphs on the following pages are used to depict the trends for select performance indicators (Graphs IV-1 through IV-6).



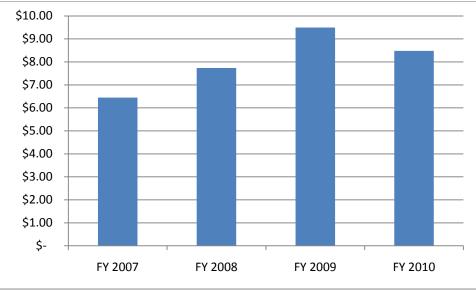






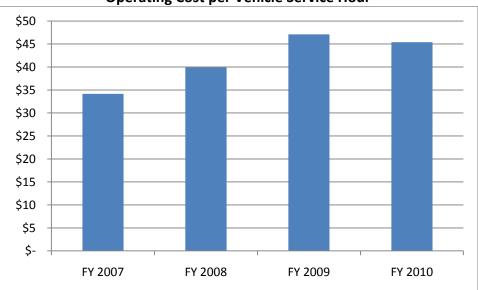




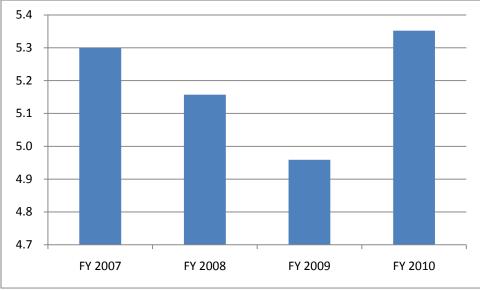


Graph IV-3 Operating Cost per Passenger

Graph IV-4 Operating Cost per Vehicle Service Hour

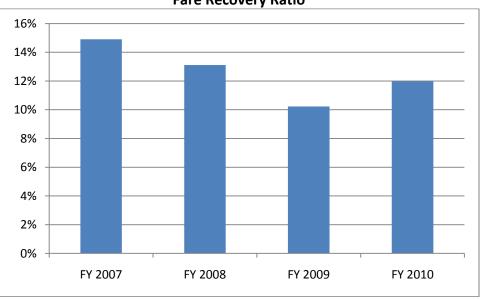






Graph IV-5 Passengers per Vehicle Service Hour

Graph IV-6 Fare Recovery Ratio



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### Findings from Verification of TDA Performance Indicators

- 1. **Operating cost per vehicle service hour,** an indicator of cost efficiency, increased 32.9 percent from \$34.15 in FY 2007 to \$45.38 in FY 2010. Overall vehicle service hours declined 3.7 percent, while operating costs exhibited an increase of 28 percent during the three-year period. Operating costs increased by a 9.5 percent annualized rate characterized by a 26.6 percent increase in FY 2009 due to a contract amendment that increased service costs and hours. On the other hand, vehicle service hours exhibited an annualized decline of 1.1 percent partly attributed to the cutback in hours and Saturday service in March 2010.
- 2. Operating cost per passenger, an indicator of cost effectiveness, increased at about the same rate as the cost per service hour. Cost per passenger increased 31.6 percent from \$6.45 in FY 2007 to \$8.48 in FY 2010. Overall ridership decreased 2.7 percent during the period from 29,374 passengers in FY 2007 to 28,575 passengers in FY 2010, amounting to a 0.7 percent annualized rate of decline. Passenger trips declined 8.8 percent in FY 2008, increasing 3.1 and 3.5 percent in FYs 2009 and 2010.
- 3. **Passengers per vehicle service hour,** which measures the effectiveness of the service delivered, increased by a very slight 1.0 percent between FY 2007 and FY 2010 from 5.3 passengers per hour to 5.4 passengers per hour. The average number of passengers per hour declined during the intervening years to 5.2 in FY 2008 and 5.0 in FY 2009. Even with this modest growth in passenger trips, service hours decreased from 5,543 hours in FY 2007 to 5,339 hours in FY 2010. This reflects the fluctuations in service hours based on the various contract amendments that transpired during the period.
- 4. **Passengers per vehicle service mile,** another indicator of service effectiveness, increased by 6.0 percent from 0.50 in FY 2007 to 0.53 in FY 2010. In contrast, vehicle service miles decreased by 8.3 percent from 58,426 miles in FY 2007 to 53,605 in FY 2010, while ridership also decreased but by only 2.7 percent. On an annualized basis, service miles decreased by 2.8 percent, only increasing 1.3 percent in FY 2009 and reflecting the increase in service hours.
- 5. Vehicle service hours per employee decreased 3.7 percent between FY 2007 and FY 2010 from 1,385.8 to 1,334.8. While the number of full-time equivalents (FTEs) remained relatively constant, the decline in this measure correlates with the same percentage decline in service hours. FTEs are derived by the formula of dividing total annual employee hours and then dividing by 2,000.
- 6. **Farebox recovery** for Brawley Dial-A-Ride exhibited a declining trend yet remained above the minimum TDA requirement of 10 percent during the audit period, averaging 11.77 percent. The growth in operating costs outpaced fare revenues at a higher rate percentagewise (28 percent versus nearly 3 percent), resulting in the declining yet sustainable farebox recovery. Farebox returns had an annualized decline of 5.6 percent for the period yet exhibited a 17.1 percent increase in FY 2010.



### **Conclusion from the Verification of TDA Performance Indicators**

Brawley Dial-A-Ride provides general public, demand-responsive transit service within the city of Brawley as well as to the SDSU, Imperial Valley Campus. The service has managed to maintain its farebox recovery in spite of the growth in operating costs outpacing revenues by a ratio of about 10 to 1. The annualized increase in costs was 9.5 percent during the period, with an overall increase of 28 percent. Farebox returns have remained slightly above the minimum TDA requirement of 10 percent in spite of a decline of 19.6 percent from FY 2007 to FY 2010, which amounts to an average annualized decline of 5.6 percent. Fares have remained unchanged at \$1.00 per passenger trip, and multi-fare tickets have been phased out.

The increase in operating costs has been attributed to the contract amendment that became effective October 2008 that increased weekday service hours and the overall budget from about \$197,000 to \$282,782. Vehicle service hours increased 7.2 percent in FY 2009 when this amendment took place. A subsequent amendment in March 2010 reduced weekday service hours and eliminated Saturday service. Passenger service efficiencies have been impacted by the increase in wheelchair passengers, which average 16 per day.



# **Data Consistency**

In a review of data consistency among external reports, fiscal year-end operations data was compared between the annual State Controller Report and two internal reports prepared by the Brawley Dial-A-Ride contract operator and ICTC. Table IV-2 shows the side-by-side comparison during the audit period (FYs 2008, 2009, and 2010) and including the base year of FY 2007.

Overall, there are some discrepancies and consistencies among the three data sets. A review of the two internal data sets shows relative consistency. The only significant variance between the two is in the vehicle service miles category for FY 2010. For example, there is a 6,410 variance in the data for that performance measure. On the other hand, the State Controller Report data show more significant variances when compared to the internal data sets for FY 2008 unlinked passengers and FY 2009 vehicle service hours. It appears that the City personnel responsible for preparing the State Controller Report inputted the passenger trip data instead of the service hour data for FY 2010 and omitted a digit from the passenger data for FY 2008. Although the remaining data appear fairly accurate, it is suggested that the City exercise greater discretion when transferring data from the internal to external reports.

		Base	Audit Review Period		eriod
		Year			
TDA Statistic	Source	FY 2007	FY 2008	FY 2009	FY 2010
	Brawley Dial-A-Ride Data	29,374	26,780	27,616	28,575
Unlinked Passengers	ICTC Performance Summary	29,374	26,780	27,615	28,575
	State Controller Report	28,244	2,316	25,850	28,575
	Brawley Dial-A-Ride Data	5,525	5,192	5,569	5,339
Vehicle Service Hours	ICTC Performance Summary	5,543	5,193	5,569	5,339
	State Controller Report	5,541	5,192	25,850	5,339
	Brawley Dial-A-Ride Data	58,426	54,559	55,229	60,015
Vehicle Service Miles	ICTC Performance Summary	58,426	54,529	55,229	53 <i>,</i> 605
	State Controller Report	58,426	54,528	55,229	53 <i>,</i> 605

Table IV-2 Data Consistency Review



# Section V

# **Review of Operator Functions**

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

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

# **Operations & Planning**

Brawley Dial-A-Ride has been in operation since September 1985. The service began as a sole volunteer effort by Brawley resident Isabel Pacheco under the name of Sunrise Driving Service with one van operating 11 hours during the week and 4 hours on Saturday. Administration and oversight of the transit system was transferred to the City of Brawley Public Works Department in 2008.

The dial-a-ride service is open to the general public, with priority given to senior citizens and persons with disabilities. 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, 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 CalWORKS.

Brawley Dial-A-Ride phased out the multi-ride ticket due to budget cuts; however, the one-way fare remained at \$1.00 per one-way trip. Passenger trips average 20 to 30 minutes. The Wal-Mart located along SR 86 is a huge passenger generator and serves as a de facto transit hub. Brawley Dial-A-Ride transports one passenger to the SDSU, Imperial Valley Campus located just east of Brawley on Wednesdays. The number of wheelchair-bound passengers averages up to 16 per day, an increase from about 4 per day. The operator noted that it takes about 15 minutes to load each wheelchair-bound passenger.

There have been several service contract amendments during the audit period since the original contract was approved in 2005. The first amendment was the City of Brawley Transit Agreement



2007–2008, which covered the period from July 1, 2007, through June 30, 2008. This agreement was approved by the City Council on April 15, 2008, with an operating subsidy of \$196,919.39. The hours of operation prescribed for the primary vehicle were Monday through Friday from 7:00 a.m. to 6:00 p.m. and Saturdays from 9:00 a.m. to 1:00 p.m. The hours of operation prescribed for the secondary vehicle were Monday through Friday from 8:00 a.m. to 5:00 p.m. The second contract amendment was approved on October 8, 2008, which provided for a one-year extension of the 2007–2008 agreement through June 30, 2009. This contract extension expanded the hours of operations during the week by five hours (6:00 a.m. to 6:00 p.m.) and increased the operating subsidy to \$242,782.10. The third amendment, approved on October 20, 2009, extended the service contract to February 28, 2010, with no changes in compensation and hours. A fourth amendment, approved March 23, 2010, reduced service hours to Monday through Friday from 7:00 a.m. to 5:00 p.m. and eliminated Saturday service. This amendment would expire on December 31, 2010, and had a \$16,000 monthly impact.

The contract operator provides a monthly statement to the City detailing operational data. The monthly statement presents a breakdown of the number of service hours, mileage, passengers, and fares for each day of service. Other measures include service hours per full-time employee and passengers per mile. Annual operational data include the number of passengers, service days, service hours, revenue mileage, subscription service passes, and fare revenue. Two contract staff members, including the dispatcher, count the fare receipts. Fare receipts are deposited every Wednesday at the City of Brawley Finance Department.

Although the monthly statement includes important operational data, no-shows, cancellations, complaints, and roadcalls continue to be recorded separately. Table V-1 below summarizes the number of cancellations and no-shows received during the audit period.

Cancellations & No-Shows							
FY 2007 FY 2008 FY 2009 FY 2010 Total							
Cancellations	1,473	1,509	1,581	1,661	6,224		
No Shows	3,420	3,363	3,049	2,593	12,425		

Table V-1
Cancellations & No-Shows

Source: Sunrise Driving Service

The number of cancellations has increased because of longer trip times that are attributed to increased traffic coupled with shared rides, leading some to call a taxi instead. In addition, there have been more last minute calls and pick ups for service, thus leading to longer trip times and more cancellations. In contrast, no-shows have declined significantly during the audit period, reflecting the operator's effort to implement and enforce the no-show policy as per a prior audit recommendation. It is suggested that cancellation and no-show data be included as part of the monthly statement and totaled annually.



### <u>Planning</u>

Service planning for Brawley Dial-A-Ride relies on several approaches consisting of public forums, plans, and studies. Pursuant to the TDA, ICTC undertakes the annual Unmet Transit Needs process. Unmet Transit Needs are, at a minimum, those public transportation or specialized transportation services that are identified in the Regional Short-Range Transit Plan (SRTP), Regional Transportation Plan, or similar Mobility Plan which have not been implemented or funded. Unmet Transit Needs identified during the process must also be found "reasonable to meet" based upon a set of five criteria in order to be implemented. Testimony received from seven residents during the February 11, 2010, Unmet Transit Needs public hearing affirmed support for retaining the Dial-A-Ride service within Brawley. Their comments were referred to the City for further review and follow-up.

ICTC commissioned a fare study of the transit agencies under its jurisdiction in 2008. For several of the operators, the farebox recovery ratios had been declining over the past few years given the growth in operating costs primarily from fuel and insurance. The *Public Transit Services Fare Analysis* (Nelson/Nygaard 2008) recommended a fare increase for Brawley Dial-A-Ride from \$1.00 to \$1.25 per one-way trip. Although Brawley has consistently met or exceeded its minimum 10 percent farebox requirement, the fare increase was recommended because of the increased upward pressures on operating costs as well as the fact that fares had not been increased for some time.

An updated SRTP was commissioned by ICTC in January 2011 and is currently being developed. The primary objectives of the SRTP will be to review existing performance and prioritize operating and capital expenditures to maintain and recommend improvements to the transit system in the Imperial Valley. The prior SRTP was adopted in FY 2004, and the new SRTP will review and evaluate the related goals, policies, objectives, and standards developed for that plan. In addition, it will provide a five-year plan for operations including, but not limited to, specifics on fares, service levels, route changes, service policy changes, inter-operator agreements, spare ratios, and other characteristics. The SRTP would also present a cost-benefit analysis as well as review a possible consolidation of dial-a-ride.

As for the City of Brawley, a fixed-route community circulator has been proposed, which would be modeled after the IVT Blue and Green Line circulators operating in El Centro. Such a circulator would be branded as the Gold Line." In anticipation of further transit service expansion and coordination, the City in partnership with ICTC has planned and designed for the construction of the Brawley Transfer Terminal Transit Station on Plaza Drive and 5<sup>th</sup> Street south of City Hall. The proposed transfer terminal will have 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 proposed Gold Line circulator. Design of the new terminal was completed in June 2011.



# **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. In addition, Brawley Dial-A-Ride participates in the CHP Transit Operator Compliance Program. Vehicles are stored at the Sunrise Driving Service facility located at 183 South Fifth Street in Brawley, which is gated and under security camera surveillance.

Drivers perform vehicle inspections by completing a daily 23-point vehicle inspection log prior to pulling out the vehicle. This report is completed and signed by the first driver assigned to the vehicle each day and is submitted on Fridays. All defects requiring attention are reported to the office immediately in order that repairs can be arranged.

Routine oil changes and transmission service are performed every 3,000 miles/45 days. The Ford vehicles are serviced by David & Sons Truck Repair located at 1597 Main Street in Brawley. The two Chevy vehicles receive routine maintenance at Pep Boys in El Centro. Tire mounting and wheelchair lift maintenance are conducted by Gonzales Welding Auto Repair, 1553 Main Street, Brawley. Vehicle washes take place at the Brawley Plaza Auto & Accessories located at 132 S Plaza Street in Brawley.

An auto repair maintenance report is compiled for each vehicle in the transit fleet. Information includes the date of service, form of payment, mileage, invoice, vendor, and description of the service performed. Roadcalls are also reported on the maintenance reports, which are denoted as service calls. Table V-2 below provides a summary of roadcalls incurred by Brawley Dial-A-Ride during the audit period.

Table V-2						
Roadcalls						
	FY 2007	FY 2008	FY 2009	FY 2010	Total	
Roadcalls	0	2	3	1	6	

Source: Sunrise Driving Service

Most roadcalls generally occur during the summer months, which are characterized by hot temperatures (100 degrees and above) that affect the optimal performance of vehicle air conditioning systems.



# **Marketing**

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 has developed a glossy tri-fold brochure with information about the history of dial-a-ride, services offered, fares, days and hours of operation, and contact numbers. The brochure, which is printed in English, has not been updated since 2004 and therefore does not reflect the recent service changes and the elimination of multi-ride tickets. In addition to the brochure, the contract operator distributes flyers to local agencies, City Hall, the library, and local grocery stores such as Garcia Market and Von's Supermarket on Main Street. Flyers were distributed informing passengers of the service cuts implemented in March 2010. There have been no passenger surveys performed to date; however, the SRTP update may include surveys as part of its findings.

The transit service is listed as a transportation resource in the Imperial Valley Senior Services Directory provided by the Imperial County Area Agency on Aging. The City of Brawley is currently updating its website. A search of the website under the Public Works page did not reveal information about the dial-a-ride service. Many pages of the website are incomplete, which is an indication that it is still under construction.

# **General Administration & Management**

The City of Brawley operates as a general law city under a council-manager form of government. The five-member City Council serves as the principal policy-making body. The Mayor and Mayor Pro-Tempore are elected by the Council for two-year terms. The Council convenes on the first and third Tuesday of the month at 6:00 p.m. The City Council provides policy direction to the City Manager, who oversees City operations. All other department heads in the City serve under the direction of the City Manager.

Brawley Dial-A-Ride is administered by the Public Works Director, who is assisted by the department's contract manager. The City Manager and Finance Director formerly administered the dial-a-ride contract until it was transferred to the Public Works Department in 2008. 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 is 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 (TAC) and Social Service Transportation Advisory Council (SSTAC) meetings at ICTC.



Sonia Corina, the umbrella organization for Sunrise Driving Service, provides an administrative, budgetary, and legal framework for the contract operator. The contract operator employs two full-time drivers including a supervisor, two full-time dispatcher/office staff, and one volunteer. Sonia Corina Incorporated commits 5 to 10 percent of three other staff persons toward administration and grants management. The nonprofit's board policy is to grow the transit service as the population of Brawley grows. Health benefits have been extended to part-time employees.

Drivers are recruited primarily through the CalWORKS program and must possess a Class B license. General Public Paratransit Vehicle (GPPV) certification is not required since the Dial-A-Ride fleet vehicles carry fewer than 15 passengers. 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.

### Grant Administration & Funding

The primary source of intergovernmental grant funding for Brawley Dial-A-Ride is derived from the City's TDA apportionment, which is primarily from the Local Transportation Fund (LTF). Table V-3 provides a summary of TDA funding allocation toward the City's paratransit program.

Brawley Dial-A-Ride TDA Funding Allocations				
TDA Funding	FY 2007	FY 2008	FY 2009	FY 2010
LTF – (SB325)	\$140,552	\$178,250	\$194,400	\$227,007

Table V-3

Source: Transit Finance Plan, ICTC

The growth in the City's allocation is reflective of the service contract amendments that involved expanded service hours. Also, based on the FY 2010-11 ICTC Transit Finance Plan, Brawley is slated to receive \$20,000 in County Local Transportation Authority (LTA) revenues derived from the renewed local transportation sales tax. The renewed tax includes allocations for transit projects.

In addition to TDA funding, the County/ICTC received a \$300,000 American Recovery and Reinvestment Act of 2009 (ARRA) earmark (FTA Section 5309 grant) toward the construction of the Brawley Transfer Terminal Transit Station located on Plaza Drive and 5<sup>th</sup> 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 and Recommendations

The following material summarizes the major findings obtained from this triennial audit covering FYs 2008 through 2010. A set of recommendations is then provided.

# **Triennial Audit Findings**

- 1. Of the compliance requirements pertaining to Brawley Dial-A-Ride, the operation fully complied with seven out of the nine requirements. The operator was found in partial compliance with the timely submittal of its annual fiscal 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 average systemwide farebox recovery ratio was 11.77 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 a modest increase FY 2008, with the highest increase realized in FY 2009 due to a service contract extension containing expanded service hours. The budget decrease in FY 2010 reflects the cutback in service hours and Saturday operations.
- 5. Brawley implemented five out of the eight prior audit recommendations. One recommendation was partially implemented. Two recommendations were not implemented and have been carried forward in this audit for full implementation.
- 6. The service has managed to maintain its farebox recovery in spite of the growth in operating costs outpacing revenues by a ratio of 10 to 1. The annualized increase in costs was 9.5 percent during the period, with an overall increase of 28 percent.
- 7. Farebox returns have remained slightly above the minimum TDA requirement of 10 percent in spite of a decline of 19.6 percent from FY 2007 to FY 2010, which amounts to an average annualized decline of 5.6 percent. Fares have remained unchanged at \$1.00 per passenger trip, and multi-fare tickets have been phased out.
- 8. There have been several service contract amendments during the audit period since the original contract was approved in 2005. The first amendment was the City of Brawley Transit Agreement 2007–2008, which covered the period from July 1, 2007, through June 30, 2008.



The second contract amendment expanded the hours of operations during the week by five hours (6:00 a.m. to 6:00 p.m.) and increased the operating subsidy to \$242,782.10. A fourth amendment, approved March 23, 2010, reduced service hours to Monday through Friday from 7:00 a.m. to 5:00 p.m. and eliminated Saturday service.

- 9. The contract operator provides a monthly statement to the City detailing operational data. The monthly statement presents a breakdown of the number of service hours, mileage, passengers, and fares for each day of service. Other measures include service hours per full-time employee, and passengers per mile.
- 10. Testimony received from seven residents during the February 11, 2010, Unmet Transit Needs public hearing affirmed support for retaining the Dial-A-Ride service within Brawley. Their comments were referred to the City for further review and follow-up.
- 11. In anticipation of further transit service expansion and coordination, the City has proposed the construction of the Brawley Transfer Terminal Transit Station on Main Street adjacent to Plaza Park. The proposed transfer terminal will have 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 proposed Yellow Line circulator.
- 12. The contract operator has developed a glossy tri-fold brochure with information about the history of dial-a-ride, services offered, fares, days and hours of operation, and contact numbers. The brochure, which is printed in English, has not been updated since 2004 and therefore does not reflect the recent service changes and the elimination of multi-ride tickets.
- 13. Brawley Dial-A-Ride is administered by the Public Works Director, who is assisted by the department's contract manager. The City Manager and Finance Director formerly administered the dial-a-ride contract until it was transferred to the Public Works Department in 2008. 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.
- 14. Brawley is slated to receive \$20,000 in County Local Transportation Authority (LTA) revenues. The City received a \$300,000 American Recovery and Reinvestment Act of 2009 (ARRA) earmark toward the construction of the Brawley Transfer Terminal Transit Station located on Main Street in downtown Brawley.



# **Triennial Audit Recommendations**

### 1. Maintain CHP inspection reports in the central City files.

This recommendation is carried over from the previous audit. Brawley Dial-A-Ride participates in the CHP Transit Operator Compliance Program, in which transit vehicles undergo annual maintenance and safety inspections. Such inspections are coordinated between the CHP and the contract operator. 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. During the auditor site visit involving both the contractor and City staff, copies of the CHP reports were made available for review. City staff responsible for administering the program was advised to always request and maintain copies on file. It is suggested that the Public Works Department have copies as well as the Finance Department, which prepares the City's TDA claim.

### 2. Include additional performance data in the monthly statement.

In response to a prior audit recommendation, the contract operator has been recording revenue hours and miles for Brawley Dial-A-Ride in accordance with TDA definitions and guidelines. This would include tracking the beginning and ending mileage each time a passenger is picked up and dropped off. Revenue hours and miles are recorded in the monthly statements as well as in the annual performance data summaries received by the City. The monthly statement that is prepared and submitted to the City includes revenue mileage, hours, passenger trips, and fares. However, no-shows, cancellations, complaints, and roadcalls continue to be reported on a separate sheet. It is suggested that all performance measures be included on the monthly statement along with a year-to-date total.

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

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 brochure, which is printed in English, has not been updated since 2004 and therefore does not reflect the recent service changes and the elimination of multi-ride tickets. It is suggested that the brochure be updated with information on the recent service changes as well as have a bilingual format in English and Spanish.

### 4. Conduct rider survey.

This recommendation is carried over from the previous audit. As a tool to gauge customer satisfaction and to plan future service, a rider survey would be useful. The SRTP update currently under way may include passenger surveys as part of its scope. It is recommended 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. Another option would be to partner with the Imperial Valley Regional Occupation Program (IVROP) to perform the survey.

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

The City of Brawley is currently updating its website. A search of the website under the Public Works page did not reveal information about the transit service. Many pages of the website are incomplete, which is an indication that it is still under construction. Since Dial-A-Ride is one of the services offered by the City, it is 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. Once the City's transit terminal is developed, this would prove to be an invaluable tool and convenience to the public.

