



Imperial County Transportation Commission (ICTC)
Transportation Development Act (TDA)
Triennial Performance Audit, FY 2019/20 - FY 2021/22
of Imperial Valley Transit



FINAL REPORT
JUNE 2023

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Chapter 1 | Executive Summary

In late 2022, the Imperial County Transportation Commission (ICTC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the five transit operators to which it allocates State of California Transportation Development Act funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Although not required, audits of Article 8 funding recipients are encouraged.

As it receives no funding under Article 4, Imperial Valley Transit (IVT) is not statutorily required to undergo a Triennial Performance Audit, nor has it traditionally been held to the requirements of the TDA. However, in 2022, the ICTC, as the RTPA, requested IVT be audited to provide a comprehensive and objective review to offer beneficial insights into program performance and to establish a baseline for future audits.

The Triennial Performance Audit is designed to be an independent and objective evaluation of IVT as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of Imperial Valley Transit's public transit program for the period:

- Fiscal Year 2019/20,
- Fiscal Year 2020/21, and
- Fiscal Year 2021/22.

Imperial Valley Transit (IVT) provides fixed-route transit service within and between the communities of Brawley, Calexico, Calipatria, El Centro, Heber, Holtville, Imperial, Niland, Seeley, and Westmorland in Imperial County. IVT operates 12 fixed routes that are a combination of local circulators and inter-community services. Service is operated seven days per week on Routes 1 and 2, and Monday – Saturday on Routes 3, 4, 31, and 32. All other routes operate Monday through Friday, except for Route 51, which provides service on Thursday only.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates, Inc. concludes the evidence obtained provides a reasonable basis for its findings and conclusions.

This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with IVT staff, analysis of program performance, and an audit of program compliance and function, the audit team presents one compliance finding:

1. State Controller Reports were submitted after the stipulated deadline in FY 2020/21 and FY 2021/22.

Status of Prior Recommendations

The prior audit – completed in May 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included three recommendations:

1. **Ensure State Controller Reports are submitted in a timely manner.**
Status: Not implemented.
2. **Ensure TDA fiscal audits of all IVT operations are completed no later than 270 days following the end of the fiscal year.**
Status: Implemented.
3. **IVT should ensure its website is fully usable for monolingual Spanish-speaking individuals.**
Status: Implementation in progress.

Findings and Recommendations

Based on discussions with IVT staff, analysis of program performance, and a review of program compliance and function, the audit team submits the aforementioned compliance finding for IVT.

1. State Controller Reports were submitted after the stipulated deadline in FY 2020/21 and FY 2021/22.

The audit team identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The TDA fiscal audit does not show how the farebox recovery ratio is calculated, only provides the actual ratio against the required ratio.

In completing this Triennial Performance Audit, the auditors submit the following recommendations for IVT's public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Ensure State Controller Reports are submitted in a timely manner.	Medium	Ongoing
Functional Recommendations		Importance	Timeline
1	Include a detailed breakdown of the farebox recovery ratio calculation in future TDA fiscal audits.	Medium	FY 2022/23

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Imperial Valley Transit’s public transit program covers the three-year period ending June 30, 2022. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In late 2022, the Imperial County Transportation Commission selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the five transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc. followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of IVT as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to which it allocates TDA funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for its findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of IVT included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Scheduling, dispatching, and operations;
 - Personnel management and training;
 - Administration;
 - Marketing and public information; and
 - Fleet maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Imperial Valley Transit included thorough review of documents relevant to the scope of the audit, as well as information contained on IVT's website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- State Controller Reports;
- Annual budgets;
- TDA fiscal audits;
- Transit marketing collateral;
- TDA claims;
- Fleet inventory;
- Preventive maintenance schedules and forms;
- California Highway Patrol Terminal Inspection reports;
- National Transit Database reports;

- Accident/road call logs; and
- Organizational chart.

Given impacts of the ongoing COVID-19 pandemic, the methodology for this audit included a virtual site visit with IVT representatives on February 27, 2023. The audit team met with Cesar Sanchez (General Manager, First Transit), Helio Sanchez (Operations Manager, First Transit), Mike Cortez (Safety and Training Manager, First Transit), and Rogelio Hernandez (Maintenance Manager, First Transit), and reviewed materials germane to the triennial audit.

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

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

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Chapter 3 | Program Compliance

This section examines Imperial Valley Transit’s compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. ICTC considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

IVT does not use any TDA Article 4 funding for transit and is not statutorily required to be audited, nor has it traditionally been held to the requirements of the TDA. However, the ICTC, as the RTPA, requested IVT be audited to support a comprehensive and objective review to provide beneficial insights into program performance.

Status of compliance items was determined through discussions with IVT staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, State Controller annual filings, California Highway Patrol terminal inspections, National Transit Database reports, year-end performance reports, and other compliance-related documentation.

One compliance issue was identified for IVT:

1. State Controller Reports were submitted after the stipulated deadline in FY 2020/21 and FY 2021/22.

Developments Occurring During the Audit Period

The FY 2019/20 – FY 2021/22 audit period was significantly different than prior audit periods. The impacts of the COVID-19 pandemic resulted in significant declines in ridership and revenue, while changes to the TDA provided compliance waivers and amended existing legislation. In many instances, transit operators strove to retain operations staff despite adopting a reduced schedule, resulting in significant changes to many cost-related performance metrics. While infusions of funding through the CARES Act mitigated some of the lost revenues for federally funded programs, many transit operators have yet to return to pre-pandemic ridership and fare levels. As a result, this Triennial Performance Audit will provide an assessment not only of how the COVID-19 pandemic impacted the organization, but how it responded to the crisis.

In the 50 years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The draft framework maintains the farebox recovery ratio requirement, but eliminates financial penalties and allows more flexibility with respect to individual operator targets. These changes have yet to be implemented due to the COVID-19 pandemic.

Assembly Bill 90, signed into law on June 29, 2020, provides temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio

thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provides additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these two pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2022/23.
2. Waives the annual productivity improvement requirement of Section 99244 through FY 2022/23.
3. Adds a temporary provision exempting operators from farebox recovery ratio requirements through FY 2024/25 provided they expend at least the same amount of local funds as in FY 2018/19.
4. Expands the definition of “local funds” to enable the use of federal funding, such as the CARES Act or CRRSAA, to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
5. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and micro-transit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
6. Requires the Controller to calculate and publish the allocation of transit operator revenue-based funds made pursuant to the State Transit Assistance (STA) Program for FY 2020/21 and FY 2021/22.
7. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2022/23.

AB 149 also calls for an examination of the triennial performance audit process, to ensure the practice continues to be effective and beneficial.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	Finding	FY 2019/20: February 1, 2021 FY 2020/21: February 22, 2022 FY 2021/22: February 14, 2023
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	In compliance	FY 2019/20: December 30, 2020 FY 2020/21: March 23, 2022 FY 2021/22: March 22, 2023
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	October 9, 2018 October 2, 2019 September 29, 2020 August 18, 2021 July 26, 2022
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	In compliance	FY 2019/20: 16.46% (waived) FY 2020/21: 6.94% (waived) FY 2021/22: 6.94% (waived) <i>IVT has a farebox recovery ratio requirement of 17 percent. Penalties were waived for all years due to AB 90 and AB 149.</i>
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	In compliance	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	In compliance	While the operator receives Article 8(c) funds, it is not subject to alternative performance criteria.
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	IVT: FY 2019/20: +2.92% FY 2020/21: +16.50% FY 2021/22: +3.59% <i>Source: TDA claims, FY 2020 – FY 2022. Increase in FY 2021 was appropriately substantiated.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	Not applicable	

Compliance Element	Reference	Compliance	Comments
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	ICTC contracts with a private provider for operations, while ICTC employees are covered under the Imperial County Employees' Retirement System (ICERS) pursuant to the County Employees Retirement Law of 1937.
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	In compliance	
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

Chapter 4 | Prior Recommendations

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

The prior audit – completed in May 2020 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2019 – included three recommendations:

1. **Ensure State Controller Reports are submitted in a timely manner.**

Discussion: Public Utilities Code Section 99243 requires transit operators in receipt of TDA funds to submit annual reports to the State Controller within 90 days following the end of the fiscal year (110 days if filing electronically). Beginning FY 2016/17, this submittal deadline was amended to January 31 following the end of the fiscal year. Beginning with the online reporting for FY 2017/18, the cover sheet is timestamped with the submittal date and time upon its generation. This made it easier to determine when the report was actually submitted.

Submittal of the State Controller Report is the responsibility of ICTC. In FY 2016/17, the report was submitted on March 16, 2018, approximately six weeks following the deadline. In FY 2017/18, the report was submitted on March 27, 2019, approximately eight weeks following the deadline. In FY 2018/19, the timeliness had improved, though the report was still submitted on February 14, 2020, two weeks after the deadline.

The prior auditor recommended the ICTC take whatever actions were necessary to ensure an on-time submittal of the State Controller Reports. This could require working with other entities to adjust other submittal deadlines to ensure audited data is available.

Progress: While the FY 2019/20 report was submitted on time, subsequent reports have been submitted late. The FY 2020/21 report was submitted on February 22, 2022, approximately three weeks late, while the FY 2021/22 report was submitted on February 14, 2023, approximately two weeks late.

Status: Not implemented.

2. **Ensure TDA fiscal audits of all IVT operations are completed no later than 270 days following the end of the fiscal year.**

Discussion: The ICTC includes all TDA funds (RTPA and operator) in a combined fiscal audit. The ICTC's FY 2017/18 TDA fiscal audit was submitted in July 2019, approximately three months after the allowable 90-day extension. At the time of preparation of the prior audit, completion of the FY 2018/19 TDA fiscal audit was still pending. The prior auditor recommended the ICTC work with its TDA fiscal auditor to ensure the operator audits for which it is responsible (i.e., IVT, IVT Ride,

IVT Access, and IVT MedTrans) are completed no later than 270 days following the end of the fiscal year.

Progress: This appears to have been resolved. All audits were submitted on time.

Status: Implemented.

3. [IVT should ensure its website is fully usable for monolingual Spanish-speaking individuals.](#)

Discussion: While IVT’s website was improved following the prior audit, a few issues remain that impact usability by Spanish-speaking website visitors. First, even when the page is translated into Spanish, the shortcut buttons to routes at the bottom are still in English. Second, when viewing individual routes, the options at the top of the page (show map, show schedule, change bus, change day) are only provided in English. Finally, on the documents page, all material is in English (which is not uncommon, as most reports are only available in English). However, when a document is provided in Spanish, the title of the document should also be in Spanish (instead of Title VI Complaint Form – Español as it is currently listed).

ICTC and IVT should work with their web designer to address the issues identified above. Of the three, the third is the most straightforward, as it simply involves changing a link from “Title VI Complaint Form – Español” to “Titulo VI Formulario Para Reclamo – Español” (as it appears on the document itself). The other two issues will likely require the services of the web designer to resolve.

Progress: The website was recently updated so that the Documents link, rather than going to a separate Documents page, links to the Documents page of the ICTC website, which contains updated content. Title VI links are being updated.

Status: Implementation in progress.

Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Imperial Valley Transit internally as well as to outside entities during the audit period.

Operating data such as vehicle service hours, vehicle service miles, and ridership was generally consistently reports. Observations regarding other reported data are provided below.

- **Operating cost:** Operating cost data differed between the three reports reviewed. However, this is not unexpected. The monthly performance reports include only the contractor costs, not any administrative ICTC costs. The National Transit Database (NTD) reports do not include reconciling items separated by mode, which results in mode-specific costs that combine to less than the whole. State Controller Reports, which include the highest amounts, are likely also the most accurate, as they would include both ICTC and contractor costs.
- **Fare Revenue:** In FY 2020/21, the fare revenue reported to the State Controller was significantly higher than that reported elsewhere. This is likely due to grant funding being reported to the State Controller as a fare replacement, but not elsewhere.
- **Full-Time Equivalent (FTE) Employees:** Calculated FTE as shown in Exhibit 5.1 is reflective of contractor personnel work hours only and does not include ICTC staff time. It appears that ICTC staff hours are incorporated into the data provided to the State Controller. However, since the figure has been consistently reported as 44 for the last six years, it does not appear to reflect the fluctuations in contractor hours that resulted from the pandemic.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)			
<i>Monthly Performance Reports</i>	\$4,110,343	\$3,280,276	\$4,380,892
<i>National Transit Database</i>	\$3,693,347	\$2,927,584	\$0
<i>State Controller Report</i>	\$5,548,835	\$3,482,065	\$3,770,840
Fare Revenue (Actual \$)			
<i>Monthly Performance Reports</i>	\$468,845	\$13,521	\$166,270
<i>National Transit Database</i>	\$468,894	\$13,520	\$0
<i>State Controller Report</i>	\$468,893	\$242,696	\$551,309
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	39,219	25,778	39,155
<i>National Transit Database</i>	39,256	26,250	0
<i>State Controller Report</i>	39,257	26,251	43,156
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	788,649	523,001	814,550
<i>National Transit Database</i>	788,439	523,001	0
<i>State Controller Report</i>	788,439	523,001	815,685
Passengers			
<i>Monthly Performance Reports</i>	570,705	255,591	520,023
<i>National Transit Database</i>	570,703	255,849	0
<i>State Controller Report</i>	570,703	255,728	520,013
Full-Time Equivalent Employees			
<i>State Controller Report</i>	44	44	44
<i>Per TDA methodology</i>	38	28	27

Chapter 6 | Performance Analysis

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

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

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

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

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

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

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

To calculate the TDA indicators for IVT, the following sources were employed:

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained via monthly operator summaries for each fiscal year covered by this audit. Operating Cost from the reports was compared against that reported in the State Controller Reports and appeared to be consistent with TDA guidelines. In accordance with PUC Section 99247(a), the reported costs excluded depreciation and other allowable expenses.
- Fare Revenue was not independently calculated as part of this audit. Fare revenue data were obtained via monthly operator summaries for each fiscal year covered by this audit. This appears to be consistent with TDA guidelines as well as the uniform system of accounts.
- Vehicle Service Hours (VSH) data were obtained via monthly operator summaries for each fiscal year covered by this audit. IVT's calculation methodology is consistent with PUC guidelines.
- Vehicle Service Miles (VSM) data were obtained via monthly operator summaries for each fiscal year covered by this audit. IVT's calculation methodology is consistent with PUC guidelines.
- Unlinked trip data were obtained via monthly operator summaries for each fiscal year covered by this audit. IVT's calculation methodology is consistent with PUC guidelines.
- Full-Time Equivalent (FTE) data were obtained from monthly operator summaries for each fiscal year covered by this review. Use of the TDA definition regarding FTE calculation was confirmed.

System Performance Trends

System-wide, operating cost experienced a net 6.6 percent increase during the audit period, and a 0.9 percent net increase across the last six years. Fare revenue significantly decreased during the six-year period, with most of the decline (97.1 percent) occurring in FY 2020/21 due to a free-fare period. This resulted in a net 64.5 percent decrease during the audit period.

Vehicle service hours (VSH) declined between FY 2019/20 and FY 2020/21 due to the COVID-19 pandemic. This resulted in a net 13.1 percent decrease during the audit period and a net 18.5 percent decrease during the six-year period. Vehicle service miles (VSM) steadily decreased during the last six years. This resulted in an overall net decrease of 0.2 percent during the audit period and 11.4 percent over the six-year period. Ridership declined every year with the exception FY 2021/22, though the most significant declines did not occur until FY 2019/20 and FY 2020/21 in response to the COVID-19 pandemic. This led to an 8.9 percent net decrease during the audit period and a 33.6 percent net decrease across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Despite decreases in operating cost during the audit period, cost-related metrics increased due to corresponding decreases in other performance measures. Operating cost per passenger was impacted the most, given the 8.9 percent decrease in ridership during the audit period. Passenger-related metrics fell slightly during the audit period, with passengers per VSH decreasing 8.7 percent and passengers per VSM decreasing 11.8 percent.

Exhibit 6.1 System Performance Indicators

Performance Measure	Fixed-route System					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$4,339,705	\$4,278,632	\$4,382,431	\$4,110,343	\$3,280,276	\$4,380,892
Annual Change		-1.4%	2.4%	-6.2%	-20.2%	33.6%
Fare Revenue (Actual \$)	\$646,809	\$634,556	\$643,715	\$468,845	\$13,521	\$166,270
Annual Change		-1.9%	1.4%	-27.2%	-97.1%	1129.8%
Vehicle Service Hours (VSH)	44,212	44,003	44,303	39,219	25,778	39,155
Annual Change		-0.5%	0.7%	-11.5%	-34.3%	51.9%
Vehicle Service Miles (VSM)	883,249	883,747	880,567	788,649	523,001	814,550
Annual Change		0.1%	-0.4%	-10.4%	-33.7%	55.7%
Passengers	782,836	774,947	747,878	570,705	255,591	520,023
Annual Change		-1.0%	-3.5%	-23.7%	-55.2%	103.5%
Employees	44	44	44	38	28	37
Annual Change		0.0%	0.0%	-13.6%	-26.3%	32.1%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$98.16	\$97.24	\$98.92	\$104.81	\$127.25	\$111.88
Annual Change		-0.9%	1.7%	5.9%	21.4%	-12.1%
Operating Cost/Passenger (Actual \$)	\$5.54	\$5.52	\$5.86	\$7.20	\$12.83	\$8.42
Annual Change		-0.4%	6.1%	22.9%	78.2%	-34.4%
Passengers/VSH	17.71	17.61	16.88	14.55	9.92	13.28
Annual Change		-0.5%	-4.1%	-13.8%	-31.9%	33.9%
Passengers/VSM	0.89	0.88	0.85	0.72	0.49	0.64
Annual Change		-1.1%	-3.1%	-14.8%	-32.5%	30.6%
Farebox Recovery	14.9%	14.8%	14.7%	11.4%	0.4%	3.8%
Annual Change		-0.5%	-1.0%	-22.3%	-96.4%	820.8%
Hours/Employee	1,004.8	1,000.1	1,006.9	1,032.1	920.6	1,058.3
Annual Change		-0.5%	0.7%	2.5%	-10.8%	14.9%
TDA Non-Required Indicators						
Operating Cost/VSM	\$4.91	\$4.84	\$4.98	\$5.21	\$6.27	\$5.38
Annual Change		-1.5%	2.8%	4.7%	20.3%	-14.2%
VSM/VSH	19.98	20.08	19.88	20.11	20.29	20.80
Annual Change		0.5%	-1.0%	1.2%	0.9%	2.5%
Fare/Passenger	\$0.83	\$0.82	\$0.86	\$0.82	\$0.05	\$0.32
Annual Change		-0.9%	5.1%	-4.6%	-93.6%	504.4%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.

FY 2019/20 – FY 2021/22 data from operator monthly summaries. FY 2019/20 – FY 2020/21 FTE data from State Controller Reports; FY 2019/20 – FY 2021/22 FTE data from operator monthly summaries.

Exhibit 6.2 System Ridership

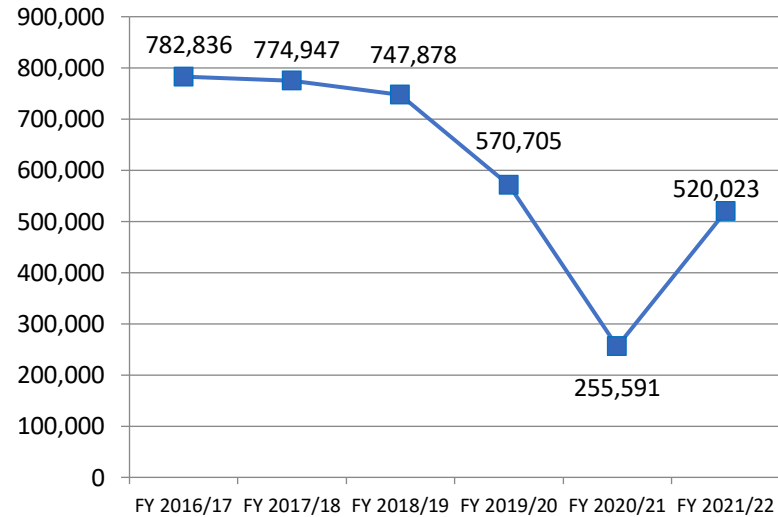


Exhibit 6.3 System Operating Cost/VSH

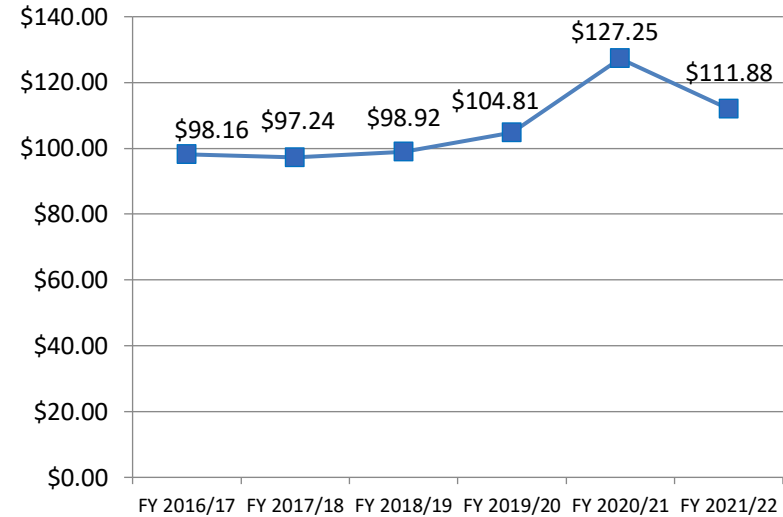


Exhibit 6.4 System Operating Cost/VSM

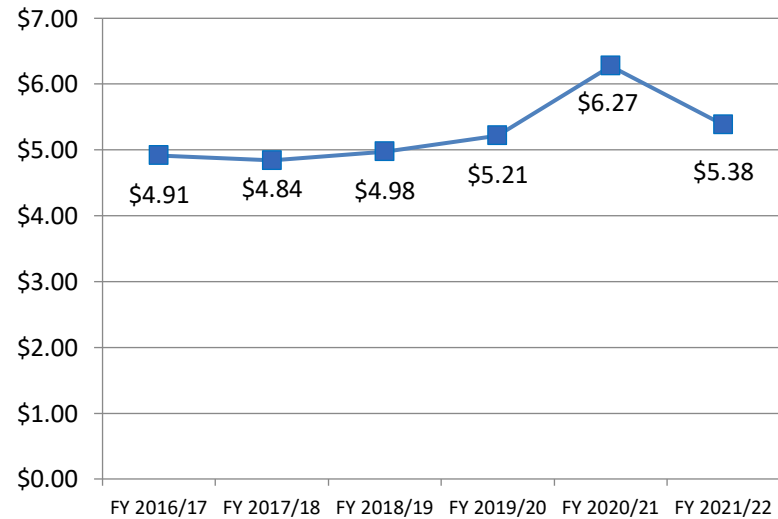


Exhibit 6.5 System VSM/VSH

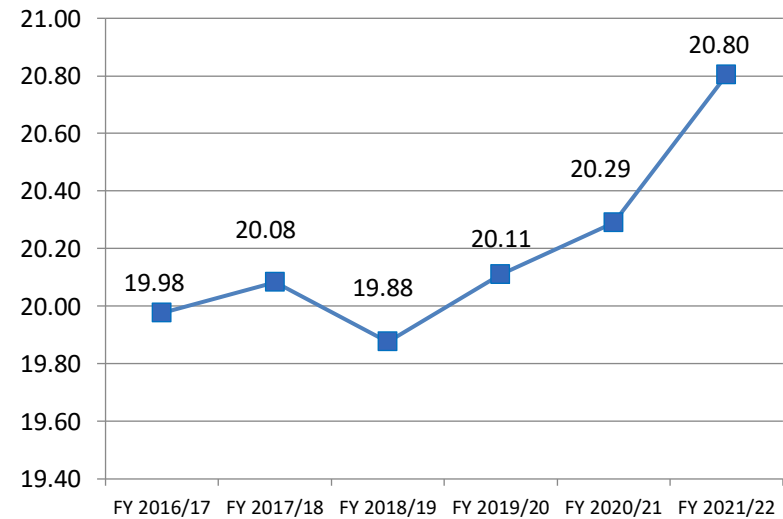


Exhibit 6.6 System Operating Cost/Passenger

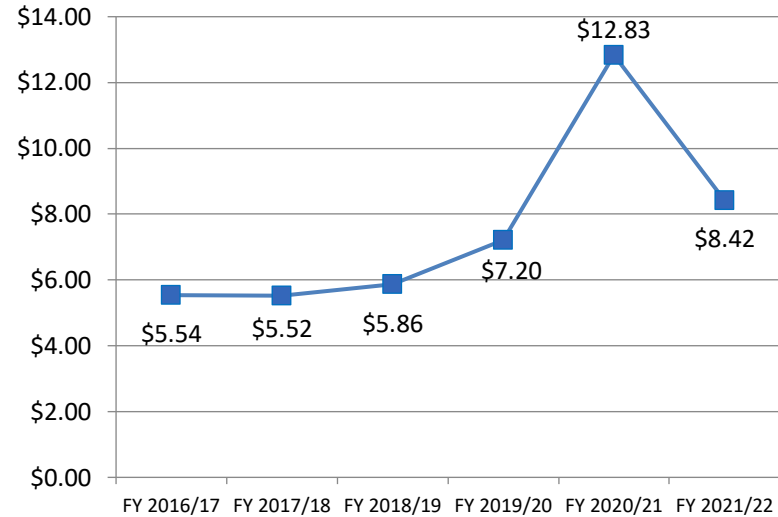


Exhibit 6.7 System Passengers/VSH

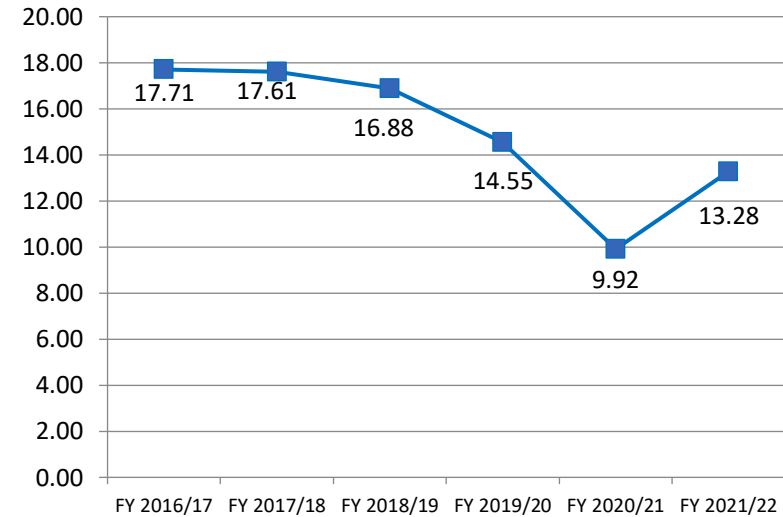


Exhibit 6.8 System Passengers/VSM

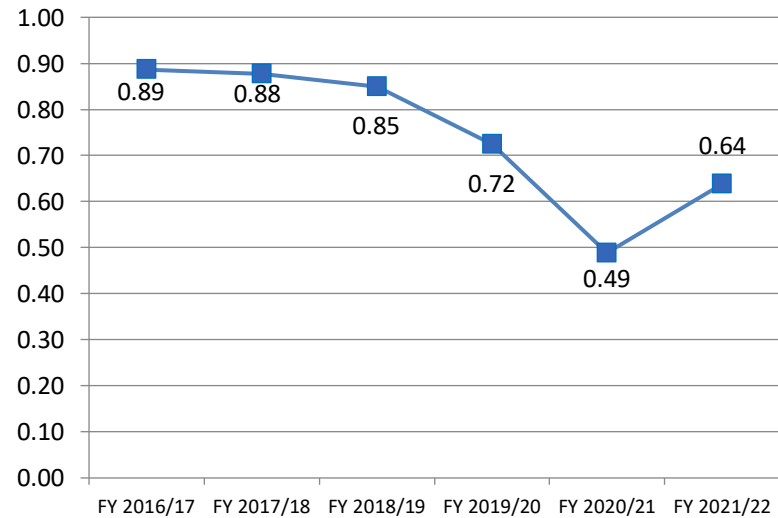


Exhibit 6.9 System VSH/FTE

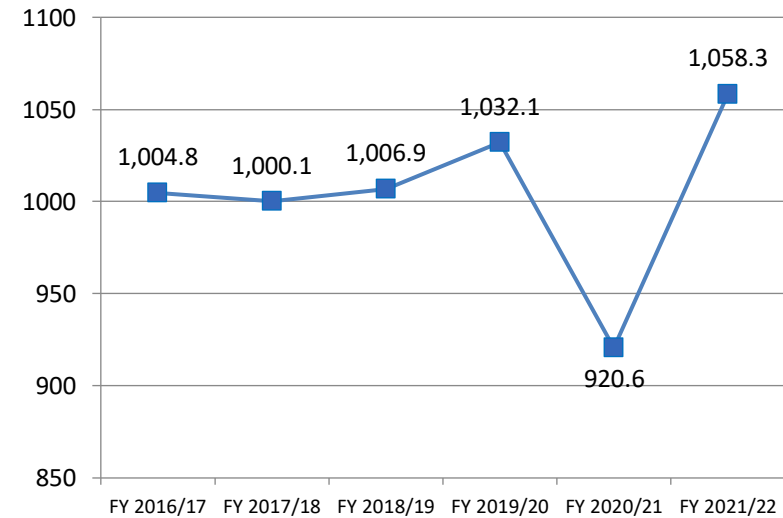


Exhibit 6.10 System Farebox Recovery

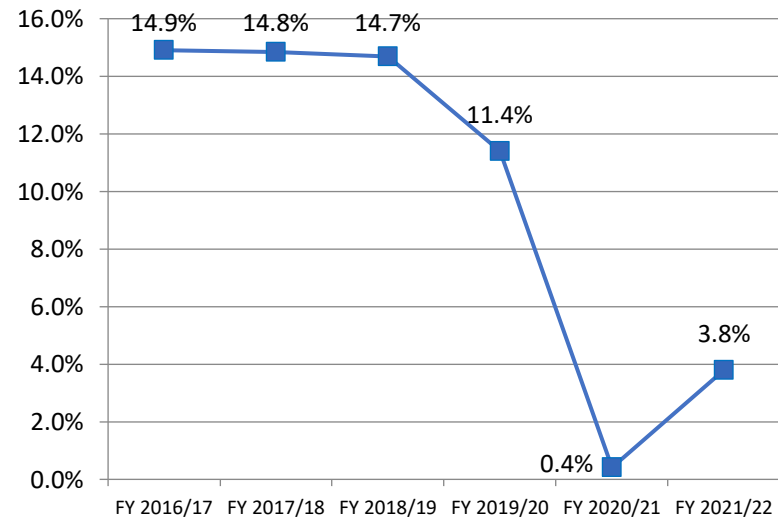
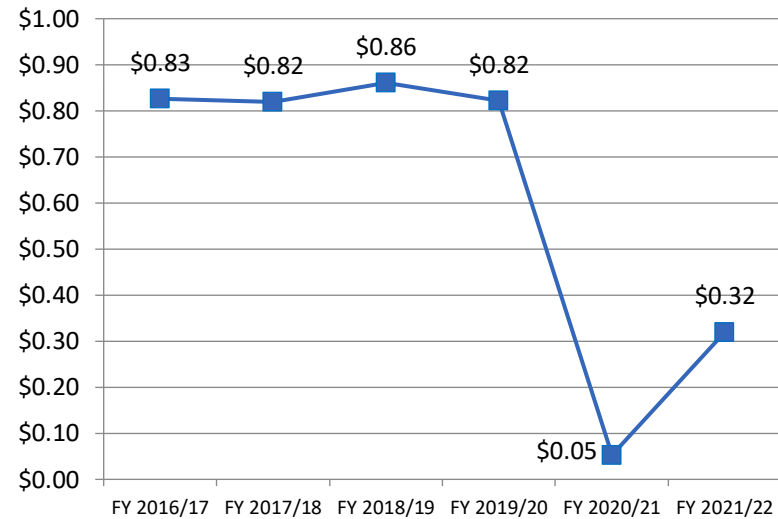


Exhibit 6.11 System Fare/Passenger



Regional Fixed-Route Performance Trends

Regional fixed-route service decreased operating costs two of the three years of the audit period, but experienced a 14.7 percent net increase over the audit period. Fare revenue fluctuated during the six-year period. This resulted in a net 63.5 percent net decrease during the audit period, and a 73.5 percent net decrease over the six-year period.

Regional fixed-route vehicle service hours decreased every year with the exceptions of FY 2018/19 and FY 2021/22. This resulted in a net 2.3 percent decrease across the six-year period but a net 9.9 percent increase during the audit period. Vehicle service miles decreased through FY 2020/21, falling 3.0 percent during the six-year period and increasing a net 8.4 percent during the audit period. Ridership declined every year until FY 2021/22. The the most significant decrease occurring in FY 2020/21 (55.1 percent). Ultimately ridership experienced a net decrease of 6.7 percent during the audit period.

Operating cost per vehicle service hour and operating cost per passenger increased during the audit period, with operating cost per passenger exhibiting the greatest change (23 percent). Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 15.2 percent and 14 percent, respectively.

Exhibit 6.12 Regional Fixed-Route Performance Indicators

Performance Measure	IVT Regional Services					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$3,447,783	\$3,396,665	\$3,485,981	\$3,218,685	\$2,619,223	\$3,692,436
Annual Change		-1.5%	2.6%	-7.7%	-18.6%	41.0%
Fare Revenue (Actual \$)	\$614,384	\$603,951	\$612,537	\$446,433	\$12,586	\$162,889
Annual Change		-1.7%	1.4%	-27.1%	-97.2%	1194.2%
Vehicle Service Hours (VSH)	34,440	34,340	34,387	30,624	20,326	33,660
Annual Change		-0.3%	0.1%	-10.9%	-33.6%	65.6%
Vehicle Service Miles (VSM)	770,087	770,437	768,229	688,875	458,723	746,857
Annual Change		0.0%	-0.3%	-10.3%	-33.4%	62.8%
Passengers	741,974	735,180	709,455	542,693	243,773	506,120
Annual Change		-0.9%	-3.5%	-23.5%	-55.1%	107.6%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$100.11	\$98.91	\$101.37	\$105.10	\$128.86	\$109.70
Annual Change		-1.2%	2.5%	3.7%	22.6%	-14.9%
Operating Cost/Passenger (Actual \$)	\$4.65	\$4.62	\$4.91	\$5.93	\$10.74	\$7.30
Annual Change		-0.6%	6.4%	20.7%	81.2%	-32.1%
Passengers/VSH	21.54	21.41	20.63	17.72	11.99	15.04
Annual Change		-0.6%	-3.6%	-14.1%	-32.3%	25.4%
Passengers/VSM	0.96	0.95	0.92	0.79	0.53	0.68
Annual Change		-1.0%	-3.2%	-14.7%	-32.5%	27.5%
Farebox Recovery	17.8%	17.8%	17.6%	13.9%	0.5%	4.4%
Annual Change		-0.2%	-1.2%	-21.1%	-96.5%	818.1%
TDA Non-Required Indicators						
Operating Cost/VSM	\$4.48	\$4.41	\$4.54	\$4.67	\$5.71	\$4.94
Annual Change		-1.5%	2.9%	3.0%	22.2%	-13.4%
VSM/VSH	22.36	22.44	22.34	22.49	22.57	22.19
Annual Change		0.3%	-0.4%	0.7%	0.3%	-1.7%
Fare/Passenger	\$0.83	\$0.82	\$0.86	\$0.82	\$0.05	\$0.32
Annual Change		-0.8%	5.1%	-4.7%	-93.7%	523.4%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.

FY 2019/20 – FY 2021/22 data from operator monthly summaries.

Exhibit 6.13 Regional Fixed-Route Ridership

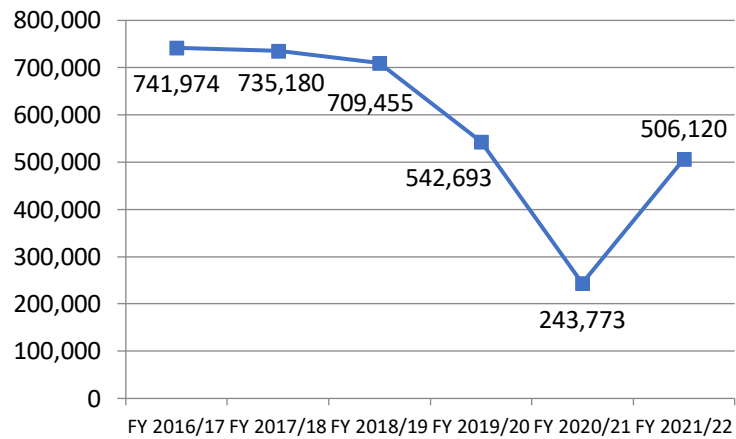


Exhibit 6.14 Regional Fixed-Route Operating Cost/VSH

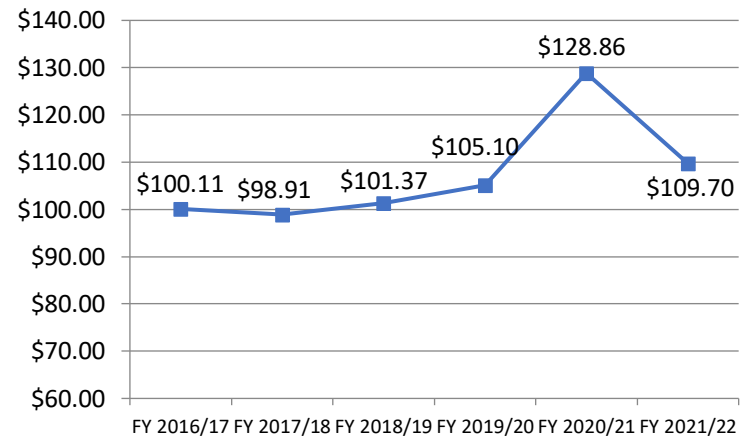


Exhibit 6.15 Regional Fixed-Route Operating Cost/VSM

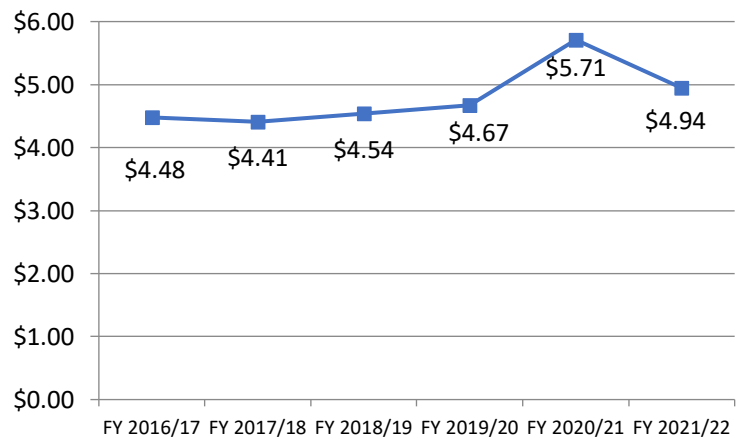


Exhibit 6.16 Regional Fixed-Route VSM/VSH

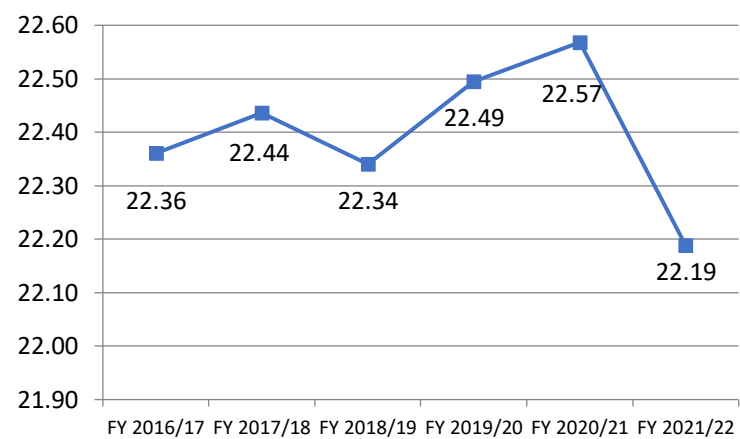


Exhibit 6.17 Regional Fixed-Route Operating Cost/Passenger

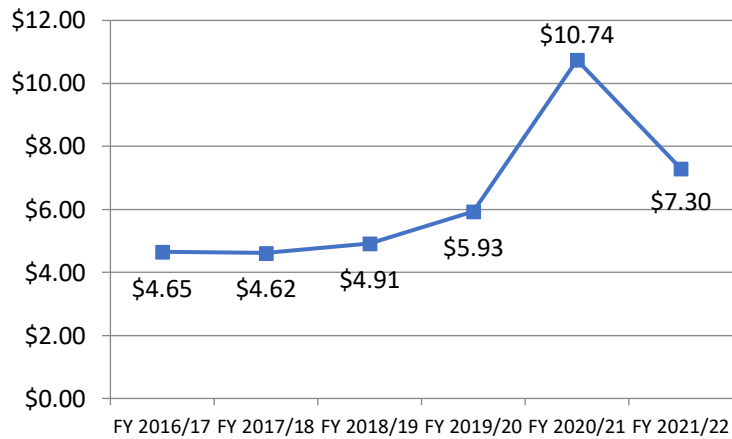


Exhibit 6.18 Regional Fixed-Route Passengers/VSH

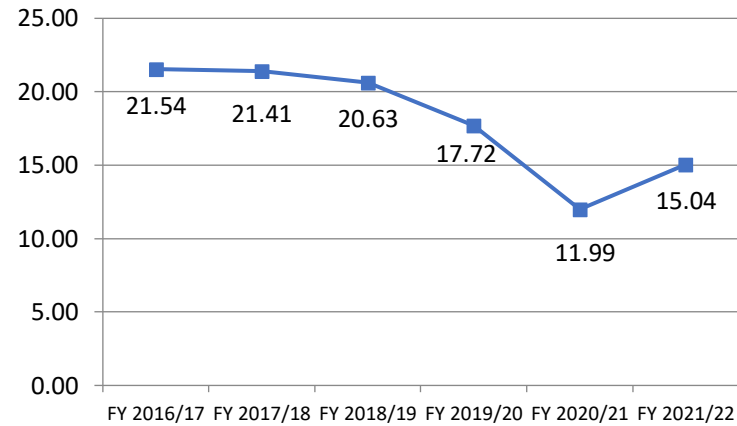


Exhibit 6.19 Regional Fixed-Route Passengers/VSM

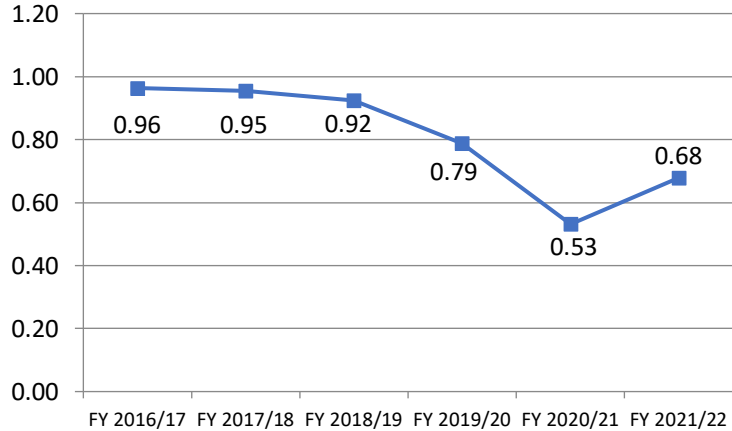


Exhibit 6.20 Regional Fixed-Route Farebox Recovery

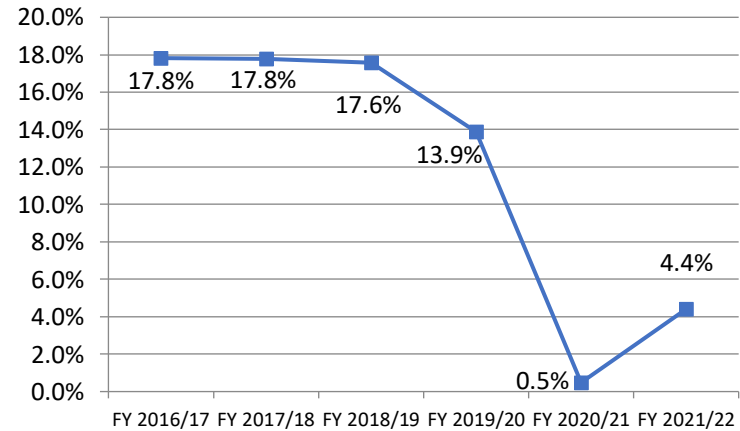
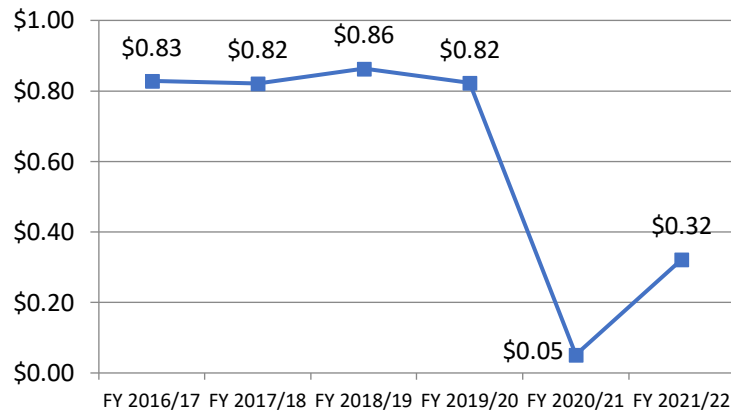


Exhibit 6.21 Regional Fixed-Route Fare/Passenger



Local Fixed-Route Performance – Blue Line

Operating costs for the Blue Line fluctuated during the audit period, experiencing a net 24.5 percent decrease during the audit period. Fare revenue declined every year during the six-year period with the exception of FY 2021/22. This resulted in a net 84.8 percent net decrease during the audit period and a 90.1 percent net decrease over the six-year period.

Blue Line vehicle service hours decreased through FY 2020/21. This resulted in a net 46.6 percent decrease across the six-year period and a net 37.6 percent decrease during the audit period. Vehicle service miles decreased through FY 2020/21, decreasing 37.3 percent during the six-year period and a net 28.5 percent during the audit period. Ridership decreased every year of the six-year period with the exception of FY 2021/22. The most significant decrease occurred in FY 2020/21 (78.6 percent). Ultimately ridership experienced a net decrease of 69.7 percent during the audit period.

Operating cost per vehicle service hour and operating cost per passenger increased during the audit period, with operating cost per passenger exhibiting the greatest change (149 percent). Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 51.4 percent and 57.6 percent, respectively.

Exhibit 6.22 Local Fixed-Route Performance Indicators – Blue Line

Performance Measure	IVT Blue Line					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$316,455	\$318,845	\$323,728	\$294,950	\$213,808	\$222,646
Annual Change		0.8%	1.5%	-8.9%	-27.5%	4.1%
Fare Revenue (Actual \$)	\$13,544	\$12,813	\$12,104	\$8,794	\$248	\$1,337
Annual Change		-5.4%	-5.5%	-27.3%	-97.2%	439.2%
Vehicle Service Hours (VSH)	3,291	3,183	3,461	2,817	1,743	1,757
Annual Change		-3.3%	8.7%	-18.6%	-38.1%	0.8%
Vehicle Service Miles (VSM)	38,140	38,044	37,724	33,455	20,762	23,921
Annual Change		-0.3%	-0.8%	-11.3%	-37.9%	15.2%
Passengers	15,333	13,856	12,857	8,588	1,838	2,603
Annual Change		-9.6%	-7.2%	-33.2%	-78.6%	41.6%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$96.16	\$100.17	\$93.54	\$104.70	\$122.65	\$126.72
Annual Change		4.2%	-6.6%	11.9%	17.2%	3.3%
Operating Cost/Passenger (Actual \$)	\$20.64	\$23.01	\$25.18	\$34.34	\$116.33	\$85.53
Annual Change		11.5%	9.4%	36.4%	238.7%	-26.5%
Passengers/VSH	4.66	4.35	3.71	3.05	1.05	1.48
Annual Change		-6.6%	-14.7%	-17.9%	-65.4%	40.5%
Passengers/VSM	0.40	0.36	0.34	0.26	0.09	0.11
Annual Change		-9.4%	-6.4%	-24.7%	-65.5%	22.9%
Farebox Recovery	4.3%	4.0%	3.7%	3.0%	0.1%	0.6%
Annual Change		-6.1%	-7.0%	-20.3%	-96.1%	417.8%
TDA Non-Required Indicators						
Operating Cost/VSM	\$8.30	\$8.38	\$8.58	\$8.82	\$10.30	\$9.31
Annual Change		1.0%	2.4%	2.7%	16.8%	-9.6%
VSM/VSH	11.59	11.95	10.90	11.88	11.91	13.62
Annual Change		3.1%	-8.8%	8.9%	0.3%	14.3%
Fare/Passenger	\$0.88	\$0.92	\$0.94	\$1.02	\$0.13	\$0.51
Annual Change		4.7%	1.8%	8.8%	-86.8%	280.7%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from operator monthly summaries.

Local Fixed-Route Performance – Green Line

Operating costs for the Green Line fluctuated during the audit period, experiencing a net 30.7 percent decrease during the audit period. Fare revenue declined every year except FY 2018/19 and FY 2021/22. This resulted in a net 87.8 percent net decrease during the audit period, and a 90.8 percent net decrease over the six-year period.

Green Line vehicle service hours decreased through FY 2020/21. This resulted in a net 54 percent decrease across the six-year period and a net 46.6 percent decrease during the audit period. Vehicle service miles decreased through FY 2020/21, decreasing 54.5 percent during the six-year period and a net 46.1 percent during the audit period. Ridership fluctuated throughout the six-year period with the most significant decrease occurring in FY 2020/21 (69.2 percent). Ultimately ridership experienced a net decrease of 56.5 percent during the audit period.

Operating cost per vehicle service hour and operating cost per passenger increased during the audit period, with operating cost per passenger exhibiting the greatest change (59.4 percent). Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 18.5 percent and 19.2 percent, respectively.

Exhibit 6.23 Local Fixed-Route Performance Indicators – Green Line

Performance Measure	IVT Green Line					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$313,449	\$318,918	\$323,758	\$289,661	\$192,886	\$200,776
Annual Change		1.7%	1.5%	-10.5%	-33.4%	4.1%
Fare Revenue (Actual \$)	\$7,651	\$7,455	\$8,042	\$5,760	\$279	\$702
Annual Change		-2.6%	7.9%	-28.4%	-95.2%	151.8%
Vehicle Service Hours (VSH)	3,183	3,184	3,171	2,742	1,452	1,464
Annual Change		0.0%	-0.4%	-13.5%	-47.0%	0.8%
Vehicle Service Miles (VSM)	38,523	38,672	38,287	32,547	17,457	17,528
Annual Change		0.4%	-1.0%	-15.0%	-46.4%	0.4%
Passengers	11,141	10,921	11,230	8,551	2,631	3,719
Annual Change		-2.0%	2.8%	-23.9%	-69.2%	41.4%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$98.48	\$100.16	\$102.10	\$105.65	\$132.82	\$137.17
Annual Change		1.7%	1.9%	3.5%	25.7%	3.3%
Operating Cost/Passenger (Actual \$)	\$28.13	\$29.20	\$28.83	\$33.87	\$73.31	\$53.99
Annual Change		3.8%	-1.3%	17.5%	116.4%	-26.4%
Passengers/VSH	3.50	3.43	3.54	3.12	1.81	2.54
Annual Change		-2.0%	3.3%	-11.9%	-41.9%	40.2%
Passengers/VSM	0.29	0.28	0.29	0.26	0.15	0.21
Annual Change		-2.4%	3.9%	-10.4%	-42.6%	40.8%
Farebox Recovery	2.4%	2.3%	2.5%	2.0%	0.1%	0.3%
Annual Change		-4.2%	6.3%	-19.9%	-92.7%	141.9%
TDA Non-Required Indicators						
Operating Cost/VSM	\$8.14	\$8.25	\$8.46	\$8.90	\$11.05	\$11.45
Annual Change		1.4%	2.5%	5.2%	24.2%	3.7%
VSM/VSH	12.10	12.15	12.07	11.87	12.02	11.98
Annual Change		0.4%	-0.6%	-1.7%	1.3%	-0.4%
Fare/Passenger	\$0.69	\$0.68	\$0.72	\$0.67	\$0.11	\$0.19
Annual Change		-0.6%	4.9%	-5.9%	-84.3%	78.1%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from operator monthly summaries.

Local Fixed-Route Performance – Gold Line

Operating costs for the Gold Line fluctuated during the audit period, experiencing a net 13.7 percent decrease during the audit period. Fare revenue declined every year except FY 2018/19 and FY 2021/22. This resulted in a net 82.9 percent net decrease during the audit period, and an 88 percent net decrease over the six-year period.

Gold Line vehicle service hours decreased through FY 2020/21. This resulted in a net 31 percent decrease across the six-year period and a net 25.1 percent decrease during the audit period. Vehicle service miles decreased through FY 2020/21, decreasing 28.1 percent during the six-year period and a net 22.3 percent during the audit period. Ridership fluctuated throughout the six-year period with the most significant decrease occurring in FY 2020/21 (32.4 percent). Ultimately ridership experienced a net decrease of 30.3 percent during the audit period.

Operating cost per vehicle service hour and operating cost per passenger increased during the audit period, with operating cost per passenger exhibiting the greatest change (23.8 percent). Passenger-related productivity metrics (passengers per VSH and passengers per VSM) saw decreases of 6.9 percent and 10.3 percent, respectively.

Exhibit 6.24 Local Fixed-Route Performance Indicators – Gold Line

Performance Measure	IVT Gold Line					
	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Operating Cost (Actual \$)	\$262,018	\$244,204	\$248,964	\$307,047	\$254,359	\$265,034
Annual Change		-6.8%	1.9%	23.3%	-17.2%	4.2%
Fare Revenue (Actual \$)	\$11,230	\$10,337	\$11,032	\$7,858	\$408	\$1,342
Annual Change		-8.0%	6.7%	-28.8%	-94.8%	229.1%
Vehicle Service Hours (VSH)	3,298	3,296	3,284	3,036	2,256	2,275
Annual Change		-0.1%	-0.4%	-7.6%	-25.7%	0.8%
Vehicle Service Miles (VSM)	36,499	36,594	36,327	33,772	26,059	26,244
Annual Change		0.3%	-0.7%	-7.0%	-22.8%	0.7%
Passengers	14,388	14,990	14,336	10,873	7,349	7,581
Annual Change		4.2%	-4.4%	-24.2%	-32.4%	3.2%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$79.45	\$74.09	\$75.81	\$101.14	\$112.74	\$116.52
Annual Change		-6.7%	2.3%	33.4%	11.5%	3.4%
Operating Cost/Passenger (Actual \$)	\$18.21	\$16.29	\$17.37	\$28.24	\$34.61	\$34.96
Annual Change		-10.5%	6.6%	62.6%	22.6%	1.0%
Passengers/VSH	4.36	4.55	4.37	3.58	3.26	3.33
Annual Change		4.2%	-4.0%	-18.0%	-9.1%	2.3%
Passengers/VSM	0.39	0.41	0.39	0.32	0.28	0.29
Annual Change		3.9%	-3.7%	-18.4%	-12.4%	2.4%
Farebox Recovery	4.3%	4.2%	4.4%	2.6%	0.2%	0.5%
Annual Change		-1.2%	4.7%	-42.2%	-93.7%	215.8%
TDA Non-Required Indicators						
Operating Cost/VSM	\$7.18	\$6.67	\$6.85	\$9.09	\$9.76	\$10.10
Annual Change		-7.0%	2.7%	32.7%	7.4%	3.5%
VSM/VSH	11.07	11.10	11.06	11.12	11.55	11.54
Annual Change		0.3%	-0.4%	0.6%	3.8%	-0.1%
Fare/Passenger	\$0.78	\$0.69	\$0.77	\$0.72	\$0.06	\$0.18
Annual Change		-11.6%	11.6%	-6.1%	-92.3%	219.0%

Sources: FY 2016/17 – FY 2018/19 data from prior Triennial Performance Audit.
FY 2019/20 – FY 2021/22 data from operator monthly summaries.

Exhibit 6.25 Local Fixed-Route Ridership

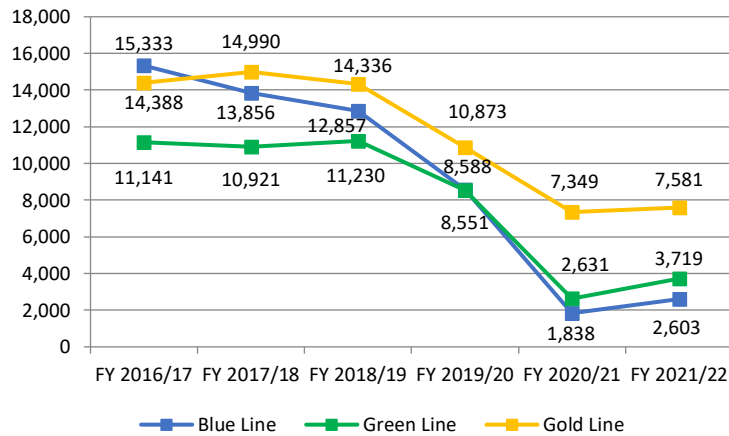


Exhibit 6.26 Local Fixed-Route Operating Cost/VSH

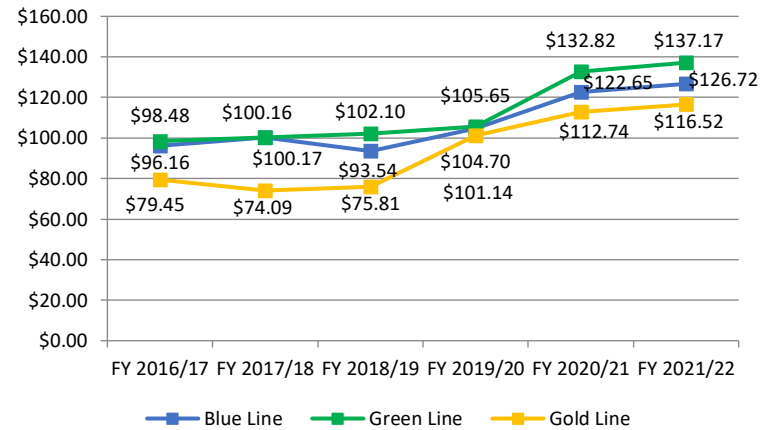


Exhibit 6.27 Local Fixed-Route Operating Cost/VSM

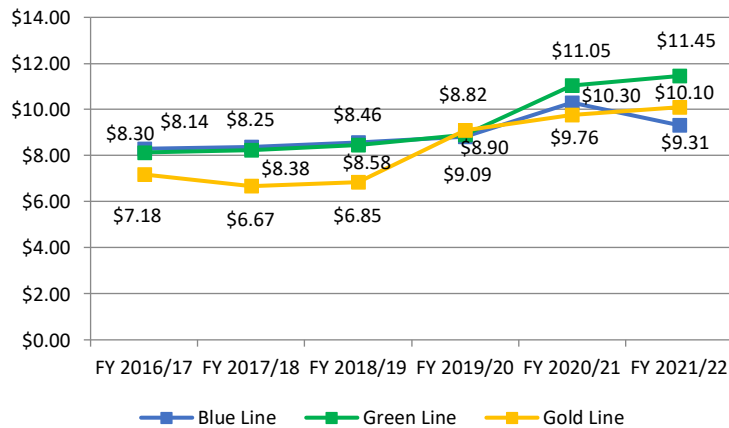


Exhibit 6.28 Local Fixed-Route VSM/VSH

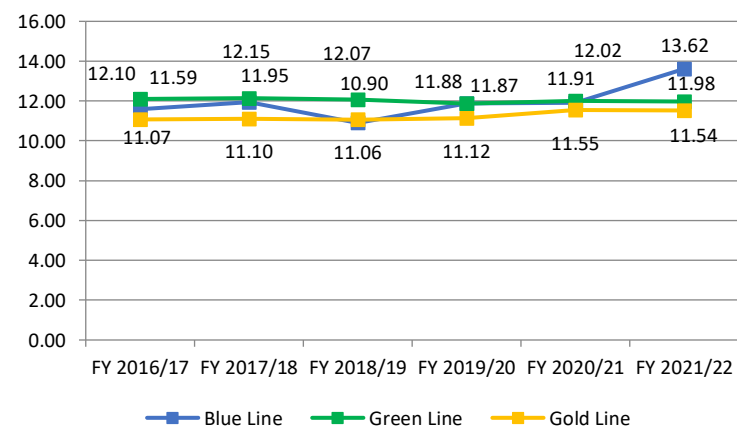


Exhibit 6.29 Local Fixed-Route Operating Cost/Passenger

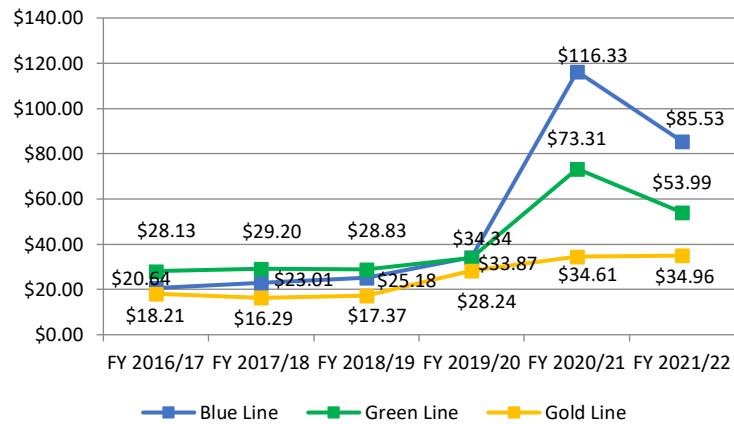


Exhibit 6.30 Local Fixed-Route Passengers/VSH

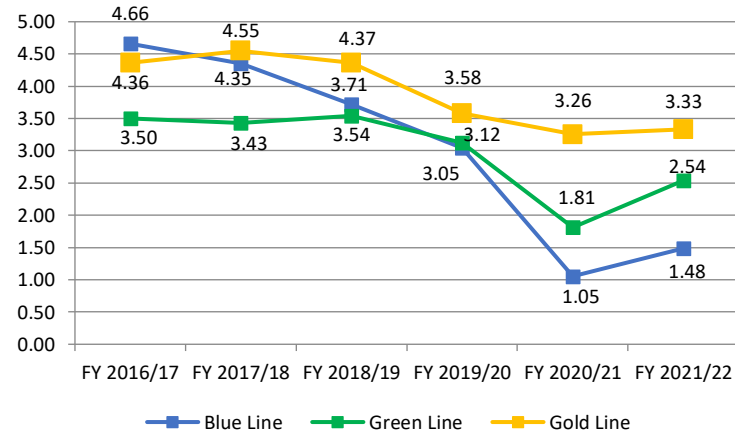


Exhibit 6.31 Local Fixed-Route Passengers/VSM

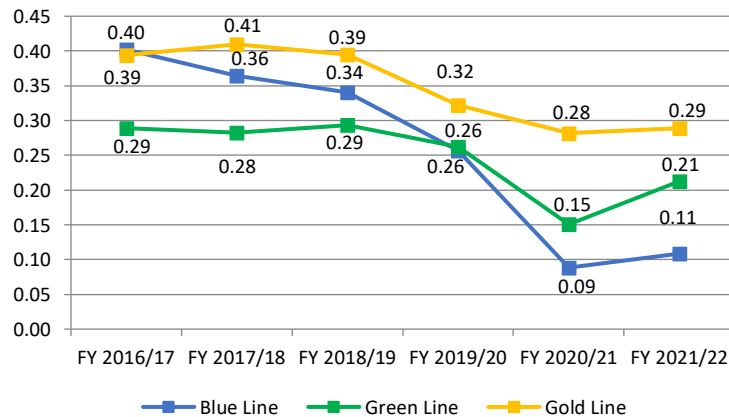


Exhibit 6.32 Local Fixed-Route Farebox Recovery

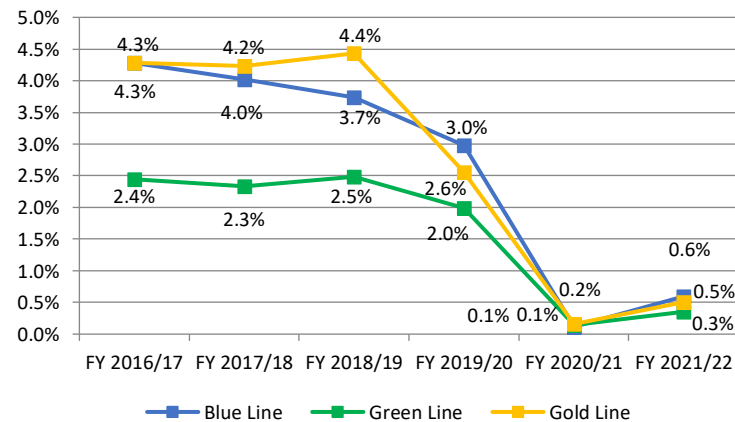
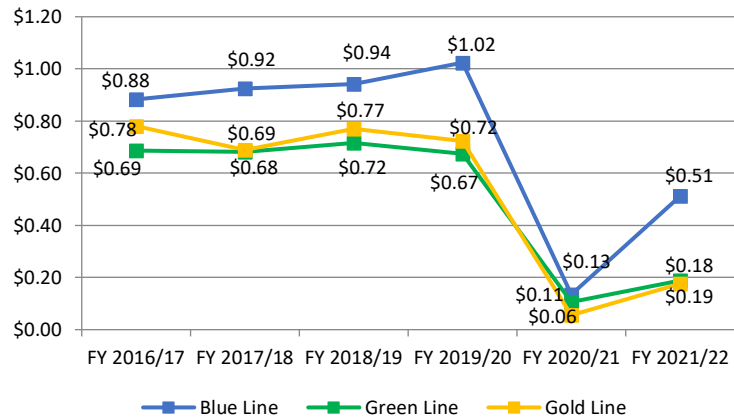


Exhibit 6.33 Local Fixed-Route Fare/Passenger



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Chapter 7 | Functional Review

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

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

Service Overview

Imperial Valley Transit (IVT) provides fixed-route transit service within and between the communities of Brawley, Calexico, Calipatria, El Centro, Heber, Holtville, Imperial, Niland, Seeley, and Westmorland in Imperial County. IVT operates 12 fixed routes that are a combination of local circulators and inter-community services. Service is operated seven days per week on Routes 1 and 2, and Monday through Saturday on Routes 3, 4, 31, and 32. All other routes operate Monday through Friday, except for Route 51, which provides service on Thursday only. Service days and times by individual route are shown in Exhibit 7.1.

Exhibit 7.1 IVT Routes

Route	Communities Served	Service Days	Service Hours
1N/1S	Calexico, El Centro, Heber	Monday – Friday	5:45 a.m. – 11:23 p.m.
		Saturday	5:55 a.m. – 8:30 p.m.
		Sunday	7:00 a.m. – 5:10 p.m.
2N/2S	Brawley, Calipatria, El Centro, Imperial, Niland, Westmorland	Monday - Friday	5:45 a.m. – 10:45 p.m.
		Saturday	6:00 a.m. – 8:20 p.m.
		Sunday	7:15 a.m. – 5:00 p.m.
3E/3W	El Centro, Holtville, Imperial	Monday - Friday	7:11 a.m. – 7:40 p.m.
		Saturday	2 trips EB/3 trips WB
4E/4W	El Centro, Imperial, Seeley	Monday – Friday	7:00 a.m. – 5:50 p.m.
		Saturday	3 trips EB/3 trips WB
21N/21S (IVC Express)	Calexico, Imperial Valley College	Monday – Thursday	6 AM trips to IVC NB/ 5 PM trips to Calexico SB
		Friday	3 AM trips to IVC NB/ 3 PM trips to Calexico SB
22N/22S (IVC Express)	Brawley, Calipatria, Imperial Valley College, Niland	Monday – Friday	2 AM trips to IVC NB/ 2 PM trips to Niland SB
31D (Direct)	Brawley, Calexico	Monday – Saturday	4 trips per day SB

Route	Communities Served	Service Days	Service Hours
32D (Direct)	Brawley, Calexico	Monday – Saturday	4 trips per day NB
41S (Fast)	Brawley, El Centro, Imperial	Monday – Friday	1 AM trip per day SB
45W (Fast)	El Centro, Holtville	Monday – Friday	1 trip per day WB
51N/51S	Slab City, Bombay Beach, Brawley, Calipatria, Niland	Thursday	1 AM trip/1 PM trip
Blue	El Centro (circulator)	Monday – Friday	6:00 a.m. – 6:38 p.m.
Gold	Brawley (circulator)	Monday – Friday	8:17 a.m. – 5:12 p.m.
Green	El Centro (circulator)	Monday – Friday	7:10 a.m. – 5:33 p.m.

The IVT service area is divided into six zones: Zone 1 (Bombay Beach), Zone 2 (Calipatria and Niland), Zone 3 (Brawley and Westmorland), Zone 4 (Imperial, El Centro, IVC, Heber, and Seeley), Zone 5 (Heber and Calexico), and Zone 6 (Holtville). Fare pricing for the regular fixed-route service is based on travel within a local zone or between zones (regional). Fares for Direct, IVC Express, and Fast services are as shown in Exhibit 7.2.

Exhibit 7.2 IVT Fare Structure

Fare Category	Fare
IVT Fixed-Route Service	
Regular fare – Local zone (one-way)	\$1.00
Regular fare – Regional zone (one-way)	\$1.25
Senior/disabled fare – Local zone (one-way)	\$0.50
Senior/disabled fare – Regional zone (one-way)	\$0.60
20-ride ticket booklet – Local zone	\$16.00
20-ride ticket booklet – Regional zone	\$20.00
20-ride Senior/Disabled ticket booklet – Local zone	\$10.00
20-ride Senior/Disabled ticket booklet – Regional zone	\$12.00
IVT Direct Service	
Regular fare (one-way)	\$2.50
IVC Express Service	
Students (one-way)	\$1.25
Non-students (one-way)	\$1.75
20-ride ticket booklet (students only)	\$25.00
Fast Service	
Regular fare (one-way)	\$2.25

The ICTC received a grant that allowed it to offer free fares for nearly two years, from August 2020 through July 2022. At that time all services reverted to their regular fares.

Response to COVID-19 pandemic

The initial impact on IVT's service was drastic, as ridership dropped from 2,000 to 3,000 passengers per day down to 700 to 800. That was not something the contractor could prepare for, and had to move quickly to respond. Drivers were concerned about working. Ultimately the decision was made to operate a Saturday schedule. The contractor got enough drivers to run the Saturday service and furloughed

everyone else. Work shifts had to be rebid as the workforce dropped from approximately 60 to 34 drivers. The Saturday schedule was maintained for 15 months, through July 1, 2021. First Transit began calling back its furloughed drivers by seniority in June 2021, but only about 20 chose to return to work.

IVT is still operating a reduced number of trips on its Blue, Green, and Gold lines. Many riders have found alternatives to transit – such as through purchasing a car or riding with friends – and the demand has remained suppressed. Current ridership has rebounded to approximately 80 to 85 percent of what it was prior to the COVID-19 pandemic for the system overall, though it is closer to 50 percent for the community circulators.

One of the biggest lessons learned during the pandemic was not to take anything for granted. While it is difficult to prepare for something like this, management felt it could have been more prepared. Supplies and protective equipment were very difficult to get at first, especially during the first two to three weeks. After that First Transit’s corporate office was able to provide them with what they needed, including personal protective equipment (PPE), hand sanitizer, and foggers to sanitize the buses. The operations contractor has kept everything on hand should an additional need arise.

General Management and Organization

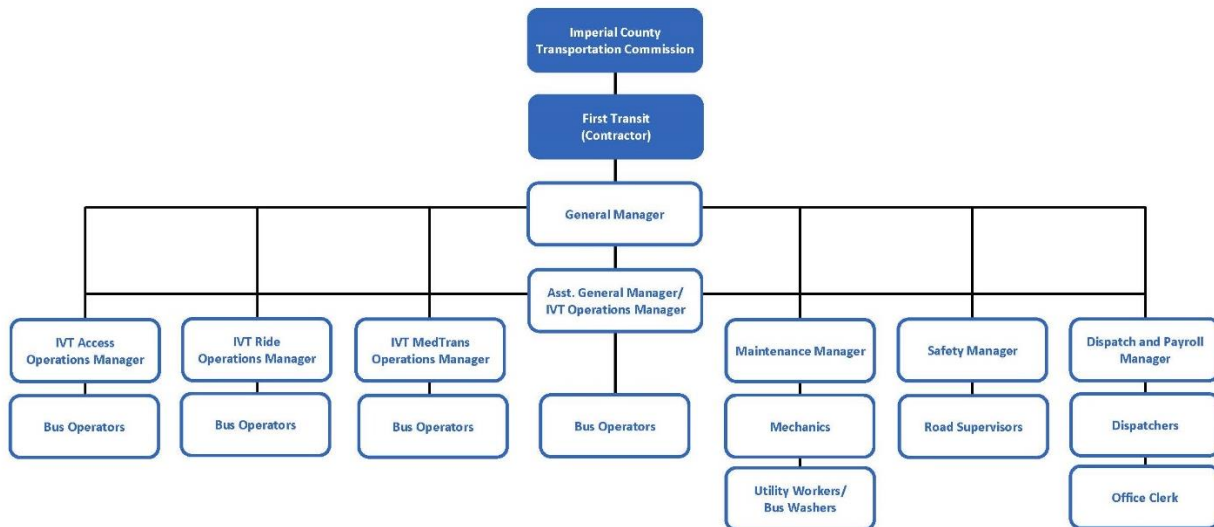
All Imperial Valley Transit operations (fixed-route and demand-response) are contracted to First Transit under four separate contracts. The current contracts extend through FY 2023/24. First Transit operates the IVT programs with a great deal of autonomy. An operations manager oversees each individual service, with the general manager overseeing the entire transit operation. Daily monitoring includes reviewing reports, spreadsheets, on-time performance, miles, revenue, and ridership. Managers regularly conduct road observations, time checks, and ride-alongs.

Contract management is provided by Imperial County Transit Commission (ICTC). While there is daily communication with First Transit, a formal report is submitted with the monthly invoice. The ICTC also holds quarterly meetings with the contractor. The ICTC would benefit from additional staff for transit oversight and is in the process of backfilling several positions left vacant by recent staffing changes.

The Imperial Valley Transportation Commission is the governing body for Imperial Valley Transit. ICTC staff take transit information to the Board on an as-needed basis, such as when there are significant modifications or major projects. While the Board does not get very involved in the day-to-day operation of the transit program, there is a new Board member that has expressed a strong interest in how transit impacts the area they represent. Members of the Board ask questions during meetings, including about areas where ridership is low or where there is perceived demand.

First Transit’s Imperial Valley Transit organizational chart is illustrated in Exhibit 7.3.

Exhibit 7.3 Organizational Chart



Service Planning

All service planning is undertaken by the Imperial County Transportation Commission. The most recent Short Range Transit Plan for Imperial County was completed in January 2019. The next SRTP update is scheduled for 2024. In general, recommendations focused on increasing the span and frequency of service on weekends, weekdays, and holidays on existing routes. First Transit staff noted the ICTC is diligent about seeking feedback from the contractor while considering any changes to the service.

The ICTC is currently in the process of conducting rider surveys as part of its Unmet Transit Needs process. Public participation activities are undertaken any time there are changes to service or when projects are rolled out. Recently, four public meetings were conducted as part of the ICTC's Long Range Transportation Plan with four additional meetings planned.

Administration

Budgeting for transit is a cooperative process. First Transit develops its budget based on its contract for each service with the ICTC. Each contract stipulates billing rates and revenue hour constraints. Once the ICTC has the contractor costs, staff review anticipated state and federal revenues and break down expenses, anticipated planning, contingencies, and vehicle needs for the year, then build the transit budget. The transit budget is incorporated into the agency budget for the year, which is approved by the ICTC Board.

The ICTC is responsible for applying for and managing all grants. In addition to the First Transit contracts, the ICTC also manages a contract with Via for a demonstration micro-transit project. First Transit provides insurance and handles all claims. Imperial County provides legal services and internal auditing.

First Transit handles its own payroll through an outside service. Most vendor checks related to transit service are issued by First Transit. Other vendor checks are issued by the ICTC, depending on the purchase.

All procurement practices conform with FTA and state requirements. The ICTC completed some updates to its procurement manual during its prior FTA Triennial Review, and will make additional updates should any issues be identified by the FTA during the current Triennial Review.

Marketing and Public Information

Marketing responsibilities are shared between the ICTC and First Transit. The ICTC maintains the transit websites and provides service brochures, while First Transit attends events and provides information. ICTC staff may also attend events, and the ICTC provides mobility training to seniors. The ICTC utilizes a consultant for its marketing. ICTC staff coordinate with the marketing consultant, while First Transit provides input as to what needs to be ordered. The ICTC's budget for marketing is separate from its operations contract.

Customer service calls are logged and a monthly report is provided to the ICTC. Fixed-route calls are not tracked by the type of call. Complaints received through the ICTC are forwarded to First Transit. Valid complaints are forwarded to the operations manager of the individual service for investigation, and can be escalated to the general manager if necessary. A form is completed by the dispatcher or customer service representative for all valid complaints. Simple issues that can be resolved by the dispatcher (such as an inquiry about a bus status) are not logged.

Public perception of IVT is generally positive. Most complaints focus on not having enough service, especially on the weekends.

Scheduling, Dispatch, and Operations

Drivers are shared among all IVT services. There are currently 41 full-time employees and nine part-time employees. While this is considered to be fully staffed, First Transit would like to hire one or two additional drivers, as it currently has no extras. Most part-time drivers have other jobs, so their availability may be limited.

Employees are represented by Teamsters Local 542, though there are different collective bargaining agreements (CBAs) for drivers, dispatchers, etc. Bids are seniority-based and, for the fixed-route service, take place twice each year, typically in August and February. College routes are not included in the bid, but are covered by part-time drivers. Part-time work is assigned by seniority. Part-time drivers cover vacations, FMLA leave, etc., with additional coverage by full-time drivers with availability. In the case of unscheduled absences (call-outs), road supervisors may be called up on pre-trip a vehicle or start a route until someone can be called in to cover it.

All drivers start on the fixed-route service, then transition to paratransit. Everyone is cross-trained for the different routes and services. Vehicles are assigned based on service, as all services are separately branded. All available vehicles are posted on the board in the Dispatch office by maintenance each night, along with a list of out-of-service vehicles. Dispatch then makes assignments from the available vehicles.

IVT utilizes manual (vault-style) fareboxes. Fareboxes are pulled from the buses at the end of the shift and brought to the Dispatch office. The farebox number is logged and the box is put in the safe room. Money counting is done the following day by two individuals wearing white coveralls. The cash is placed in sealed bags and picked up by armored car daily.

Personnel Management and Training

As noted above, First Transit anticipates recruiting one to two more drivers to provide additional cover, though it is considered fully staffed. The corporate office handles recruitment, most of which is done online. The local team reviews applications and conducts interviews. Approximately 80 percent of applicants do not have a commercial driver's license. Among those that already have their Class B license, the majority are hired. First Transit offers full training and licensing, and finds that applicants with no experience or commercial license tend to be good employees, as they have not developed any bad habits yet.

Various activities are used to motivate employees, including employee of the month (which features a reserved parking space), bringing in donuts and coffee, and safe driver awards (based on DriveCam reviews). Safety meetings often include small prizes for quizzes and other activities, such as safety pep rallies. It is difficult to do events because there is always someone on duty, so most big activities occur on Sundays. Apart from the COVID-19 pandemic, turnover is typically pretty low. Within the last year, First Transit lost about five employees, though some years they lose none. Last year, two drivers left due to other opportunities while the others were terminated.

There is a full-time on-site Safety Manager who conducts safety meetings and daily safety messaging over the radio. First Transit holds seven safety meetings every month, and the Safety Solutions team meets once a month. Drive Cams on the buses are used to coach drivers – both to correct and offer positive reinforcement. Safety personnel may also coach any members of the public on the property regarding observed unsafe practices (such as the yard speed limit). Safety is the prime goal. First Transit also has a mechanism for drivers to report unsafe conditions, near misses, or potential hazards, which can then be discussed at safety meetings or as a catalyst for preventive actions.

The training team includes four trainers and the training course meets state requirements. It can take recruits through the entire training and licensing process using a TSI trainer. The only thing not provided is DMV testing. First Transit has DMV testers in San Diego and Pasadena if there is too long a wait with the local DMV.

Maintenance

First Transit's preventive maintenance program for all IVT services conforms with manufacturer specifications. The software program tracks the preventive maintenance schedule to ensure inspections are completed at the required time. At present, maintenance does not conflict with regular vehicle use as the reduced demand has resulted in extra spare vehicles. Warranty work is tracked, though none of the buses are currently under warranty.

The current maintenance facility includes three bays and two sets of lifts. However, the big buses cannot be lifted all the way or they will hit the roof. First Transit performs all maintenance work in-house except for body work and windows. In recent years, delays in getting some parts has led the ICTC to recommend sending out some work to local vendors that would typically be done in-house in order to speed up the process.

Access to the parts room is restricted to the Maintenance Manager and mechanics. All parts are tagged and tracked by work order. The work orders are reviewed by the Maintenance Manager and tracked in

the maintenance software. First Transit maintains a sufficient inventory of commonly used parts. It had some challenges in getting Plexiglas for driver shields, but that has improved.

Maintenance is notified promptly of vehicle breakdowns. Lock out/tag out procedures are used to keep unsafe vehicles and shop equipment from being used. A board in the dispatch office lists the out-of-service vehicles as well as the reason they are out of service. The board is updated when a vehicle is back in service.

The ICTC owns all transit vehicles. A fleet replacement plan is in place, and the ICTC is actively working on replacements as vehicles exceed their useful life.

Exhibit 7.4 IVT's Transit Fleet

Quantity	Year	Make & Model	Fuel
10	2012	Gillig Low-Floor	Diesel
6	2015	Gillig Low-Floor	Diesel
6	2016	Ford Starcraft	Gas
5	2017	Ford Starcraft	Gas
1	2017	MV 1 (emergency service vehicle)	Gas
1	2018	Ford Starcraft	Gas
1	2019	Ford Starcraft	Gas
1	2020	Ford Starcraft	Gas

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Chapter 8 | Findings and Recommendations

Conclusions

With one exception, Moore & Associates, Inc. finds Imperial Valley Transit to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with IVT staff, analysis of program performance, and an audit of program compliance and function, the audit team presents one compliance finding:

1. State Controller Reports were submitted after the stipulated deadline in FY 2020/21 and FY 2021/22.

The audit team identified one functional finding. While this finding is not a compliance finding, the audit team believes it warrants inclusion in this report:

1. The TDA fiscal audit does not show how the farebox recovery ratio is calculated, only provides the actual ratio against the required ratio.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the IVT's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Compliance Finding 1: State Controller Reports were submitted after the stipulated deadline in FY 2020/21 and FY 2021/22.

Criteria: Public Utilities Code Section 99243 requires transit operators in receipt of TDA funds to submit annual reports to the State Controller within 90 days following the end of the fiscal year (110 days if filing electronically). Beginning FY 2016/17, this submittal deadline was amended to January 31 following the end of the fiscal year. Beginning with the online reporting for FY 2017/18, the cover sheet is timestamped with the submittal date and time upon its generation. This makes it easier to determine when the report was actually submitted.

Condition: Submittal of the State Controller Report is the responsibility of the ICTC. In FY 2019/20, the report was submitted on February 1, 2021, which was the deadline that year due to January 31 falling on a Sunday. In FY 2020/21, the report was submitted on February 22, 2022, approximately three weeks

following the deadline. In FY 2021/22 the timeliness had improved, though the report was still submitted on February 14, 2023, two weeks after the deadline.

Cause: Several challenges can result in reports being submitted late, including the unavailability of final data and lack of awareness regarding submittal deadlines.

Effect: Late submittals can place an operator out of compliance with the TDA.

Recommendation: Ensure State Controller Reports are submitted in a timely manner.

Recommended Action: The ICTC should take whatever actions are necessary to ensure an on-time submittal of the State Controller Reports. This may require working with other entities to adjust other submittal deadlines to ensure audited data is available.

Timeline: Ongoing.

Anticipated Cost: Negligible.

Functional Finding 1: The TDA fiscal audit does not show how the farebox recovery ratio is calculated, only provides the actual ratio against the required ratio.

Criteria: PUC 99245 requires the completion of an annual fiscal audit by recipients of funds under the TDA. These audits typically include an assessment of compliance with the farebox recovery ratio.

Condition: The ICTC's audit includes a comparison of the actual farebox recovery ratio for each IVT transit program to the required ratio for that program. It does not, however, include detail about how that ratio was calculated. In the FY 2020/21 and FY 2021/22 audits, the exact same ratios were provided for each program, but because there were no calculations provided, it was impossible to determine whether this was an error or if they actually were the same. This did not affect compliance, as penalties for non-compliance with the farebox recovery ratio in those years were waived under AB 149. Once those waivers expire, it will be important to document how farebox recovery ratio is calculated within the audit.

Cause: The TDA requires compliance to be confirmed, but does not indicate the level of detail to be included.

Effect: As a result, full information is not included, so there is no way to confirm the accuracy of the farebox recovery ratio calculation in the audit.

Recommendation: Include a detailed breakdown of the farebox recovery ratio calculation in future TDA fiscal audits.

Recommended Action: Working with its auditors, the ICTC should include a breakdown of the farebox recovery ratio calculation for each service in the audit. At a minimum, the calculation should include the revenues being counted as fare revenues and local supplementation as well as the operating cost, exclusive of depreciation. Ideally, it would be presented as follows:

Fares	\$90,000
Local subsidies	\$75,000
Total fare revenues	\$165,000
Operating expenses	\$1,000,000
Less: depreciation	(\$100,000)
Net operating expenses	\$900,000
Fare ratio	18.33%
Required ratio	17.00%

Timeline: FY 2022/23.

Anticipated Cost: None.

Exhibit 8.1 Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Ensure State Controller Reports are submitted in a timely manner.	Medium	Ongoing
Functional Recommendations		Importance	Timeline
1	Include a detailed breakdown of the farebox recovery ratio calculation in future TDA fiscal audits.	Medium	FY 2022/23

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