Appendices

Appendix I.

Comprehensive Transportation Plan and Regional Transit Study Fact Sheets

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TRANSFORMING TRANSPORTATION IN VENTURA COUNTY

Ventura County Regional Transit Study

WHERE WE'VE BEEN AND WHY NOW

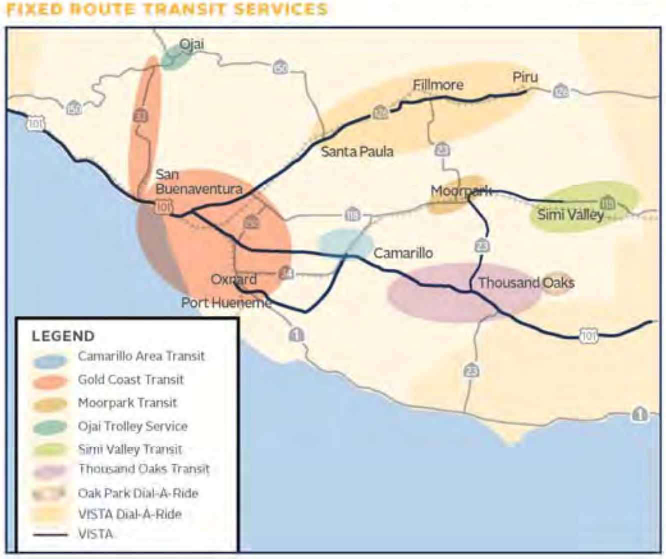
In recent years, several challenges and initiatives have emerged that require Ventura County to re-think and re-do the way public transportation is provided and funded in this County:

- **The Growth in Ventura County:** Since the original Transportation Development Act (TDA) funding and regulations were passed, Ventura County has grown from a semi-rural county with a population of approximately 450,000 to a suburban-urban county with a current population of approximately 825,000.
- **The Need to Re-Think VISTA:** In November of 2008, VCTC convened a workshop on VISTA, the regional overlay systems managed through contract by VCTC. The Commission consensus was that the existing confederation of services was inefficient and lacked accountability to the public. The Commission acted to begin a full review of the VISTA funding, organizational and governance structure.
- **The Revenue Challenges:** There were and continue to be ongoing transit funding shortfalls. State Transit Assistance (STA) and Federal Transit funds have been reduced and are unreliable funding

The Legislation – SB 716

"...authorize the Ventura County Transportation Commission to submit, by December 31, 2011, a report to the Legislature analyzing options for organizing public mass transportation services in the county and for expenditure of revenues in the local transportation fund, along with a recommended legislative proposal. If a legislative proposal is not enacted by the end of the 2011-12 Regular Session of the Legislature, local transportation funds in Ventura County would be available solely for transit purposes beginning July 1, 2014."

FIXED ROUTE TRANSIT SERVICES



The Process—How Are We Moving Ahead?

Ventura County Transportation Commission

950 County Square Drive, Suite 207
Ventura, CA 93003

Where We've Been and Why Now (continued)

sources. Transportation Development Act funds (TDA), transit's main funding source, come from retail sales taxes, which dropped by approximately one-third during the recession. To make things even more challenging, TDA is distributed by population, regardless of need.

- **The Changes in State Law:** SB 716 (see sidebar) requires that all TDA funds in Ventura County be committed to transit uses as of July 1, 2014. The legislation also allows VCTC to propose a plan to the legislature for organizing public mass transportation services in the county.
- **The Call for GHG Reductions:** SB 375 was passed into law, requiring development of a Sustainable Communities Strategy to reduce green house gas (GHG) emissions. Transit is considered a key element of this Sustainable Communities Strategy.

THE CURRENT SITUATION FOR THE CUSTOMER

- Ventura County has **multiple operators** with a mix of fixed route, dial-a-ride and specialized services
- Each operator has its **own hours, schedules and rules**
- The county has **distinct, largely separated communities** and challenging topography, limiting the options for transit users to travel between communities.

THE CURRENT SITUATION FOR PROVIDERS

- Many localities got their start with specialized services for seniors and persons with disabilities. This situation combined with low fares has resulted in **difficulty in meeting state TDA fare recovery thresholds.**
- VCTC currently funds the Metrolink Commuter Rail services in Ventura County. **Each of the cities must pay for operation and maintenance** of their station with TDA funds.
- All multi-jurisdiction operations are supported by funding agreements which constrain optimum use of vehicles and provision of services.

STUDY OUTCOMES: WHAT ARE WE TRYING TO ACHIEVE?

Commissioners, communities and customers have called for results:

- A user-focused, seamless, connected system
- Clear accountability of transit services of users.
- Consensus on the approach from elected officials and city management
- In position to meet applicable Federal, State, regional and local livability, sustainability and greenhouse gas reduction goals
- A new approach to organization that can support efficient, connected, quality public transportation services and quality of life in Ventura County

OPTIONS ON THE TABLE

Currently several options are on the table and will be explored over the Spring, Summer and Fall in preparing the final report and recommendations to the Legislature:

- **Collaboration:** Increased use of informal agreements among VCTC, agencies, communities and operators on fares, schedules and service.
- **Coordination:** Increased formal agreements for service and support on areas such as fares, schedules and service.
- **Consolidation:** Creating one countywide entity with policy input from distinct Ventura County regions.
- **Hybrid approach:** Creating a countywide agency for planning, oversight and funding functions with one or two subordinate operating entity/ies.

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TRANSFORMING TRANSPORTATION IN VENTURA COUNTY

Preserving our Quality of Life

Being able to easily move within and outside of the region is important—spending less time commuting, reducing vehicle emissions and environmental impacts, and allowing the efficient movement of goods and services contribute to this quality of life.

Even at a "slow growth" rate of 1% per year, the County's population is projected to increase by 43% by the year 2050, severely straining today's transportation infrastructure and increasing congestion.

- Road conditions are already deteriorating, and maintenance levels are not keeping pace
- Demand is increasing for local and regional transit service, bicycle and pedestrian facilities, and local road improvements with the growth of town centers and more commuting and travel to popular destinations.
- Current and projected funding levels do not match our needs.

Now more than ever, our County must plan and prioritize.

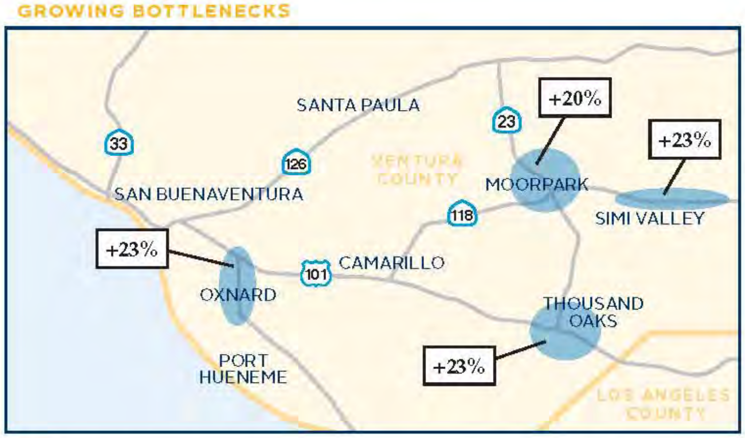
The Unseen Costs of Driving in Ventura County

(annual averages)

Additional vehicle operating costs per vehicle from driving on substandard roads	$476.00
Percentage of roads in poor condition	30%
Cost of congestion to the region	$216 million
Cost of congestion for an auto commuter	$443.00
Gallons of excess fuel consumed in the region	9.333 billion
Hours of delay for the region	8.9 million

Oxnard-Ventura region data for 2009 from 2010 Annual Urban Mobility Report, Texas Transportation Institute, and Hold the Wheel Steady: America's Roughest Rides and Strategies to Make our Roads Smoother (2010), TRIP

GROWING BOTTLENECKS



Traffic volumes continue to increase. *Since 1999, the annual vehicle miles traveled on our highways has grown significantly.*

Who is the Ventura County Transportation Commission?

At VCTC, elected and appointed officials guide a transportation staff and work with other public agencies to keep this region moving by:

- **Prioritizing and funding streets and roads** maintenance and improvements;
- **Funding several transit services**, including Metrolink commuter rail, and operating VISTA bus service; and
- **Funding freeway and highway** maintenance and expansion

How to Get Involved

Provide your comments about your vision, priorities and challenges you see for the County's transportation future to Donna Cole at VCTC at 950 County Square Drive, Suite 207, Ventura, CA 93003, or:

- Visit VCTC's website: **www.goventura.org**
- Take an active role by participating in a **Local Advisory Group** in your community. Visit the website to learn more.
- **Request a presentation** by VCTC to your group or organization. Contact Donna Cole at (805) 642-1591, ext. 101 today for more information or to schedule your presentation.

VCTC: Driving the **Future**

WHAT BETTER TRANSPORTATION DOES

Improving our transportation system is not just about fixing problems. It's about the opportunity to:

- **Make travel more affordable**, saving money on fuel and repairs
- **Reduce travel time** and keep people connected
- Improve **health** and **air quality**
- **Support the local economy** and jobs
- Create more **livable communities**

Transit services carry little of our daily work travel, currently serving only 1.2% of work trips.

CHOICES NEED TO BE MADE

Ventura County needs to be strategic and invest wisely:

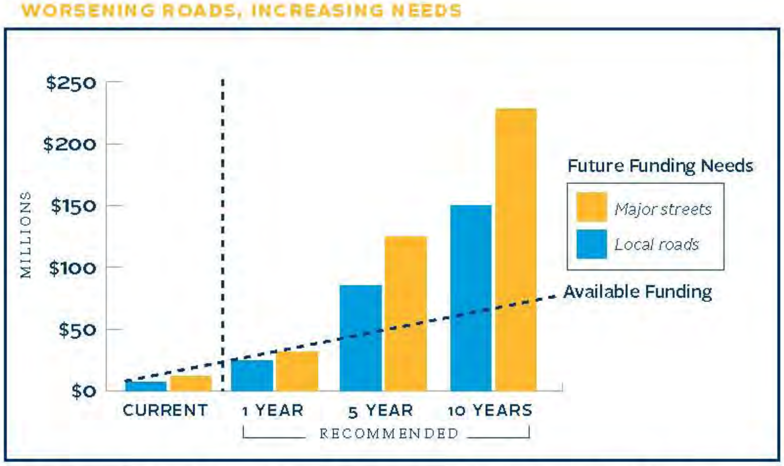
- **Decide the balance among the opportunities**—local streets, highways, public transportation, rail, bikes and walkways
- Increase Ventura County's ability to **attract federal, state and private funding**
- **Create a plan that works for everyone**—residents, businesses, visitors

A PLAN FOR SOLUTIONS

VCTC is developing Ventura County's first Comprehensive Transportation Plan (CTP), charting the future for transportation. This CTP process is designed to be:

- **Inclusive**—engaging the unique interests and communities in Ventura County
- **Balanced**—weighing both regional and local priorities
- **Strategic**—finding the best solutions for the funding that is available
- **Connected**—building ownership and commitment region-wide

WORSENING ROADS, INCREASING NEEDS



Road conditions are deteriorating and will outpace funding needed to fix them.

Appendix II.

Technical Memorandum #1 – Operator Profiles

Section 1: Introduction

This initial Technical Memorandum provides information for the Regional Transit Study based on information gathered from the members of the VCTC Transit Operators Advisory Committee (TRANSCOM). The objective of this first memorandum is to develop a profile of each operation serving the county in a format that can easily be translated into "at a glance" or snapshot information to be reviewed by policymakers, the community and interest groups. These communications consisted of study information presentations to the committee, individual stakeholder interviews with members and requests for data from members that were both sent to members and presented at TRANSCOM.

As a result of the above activities, we have drafted sections that contain:

- Operator Profiles
- Summary of Operator Interviews
- Next Steps – Gaps/Needs/Opportunities

In addition, in order to frame the current, yet evolving background issues, especially at the federal level, which will likely influence public transportation policy, and perhaps more importantly, financing, we have provided an additional section entitled:

- Trends Analysis

Although this is not an operations analysis, we do believe there is value to informing those who will read the reports and participate in the study regarding the variety of public transportation services and providers in the County and also providing a rough order of magnitude understanding regarding the amount of those services and the areas of coverage.

Subsequent work on this study will include more in-depth discussions and meetings that will further explore planning, service delivery and funding options and alternatives. Input regarding those options and alternatives will then be incorporated into the organizational evaluation portion of the study.

It should be noted that in addition to the bus and paratransit services, VCTC plays an active role in Metrolink rail services. Future policies and decisions regarding transit in Ventura County will include financial and policy considerations related to Metrolink.

Section 2:

Operator Background and Profiles

Background

There are a number of public transportation services that are offered in Ventura County, including fixed route and demand responsive operations. As part of this background, it will be important for readers to understand the measurable performance differences which can typically be expected from the various types of services offered, including both fixed route and paratransit services.

Within the transit industry, fixed route services are typically operated along routes or corridors of sustained demand, usually in both directions of travel. These services provide the opportunity for multiple boardings and alightings and tend to be most effective from an efficiency perspective. Examples of fixed route service include local service on Gold Coast Transit connecting Oxnard and Ventura and intercity express service provided by VISTA along Route 101.

On the other hand, demand responsive, or paratransit services typically serve many origins and many destinations, resulting in fewer riders per vehicle, increased mileage between stops and lower productivity, especially in urban areas. However, within certain specific areas of Ventura County, there are demand responsive services that have been considerably more productive – an example is the Heritage Valley dial-a-ride. Some paratransit services are required by the Americans with Disabilities Act to serve individuals with disabilities that cannot use fixed route services. Other demand responsive services are intended to offer flexible trip options for residents of a particular jurisdiction. Riders of these services can include the general public, seniors that meet the provider's age threshold and persons with disabilities.

Additionally, it is important to recognize that transit systems are not self sustaining (funded entirely from the farebox.) Nationally, most non-urban systems require an operating subsidy in excess of two-thirds of the costs. That subsidy number often increases for demand responsive services, which usually serve a more focused clientele. In the mid-1990's, VCTC established a framework for evaluating transit service effectiveness based on the amount of fare revenue a transit service generates compared to the cost of operating the service. This is referred to as the "farebox return." At a minimum, fixed-route services in urban areas are expected to garner a 20% farebox return as required by State Transportation Development Act (TDA) law. Demand responsive and rural services must generate at least a 10% farebox return. These TDA farebox minimums have often caused difficulties for sponsoring agencies, especially in developing routes in hard to serve areas.

Prior VCTC planning documents indicate that while the farebox return rate is used extensively as a measuring stick for transit services, the most basic measure of effectiveness is ridership. Thus, if more people are riding buses and trains, those services are providing an increasingly valuable service. However, ridership can often be influenced by local policies. For example some cities operate services with no fare to customers, and elect to subsidize those services from other revenue sources. In addition, some funding sources are dedicated to specific uses, such as Job Access and Reverse Commute grants, which also affect service planning.

As a result, effective service planning is often based on the strategic use of operating subsidies, which are often less available than capital funds. For example, the subsidy required for a long, single rider demand response trip is often ten times higher than the subsidy for a short fixed route trip in an urban area. Thus, a balance between trip purposes and clients to be served is a part of determining a strategic use for operating subsidies.

The following operators were included in the data development for this study:

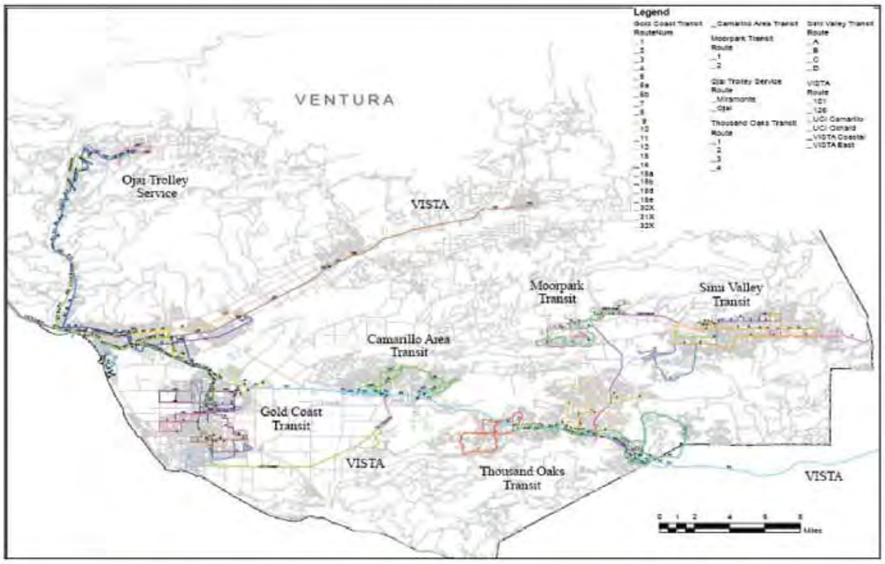
- Gold Coast Transit
- VISTA
- City of Simi Valley
- City of Thousand Oaks
- City of Ojai
- City of Moorpark
- City of Camarillo
- Ventura County
- City of Oxnard
- Camarillo Health Care District
- Metrolink

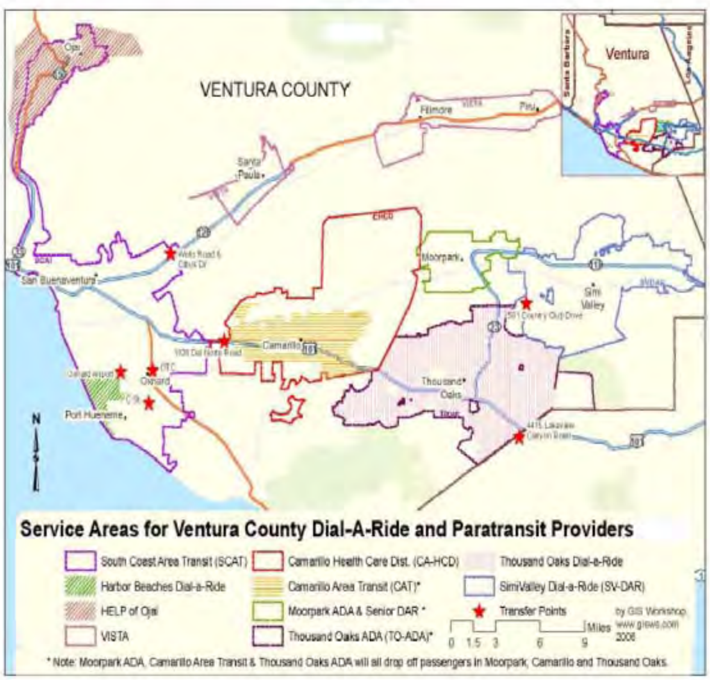
From an order of magnitude perspective, using number of vehicles operated as a distinguishing criterion, Gold Coast Transit (GCT) operates about twice as many vehicles as any other fixed route or demand responsive bus provider in the County. GCT is a Joint Powers Authority (JPA) that includes five member agencies (Cities of Oxnard, Ventura, Ojai, and Port Hueneme, and Ventura County) and provides services that operate within JPA jurisdictions and also operate intercity trips between jurisdictions in the western region of the County.

VISTA, Simi Valley, and Thousand Oaks are the remaining larger operations, while the other providers are significantly smaller. VISTA, which is managed by VCTC, is an amalgamation of fixed route and demand responsive services operated through contracts which have been negotiated with individual jurisdictions. While GCG operates some interjurisdictional services, VISTA is unique from the standpoint that it offers inter-jurisdictional connections across the county. Most other operations focus on transporting individuals within a single jurisdiction, such as the Ojai Trolley.

Figure 1, shown on the following page, indicates the general areas of service within the County. The first map shows the areas of fixed route operation and the second shows the demand responsive or paratransit services.

Figure 1: Ventura County Transit Service Areas





Service Overview

Figure 2, shown on page 7, provides an overview of service information for all operators in Ventura County.[1] This snapshot of data is not intended to compare agencies or delve into specifics of policy, planning, operations and financial decisions and practices. However, there are some basic differentiators regarding the size of the operation, the process for delivering the services, and the types and connectivity of services offered that are discussed below.

For example, the service information indicates that there are four large operators (Gold Coast Transit, VISTA, Simi Valley and Thousand Oaks) and that these operators spend a total of more than $27 million a year on public transit, which is not an insignificant expenditure.

- Gold Coast Transit, which includes larger cities such as Oxnard and Ventura, has the largest budget and provides services focused on western Ventura County.
- VISTA, with routes serving multiple jurisdictions, is the only cross-county connection originating in Ventura County and the only operator that serves neighboring counties as well.
- Simi Valley and Thousand Oaks provide extensive but relatively localized services. This also places them in the top budget tier, unlike smaller one- or two-route operations such as Moorpark, Camarillo and Ojai.

Figure 2 also indicates that VISTA and many other operators in the county provide service under contract. Contracting for service can have advantages and disadvantages compared with direct operation, and those have been debated nationally and even internationally for years. However, if the most important function of public transit is to best serve the customer, then who provides the service is not as important as how that service is operated, e.g. safely, on time, etc., and how that service offers mobility connections.

Regarding those connections, Figure 2 also indicates that all of the operators offer different days and hours of service, based on localized policy decisions that could include financial, service area and other factors. Again, from a customer perspective, if transferring is required, then the varying days and hours can impact the accessibility and understanding of the transit network. Further, many services operate on different headway, or intervals between trips.

These difficulties in inter-operator connections have been addressed somewhat in the area of ADA paratransit, where, as shown on the bottom part of Figure 1, designated transfer points have been created. However, there are sometimes differences in service delivery, for example which agency provides outbound and

[1] *Note that information is still pending from operations by the City of Oxnard, and the Camarillo Health Care District*

which provides the return trip, which results in additional service complexity and potential confusion for the customer.

Although service availability and connections are sometimes difficult for existing riders to understand, our experience would suggest that they are significantly more difficult for potential new riders. In our experience, many agencies plan to meet the needs of the current riders and do not take into consideration potential riders. Although to some degree the current economic downturn and the lack of adequate resources reinforces a status quo position, the potential for public transit can only be realized if systems can grow to interact with new partners, reach new markets and provide more understandable, convenient connections for current riders.

Figure 2a also indicates that many services are provided with varying days and hours of operation with a number of jurisdictions operating on Saturday, but fewer operating on Sunday. These vagaries in schedules also make it difficult to plan a multi-operator trip and to attract more new riders to the system. That is not to say that all transit agencies need to operate on precisely the same schedule but it does suggest that some consistency of service delivery in terms of days and hours of operation would make the service easier for customers to understand and use.

Figure 2b was developed subsequently to display information for those operators, Gold Coast Transit, VISTA, City of Simi Valley and City of Thousand Oaks, which report data to the National Transit Database (NTD). The data in Figure 2b was submitted by those operators for 2009, the most recent year included in the NTD.

The following brief operator profiles include system or route information to provide a snapshot of service area coverage and other service characteristics such as frequency.

Figure 2a: Summary Provider Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks	City of Ojai	Ventura Co Dial-A-Ride: Thousand Oaks, Oak Park, and Juvenile Justice Center	City of Moorpark	Oxnard Harbor & Beaches Dial-A-Ride: Oxnard and Channel Islands Harbor	Camarillo Health Care District	City of Camarillo
FIXED ROUTE										
Number of Vehicles	54	25	12	6	5		2		Data Not Provided	1
Total Passengers	3,442,005	799,000	479,456	184,850	104,580		65,999			15,303
Service Hours/Days of Week	5a-10:13p M-F; 5:21a - 10:09p Sat, Sun	4:35a-10p; service varies by day	5a-8p M-Sat	6a-7p M-F	6:45a-6:10p M-F; 8:50a-5:05p Sat, Sun		6a-6p M-F			8:30a-4:30p M-F
Annual Service Miles	1,673,479	1,496,800	471,267	200,545	102765		92,083			32,521
Annual Service Hours	147,200	51,800	31,223	13,072	7237		5,632			2,094
Primary Funding	TDA	Varies	Local	TDA	TDA	TDA	TDA			Local
Budget	$ 13,395,100	$ 1,953,262	$ 3,913,200	$ 1,161,690	$ 667,208		$ 182,818			$ 115,000
Passengers/Mile	2.1	0.5	1.0	0.9	1.0		0.7			0.5
Passengers/Hour	23.4	15.4	15.4	14.1	14.5		11.7			7.3
Cost/Passenger	$ 3.89	$ 2.44	$ 8.16	$ 6.28	$ 6.38		$ 2.77			$ 7.51
Cost/Pass Mile	$ 8.00	$ 1.30	$ 8.30	$ 5.79	$ 6.49		$ 1.99			$ 3.54
Cost/Pass Hour	$ 91.00	$ 37.71	$ 125.33	$ 88.87	$ 92.19		$ 32.46			$ 54.92
Service Provider	GCT - Directly Operated	Coach America	City of Simi Valley	MV Transportation	City Ojai Public Works Dept		CUSA CC, LLC			MV Transportation
DEMAND RESPONSE										
Number of Vehicles	24	12	12	18	n/a	Taxis	1	n/a		6
Clients Served	ADA & Senior (65)	General Public	ADA & Senior (60)	Ada & Senior 62	Senior & Disabled	Varies by Service	ADA & Senior 62	General Public		General Public
Total Passengers	77,985	216,900	51,204	81,441		26,700 (4,400 TO; 20,200 OP; 2,100 JJC)	2,959	694 (Dec 2009)		38,458
Service Hours/Days of Week	5a-10:13p M-F; 5:21a - 10:09p Sat, Sun	7 days	5a-8p M-F; Sat varies	varies, 7 days		7:30a-5:30p M-F; 9a-5p Sat,Sun TO; 7a-7p M-F; 9a-5:30p Sat OP; 8a-5p M-F JJC	6a-6p M-F	7a-12p, 1p-6p M-F; 9a-5p Sat		7:30a-9p M-F; 8:30a-4:30p Sat
Annual Service Miles	502,026	354,444	189,264	476,902			28,158			121,384
Annual Service Hours	32,993	31,137	17,501	34,932			2,816			3,016
Budget	$ 2,162,102	$ 950,001	$ 2,143,000	$ 1,584,154		$ 350,000	$ 74,633	$ 164,000		$ 520,000
Passengers/Mile	0.2	0.6	0.3	0.2			0.1			0.3
Passengers/Hour	2.4	7.0	2.9	2.3			1.1	2.9		12.8
Cost/Passenger	$ 27.72	$ 4.38	$ 41.85	$ 19.45		$ 13.11	$ 25.22			$ 13.52
Cost/Pass Mile	$ 4.31	$ 2.68	$ 11.32	$ 3.32			$ 2.65			$ 4.28
Cost/Pass Hour	$ 85.53	$ 30.51	$ 122.45	$ 45.35			$ 26.50			$ 172.41
Service Provider	MV Transportation	FATCO	City of Simi Valley	MV Transportation	HELP of Ojai	Nationwide Transit	CUSA CC, LLC	Joint Powers Authority: Cities of Oxnard and Port Hueneme, County		Plus Roadrunner Shuttle for add. svc.
Total Transit Budget	$ 15,557,202	$ 2,903,263	$ 6,056,200	$ 2,745,844	$ 667,208	$ 350,000	$ 257,451	$ 164,000		$ 635,000

Figure 2b: 2009 NTD Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks
FIXED ROUTE				
Number of Vehicles	39	25	8	6
Total Unlinked Trips	3,568,028	785,806	477,032	185,681
Annual Vehicle Rev. Miles	1,732,855	1,404,594	475,944	195,023
Annual Vehicle Rev. Hours	140,077	50,701	31,143	12,668
Operating Expenses	$13,071,044	$2,831,051	$3,672,794	$945,836
Unlinked Pass. Trips/Vehicle Rev. Mile	2.1	0.6	1.0	1.0
Unlinked Pass. Trips/Vehicle Rev. Hour	25.5	15.5	15.3	14.7
Operating Expense/Unlinked Pass. Trip	$3.66	$3.60	$7.70	$5.09
Operating Expense/Vehicle Rev. Mile	$1.13	$2.02	$7.72	$4.85
Operating Expense/Vehicle Rev. Hour	$93.31	$55.84	$117.93	$74.66
DEMAND RESPONSE				
Number of Vehicles	19	13	12	12
Total Unlinked Trips	82,655	206,051	48,141	71,664
Annual Vehicle Rev. Miles	494,424	337,171	218,421	473,019
Annual Vehicle Rev. Hours	38,192	29,670	17,974	33,704
Operating Expenses	$2,483,714	$1,143,865	$2,233,037	$1,430,194
Unlinked Pass. Trips/Vehicle Rev. Mile	0.2	0.6	0.2	0.2
Unlinked Pass. Trips/Vehicle Rev. Hour	2.2	6.9	2.7	2.1
Operating Expense/Unlinked Pass. Trip	$30.05	$5.55	$46.39	$19.96
Operating Expense/Vehicle Rev. Mile	$5.02	$3.39	$10.22	$3.02
Operating Expense/Vehicle Rev. Hour	$65.03	$38.55	$124.24	$42.43
TOTAL OPERATING EXPENSES	**$15,554,758**	**$3,974,916**	**$5,905,831**	**$2,376,030**

Operator Profiles

Gold Coast Transit:

GCT, formerly known as South Coast Area Transit, was established in 1973. It is a Joint Powers Authority of the cities of Oxnard, Ventura, Ojai, Port Hueneme, and Ventura County. Service provided includes fixed route and demand responsive operations within the member agency jurisdictions. The demand responsive services, ACCESS, are open to seniors, 65 years of age or older, and people with disabilities eligible in accordance with the Americans with Disabilities Act. The TRANSCOM representative is usually the Director of Planning and Marketing, who reports to the General Manager.

GCT employees provide the fixed route service, while ACCESS is provided under contract by MV Transportation. The GCT fleet consists of natural gas powered vehicles. Figure 3 presents the system map.

Figure 3: GCT System Map

VISTA:

The Ventura Intercity Service Transit Authority was initially formed in 1994 to provide transit service connecting the cities in the County. Demand responsive service was subsequently added in Santa Paula, Fillmore, and some unincorporated areas of the county. Each of the seven fixed route and two demand responsive services has a separate organizational relationship and operating agreement. The services, which are operated using over the road coaches and paratransit vehicles, are provided under contract. VCTC is the lead agency for all of the VISTA services, which are managed by the Bus Transit Director. The VCTC Board provides governance for these services. The Bus Transit Director also organizes and staffs the TRANSCOM meetings.

VISTA also offers services that connect with Los Angeles and Santa Barbara counties and also operate along Route 126, providing mobility in these key corridors. Figures 4 – 9 show each of the intercity routes.

Figure 4: VISTA – Coastal Express

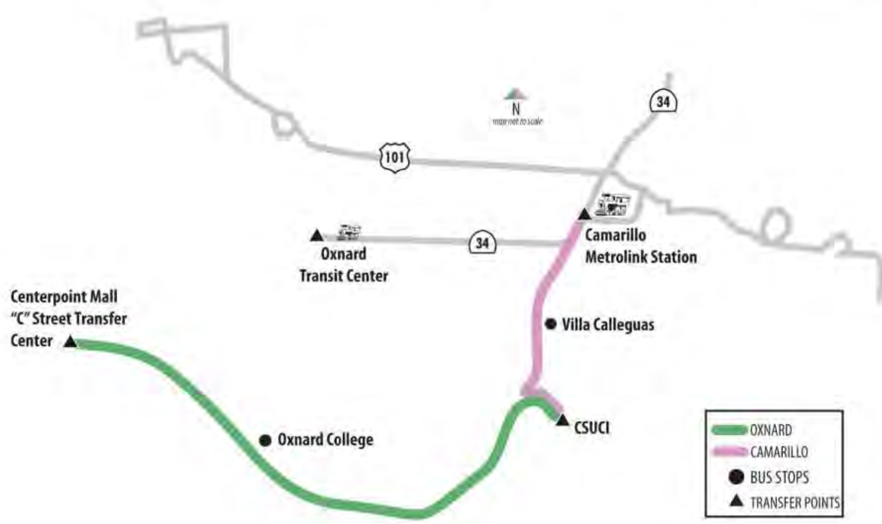
Figure 5: VISTA – Commuter Service to Carpinteria

Figure 6: VISTA - Hwy 101 & Conejo Connection

Figure 7: VISTA - Hwy 126 Corridor Service Area

Figure 8: VISTA – East County

Figure 9: VISTA – California State University Channel Islands: Oxnard and Camarillo

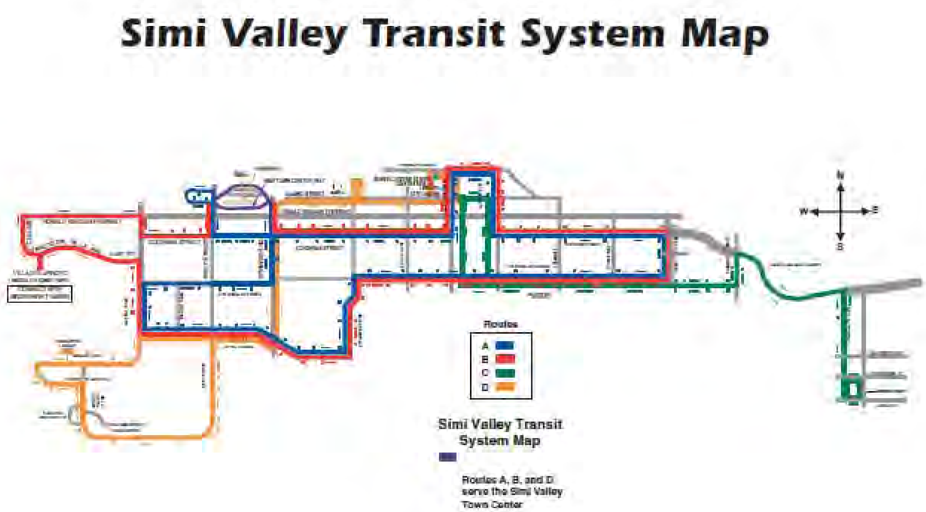


City of Simi Valley

The City has operated Simi Valley Transit since 1975. Simi Valley Transit is operated by City employees and is currently housed in the Department of Community Services, which reports to the City Manager. The Transit Division is led by a Deputy Director, who attends the TRANSCOM meetings.

The City provides both fixed route and demand responsive services. The fixed route network includes connections to the Chatsworth Metrolink station in Los Angeles County and to Moorpark Transit to the west, as shown below in Figure 10 (service was extended to the eastern limit of Moorpark in the summer of 2010). The demand responsive services are available to persons with disabilities and seniors over 60 years of age. Simi Valley Transit is currently renovating its facility, including expanding its capacity for natural gas fueling and has developed a cooperative agreement with Moorpark Transit to fuel their vehicles.

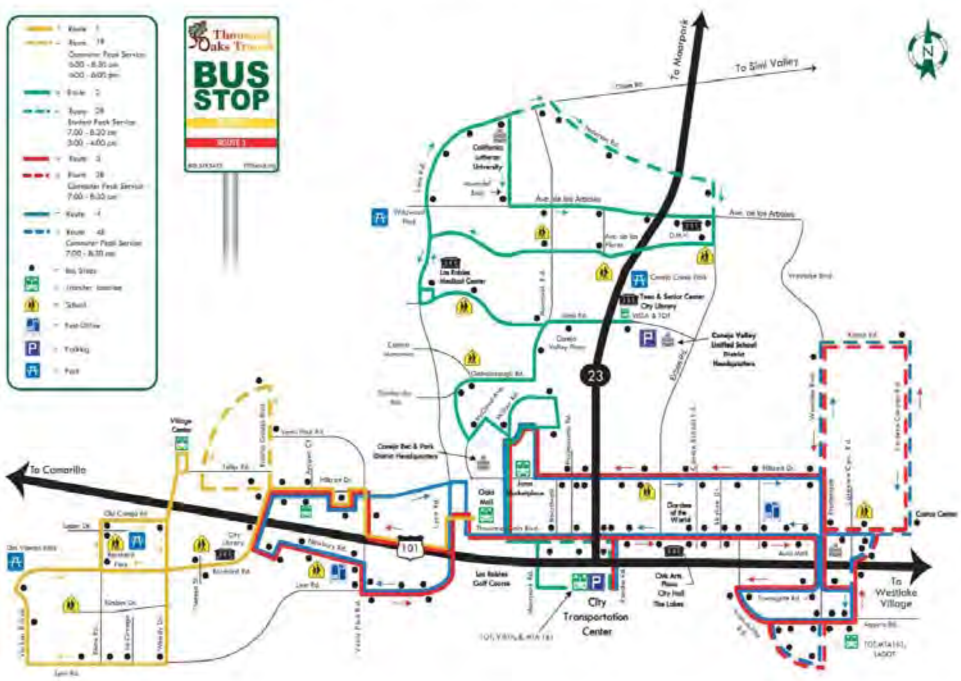
Figure 10: Simi Valley Transit System Map



City of Thousand Oaks - Thousand Oaks Transit

Thousand Oaks offers a variety of transit services including four fixed routes, ADA paratransit, and Dial-A-Ride, all provided under contract by MV Transportation. The Thousand Oaks transit programs are housed in the Public Works Department in the Municipal Service Center and an Assistant Analyst heads the City's transit work and attends TRANSCOM meetings. The fixed route network is shown below in Figure 11. The majority of the transit budget is used for the demand response services. The threshold age for seniors is set at 62 years for the door-to-door service delivery.

Figure 11: Thousand Oaks Transit System



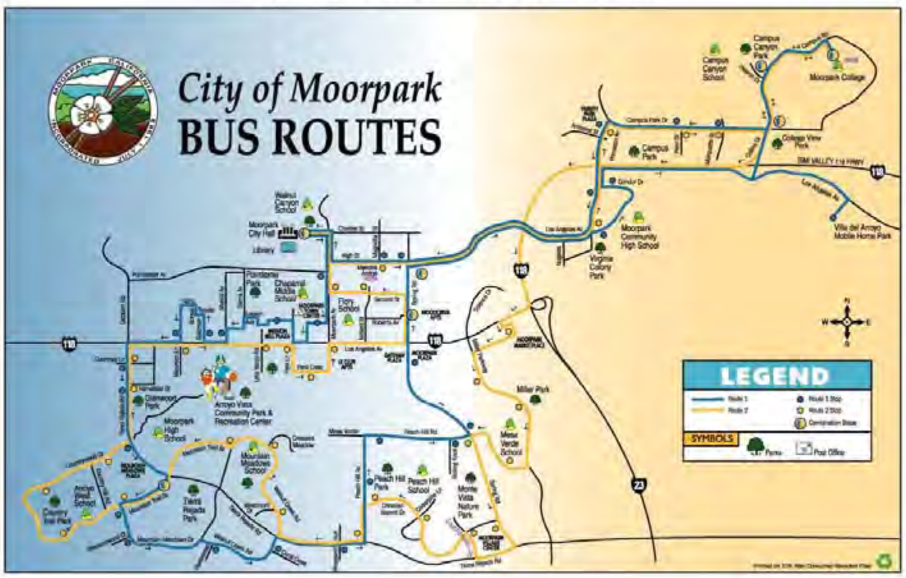
City of Moorpark

The City Public Transit Division, a unit of the Public Works Department, administers the local transit program, which began in 1989. The transit activities are led by a Senior Management Analyst, who attends TRANSCOM and reports to the City Public Works Director. Services include:

- local fixed route bus for general public transportation, consisting of two bus routes
- ADA paratransit in the form of a subsidized van for persons with disabilities who are certified by the City and VCTC to use the system; and
- Senior Dial-A-Ride for seniors aged 62 or older.

Figure 12 shows the fixed route transit service. All services are provided under contract by Coach USA. Recent activities include working with Simi Valley Transit on a service connection, and a cooperative agreement for natural gas fueling.

Figure 12: City of Moorpark Transit System



City of Ojai

The City of Ojai has several roles regarding public transit:

- As a member of the Gold Coast Transit JPA,
- As a provider of its own Ojai Trolley service, and
- As a funder of *HELP of Ojai* which offers services to seniors and persons with disabilities.

The Ojai Trolley is overseen by the City of Ojai's Public Works Director as a part of the Public Works Department. The Director also chairs TRANSCOM. Staff includes 12 part-time drivers, a full-time driver supervisor and a full-time mechanic. The Ojai Trolley is a well-known feature in the Ojai Valley, and in addition to the daily fixed-route services, participates in many local community events, fund raising activities, community service, and educational functions. Operations began in 1989, providing local connections similar to other local services in Ventura County. Figure 13, shown below, presents the trolley route map.

HELP of Ojai's mission is to "combine community and individual resources to respond to the identified unmet basic human needs of individuals in the Ojai Valley". Those needs include transportation and HELP has established a volunteer-based transportation program.

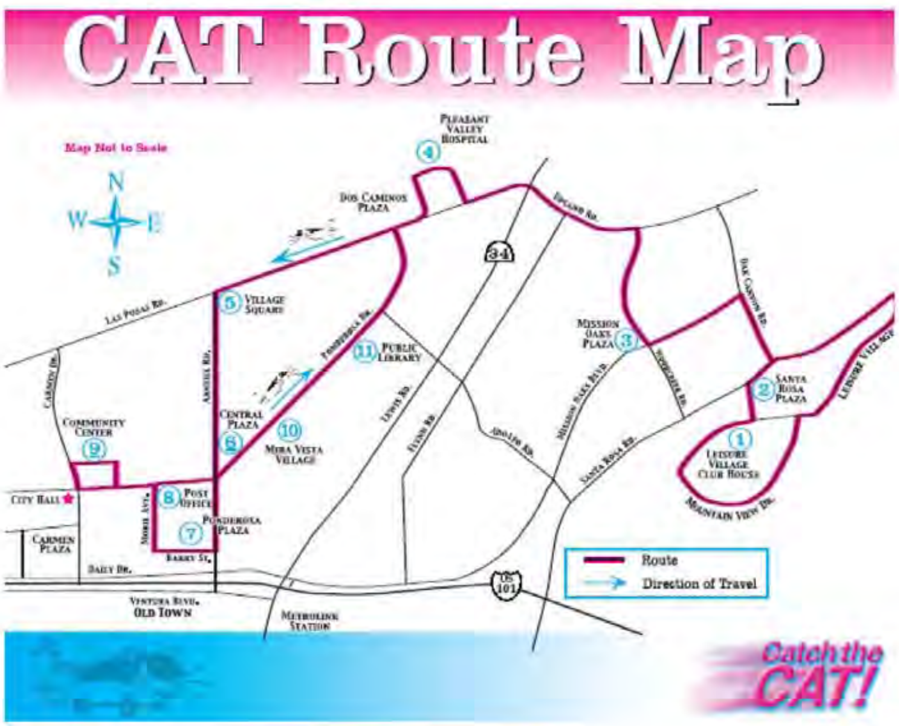
Figure 13: Ojai Trolley Route

City of Camarillo

Camarillo Area Transit consists of one fixed route and a demand response, general public service. The fixed route service connects to Leisure Village, which generates almost two-thirds of the ridership for that route. The general public services is open to all residents, and similar to other demand response service in the County, serves the area of the city. Discounts are available for seniors over 55 and persons with disabilities that use both services/ Residents of Leisure Village ride the fixed route for free.

The services are provided under contract by MV Transportation. City participation on TRANSCOM is by the Engineering Assistant, who reports to the City Traffic Engineer and is part of the Public Works Department.

Figure 14: CAT Route Map



Ventura County

The County is also a member of the Gold Coast Transit JPA and offers demand response services in unincorporated areas of the county proximate to Thousand Oaks and Oak Park and also funds a service to the Juvenile Justice Center, all provided under contract to Nationwide Transit, a taxi company. The lead staff person, who provides planning, administration and management support for these services, and also attends TRANSCOM, is a Senior Transportation Analyst that reports to the Director of the Transportation Department, part of the Public Works agency.

City of Oxnard

The City of Oxnard, is the lead agency for a demand responsive service, Oxnard Harbor and Beaches Dial-a-Ride, which is also funded by the City of Port Hueneme and the County of Ventura through a joint powers agreement. Service is provided in an area where fixed route service was discontinued due to lack of ridership. Staff from the office of the City Manager attends TRANSCOM.

Camarillo Health Care District

The Camarillo Health Care District provides transportation for non-emergency medical appointments, Senior Nutrition Program, Nail Care Clinic, Adult Day Service Programs, and to Kaiser Hospital in Woodland Hills. Through a collaborative partnership with the Ventura County Transportation Commission, a special rate applies for ADA certified riders for trips to the Conejo Valley (279 ADA trips were provided in May 2010).

Conclusion

The objectives of this section were to provide some basic information about each of the public transit operations within Ventura County and indicate some areas of similarity and differences as background information for future discussions. As indicated above, Ventura County transit services are typically focused on individual jurisdictions and include opportunities for transport options for seniors and persons with disabilities. Inter-county connections have been established through a series of agreements between agencies for ADA paratransit trips, but those connections do not exist for fixed route services. Many services are provided under contract and have been operating substantially in the same manner for many years.

Section 3:

Summary of Operator Stakeholder Interviews

In order to obtain a better understanding of the transit operations provided within Ventura County as well as the people and agencies providing those services, the consultant team conducted a series of stakeholder interviews with the local transit operators. These informal conversations were intended to be the first step of the iterative process of including TRANSCOM members as an integral part of the Regional Transit Study process.

Unlike the stakeholder interviews with VCTC Board members and other decision makers within Ventura County, which included policy related issues, these were focused more on operations and local jurisdiction issues.

The interviews began with the reinforcement that this study was not an operational review, but rather a way to increase our knowledge of services and offer interviewees the opportunity to communicate issues and ideas in confidence. Each interview contained the following broad topic areas:

- Agency history and background
- General summary of services provided
- Key service related issues
- Organizational, management, financial information
- Other current challenges or ideas
- Vision for future from both a jurisdictional and an overall county perspective

A summary of the main interview input areas were:

- Impacts of SB 716, which would require all jurisdictions within Ventura County to spend their entire allocations of Transportation Development Act funds for transit purposes effective July 1, 2014, will vary from operator to operator. TRANSCOM members recommended discussing those impacts with their supervisors or other management representatives to get their input and any recommendations regarding potential financial impacts.
- There is an opportunity to untangle all the "hand shake" and inconsistent operating/funding agreements into a consistent set of policies. These included the variety of VISTA agreements as well as the existing ADA paratransit coordination procedures and agreements.
- Interviewees saw potential for more consistent communication, coordination, and understanding of various transit services offered in the county. There was recognition that it would be difficult for potential or new

transit users to be able to understand the services in the county, especially the demand responsive services.

- There typically is strong local commitment to local services and understanding that the decision makers within the jurisdictions valued the presence of local services, especially for seniors and persons with disabilities. It was noted that many services had remained relatively constant over time and that few complaints or requests for change were received by technical staff or decision makers.
- There is understanding that there will logically be an increasing demand for more inter-jurisdictional services, including more senior connections in conjunction with more consistent ADA paratransit coordination as discussed above. There were thoughts that increased senior services to offer inter-jurisdictional trips would be well-received, but also would require additional, perhaps significant, resources.
- There were varying perspectives regarding consideration of organizational options, such as combined services, single county agency, etc. Although TRANSCOM members in general agreed that more inter-jurisdictional services would be beneficial to the customers, there was no perceived easy answer regarding the infrastructure to deliver those services. It was noted that services and structures in the western portion of the county were significantly different than those in the eastern portion. For example the west has one primary operator while the east has several. In addition, there were some differences in opinion on whether Camarillo was more similar to eastern than western portions of the County.
- Similarly, there were also varying perspectives on the issue of whether there was a conflict of interest with the VCTC role as both funder and operator. Most agreed that VCTC provided valuable information and services to them regarding financial and policy issues, but some believed that inter-operator issues were not discussed sufficiently as part of the TRANSCOM process.
- Although most do not view Metrolink as a similar service provider, there is concern that Metrolink funding must be addressed particularly because it could compete for, and thus adversely impact availability of, funding for the more locally based services.
- From a broader view perspective, there were thoughts that the diversity and variety of jurisdictions in the county may require different types of services, thus common goals may be difficult to develop. Many believed that jurisdictions tended to be independent and that transit, per se, was not a common issue of concern within the county. There was recognition that transit had long term potential for improved inter-jurisdictional access, and better mobility options for the senior population.
- Further, public transportation could play a role in areas such as congestion relief, environmental quality and economic development. However, TRANSCOM and city staff noted that support for those types of initiatives would best be made by decision-makers from their respective jurisdictions.

- These expansive thoughts were tempered by the prior State actions to transfer transit funds (and State funding which may also be impacted by the recent election) and the economic downturn which results in competing local funding needs. Availability of funding impacts the ability to deliver programs and services.

Conclusion

It was beneficial to meet with the TRANSCOM operators to understand how the transit services in the County have evolved over time and how those services are connected with the sponsoring agencies and jurisdictions. We indicated that updates, as well as requests for additional input, would be provided through TRANSCOM.

As part of our work plan, we will use the general comments and information from the operators to further explore the stated goals of the study: "...to develop a transit vision and explore the institutional structure of the public transit systems and funding in Ventura County needed to implement the vision."

The next step will be to expand the initial operator input regarding gaps/needs/opportunities as discussed in Section 5 and to chart a path forward through meetings and consultation at operator, management and decision-maker levels.

Section 4:

Trends Analysis

Historically, public transit policy and funding decisions have been significantly influenced and impacted by federal actions, especially the reauthorization of federal surface transportation funding legislation. Typically, these reauthorizations have extended for a period of six years and have offered guidance regarding the potential to leverage federal funds with similar programs often developed at the state, regional, county and local level. In some areas of policy, the federal decisions have indicated what actions might need to be taken locally in order to augment the federal program, such as the existing prohibition of using federal funds for operations for areas where the urbanized population exceeds 200,000 people.

The previous funding authorization, entitled SAFETEA-LU, terminated at the end of September 2009. For the past year the prior programs have been maintained by Congress through a series of "continuing resolutions". The latest of these will expire at the end of December 2010. Although various policy and programming proposals have been discussed, there has been a lack of consensus in Congress and in the Administration regarding the timing to develop the necessary discussions to bring forward a new bill and, more importantly, the mechanisms to finance current or new programs. The November 2010 elections' shifting of partisan control of the House of Representatives and the balance in the Senate can be expected to substantially alter the prospects and contents of new transportation funding legislation.

As indicated above, federal policy and funding decisions could also impact organizational and infrastructure changes and opportunities for Ventura County, especially if there were interests in maximizing potential for federal and state funding opportunities. The new or modified agencies will likely be operating in a changed planning, policy and funding environment. If the agencies or organizations that may result from this study are up-to-date on proposed policies and can adapt those policies to meet the transit challenges in Ventura County, they can best prosper from the opportunities that will be afforded by those policies. This is not to say that Ventura County needs to develop, for example, a High Speed Rail proposal, but rather that other policies whether they are the Administration's Livability Principles (as discussed below), or more opportunities for public private partnerships, be a consideration in plans to redefine or augment services.

On the other hand, there may be no potential for federal partnering that is relevant for Ventura County. In that case, the most appropriate local decision may be to focus primarily on a local funding plan. In that scenario, it still makes sense to monitor the federal and state processes to determine the best policy position for the agencies and the county.

As a prior policy process example, documents and discussions by Congress and the Administration have indicated that the source of funding for new legislation may transition to some degree from the current primary fund source, the federal gas tax. In its place, there have been proposals for a carbon based program, the use of infrastructure bank and private funding alternatives, and other non-traditional sources. Although none of these alternatives have been fully embraced, to date there has been reluctance to support a gas tax increase (the current tax has not changed since 1993). In fact, both incoming Transportation and Infrastructure Committee Chair John Mica and Transportation Secretary Ray LaHood have recently reinforced their opposition to raising the gas tax. On the other hand, other commissions have also recently proposed gas tax increases as the best means to add funds to the transportation program.

Beginning in mid-2009, the Administration offered a number of specific funding opportunities that have required submittal of competitive grant applications. Some of those have focused on economic recovery, others on clean fuels or Bus Rapid Transit/streetcar and bus expansion projects. A common theme within these competitive applications has been to incorporate the concepts of "livability" and "sustainability," especially the Six Livability Principles adopted by a joint working group of the Department of Transportation, the Department of Housing and Urban Development, and the Environmental Protection Agency.

It appears that future Administration backed federal legislation will likely include a broader community view regarding the role of public transportation. In fact, the recent grant applications for Federal Transit Agency program funding were reviewed by a team of staff from DOT, HUD, and EPA. In addition, a HUD sustainable community funding program approved by a Senate committee recommended the establishment of a multi-department group to direct coordination activities beginning with the three current departments and adding others to broaden the consortium of federal departments. There will likely be debates regarding the Administration perspective by the new Congress, but if the reduction or elimination of earmarks continues, there will be a need to develop alternative processes for large programs such as bus and facilities programs.

Within DOT there have been several recent developments that will also likely impact future Administration ideas regarding federal funding. The first is the release of a new Draft DOT Strategic Plan, which recommends broader, more hands-on roles for the department in the area of safety, including more inspections of bus and train infrastructure, such as vehicles, facilities, and rights of way. In addition, it indicates the need for all modes of transportation (including public transportation) to create a baseline of "state of good repair" analysis and to build future requests for funding based on that analysis. To reinforce that concept, the FTA recommended combining rail modernization and bus capital funding into one program, which indicates a desire to decrease the number of existing programs, as well as to move forward from those traditional programs and processes created in prior authorizations.

However, it is clear from post-election comments from a variety of Republican leaders that they have been dissatisfied with many of the Administration's policies and processes and may seek to alter them and substitute other concepts, such as a larger role for public private partnerships.

It is not clear whether the Administration will move forward with a reauthorization proposal, or wait to respond to a proposal from the Republicans. There are many political considerations that can influence the process including the impacts of the mid-term elections, lame duck session, anti-tax sentiments, opposition to discretionary grants (including the race to the top process) and resistance to change. Also, from a policy perspective the highway program receives roughly four times the amount of funding compared to transit, indicating that highway interests may dominate the discussion and decision-making. Further, the results of the recent election will result in a change of leadership in the House Transportation and Infrastructure Committee, which has typically served as the focal point for transportation policy discussions.

However, it appears that future federal transit policy discussions will likely include:

- More emphasis on partnerships with multiple agencies.
- More inclusion of the goals of the community into the development of the services.
- Expanded consideration of baseline issues such as safety and state of good repair.
- Less likelihood of authorization actions matching appropriations.
- Reduction in number and types of programs.
- Increased potential for multi-agency competitive processes.
- More potential for private sector participation.
- Less emphasis on the role of the federal government.

As noted above, nothing has influenced and impacted the potential for sustaining and expanding public transit more than availability of funds. Thus, future transit considerations for Ventura County could be best served by considering the potential to access future funding based on the policies developed in Washington. In addition, state measures, such as SB 375 also require county action and planning that logically will also contain a public transit connection.

Section 5:

Next Steps - Needs/Gaps/Opportunities

Background

As indicated in Section 3, one of the opportunities to assist in the consideration of organization model alternatives is to establish priorities using various criteria, including an assessment of gaps/needs/opportunities.

Guiding Principles

In order to frame that discussion, it would be beneficial to reinforce the principles to guide the regional transit study, which were approved by the VCTC Board of Directors in May 2010. Those principles are:

Develop a network of sustainable services that meet the diverse needs of the customers through the following actions:

1. Foster open dialogue among communities, system users, operators and agencies
2. Transition to a user-focused system that goes beyond individual operator boundaries
3. Gain consensus on the approach from elected officials and city management
4. Incorporate applicable Federal, State, regional and local livability, sustainability and greenhouse gas reduction goals

Draft System Attributes and Success Criteria

Also, in addition to comments received from individual stakeholder interviews, the following draft system attributes and success criteria were developed by members at the initial meeting of the VCTC Board Ad Hoc Steering Committee:

Connectivity

- Is seamless, interconnected and easy to use
- Minimizes travel time and required connections
- Links major destinations
- Incorporates non-transit alternatives such as rideshare and car-share

Service to Key Rider Segments

- Meets identified rider needs and expands use and ease of use for community members with greatest needs
- Supports and balances inter-city and inter-regional travel needs

Policy Support

- Supports desired land use patterns and requirements
- Assists in meeting SB 375 requirements and emission-reduction targets

Ease of Implementation

- Has acceptability at local level
- Addresses labor and contract transition issues

Sustainability

- Controls cost
- Increases ridership
- Leverages resources
- Maximizes return-on-investment
- Maintains or increases local, state and federal funding support

Many of the above ideas are similar to concepts typically included in similar studies which use those concepts to differentiate local priorities that can then be included in discussing different organizational concepts and models. Those include: efficiency/effectiveness, customer service and communications, service quality, funding, implementability, coordination, flexibility, compatibility, and accountability.

The above ideas will then be included with other stakeholder perspectives in developing additional feedback regarding how a future system should function.

Needs/Gaps/Opportunities

The following discussion of needs, gaps and opportunities, therefore reflects the VCTC Board-generated ideas and ideals contained above, as well as other sources of information. Those sources included recent planning work completed for VCTC, and a review of demographic and other data regarding the trends in the area, supplemented with more recent discussions with stakeholders and service providers.

There is clearly recognition that Ventura County is unique in Southern California as a diverse collection of communities with areas of open space, areas of growth, some connected and some separated cities and communities, a thriving agriculture industry, and a high quality of life – with the goal of many residents to retain those diverse qualities.

The current public transportation program, with multiple operators and services, has been negatively influenced by inconsistent state funding and financing mechanisms, as well as various rules, processes and infrastructure decisions. As a result what has evolved is an amalgamation of transit services, which serves a number of pockets of riders, but would not be viewed as either seamless or user-friendly form a county-wide network perspective.

The review of demographic and employment trends confirmed much of what was found in other independent analysis. As an example, the lack of consistent density in employment centers and other key traffic generators, makes providing fixed route transit services, which typically rely on dual direction point-to-point demand, challenging. Similar to other areas in the country, there is a growing senior segment of the population, and as the population ages access in general will become a more important public transportation consideration. This concerns not only the accessibility of the local public transportation network, but access to the overall transportation network, including inter-regional travel. Additionally, population and development spurts have occurred in some areas, such as Oxnard and Moorpark, which typically indicate the potential for more transit, but other areas, such as Ojai, have not experienced significant growth.

Ongoing development actions, such as the RiverPark in Oxnard, put more strain on the transportation network, but also through more density, create the potential for more transit connections and use. In addition, the joining of housing and transportation planning as part of a livable and sustainable communities program offers the potential for transit to become a more viable and valuable part of total community life.

Another area for potential improvement that was emphasized in our interviews and discussions was marketing and communication of the various services to the residents, visitors and the business community. Apart from highlighting a general gap in information availability, stakeholders mentioned the need for a better, more consistent process for communicating information, especially regarding inter-jurisdictional services.

When incorporating all of the above input regarding gaps, needs and opportunities there appear to be four main areas that should be further examined and considered: service, infrastructure, policies and financing. This examination can form the basis for discussion regarding organizational options. Clearly, there are many areas of overlap and interaction, e.g. expanded service hours require additional funding, but by separating out the components of the transit, we can better understand various perspectives and then build consensus towards alternatives.

1. **Services Including Planning and Expansion**
    a. Improve regional connections
        i. Metrolink connections
        ii. Amtrak services

iii. 101 corridor to the San Fernando Valley and also to Santa Barbara
iv. 126 corridor to Santa Clarita
v. Other East and West County connections
vi. Evening, weekend and social/recreational access
vii. Local/regional service connections

b. Enhance local services
   i. Fixed route service coordination
   ii. ADA, senior and other demand responsive service coordination
   iii. Enhanced trunk/mainline service
   iv. Improved access to outlying areas
   v. Localized access improvement: intra-community access, beach and employment areas

c. Additional service coordination and enhancement
   i. Consistent days and hours of service
   ii. Expanded night and weekend opportunities
   iii. Fixed route and demand responsive connections
   iv. Expanded transportation demand management activities (rideshare, car sharing, bike/ped)
   v. Countywide minimum service levels and lifeline services

2. Customer Service Infrastructure

a. Physical and financial infrastructure
   i. Customer amenities - bus benches, stops, information, bicycle access
   ii. Jointly provided or sponsored technologies

b. Fare and service policy
   i. Consistent countywide fare planning and policies
   ii. Coordinated service monitoring

c. Information
   i. Expanded countywide information services
   ii. Countywide branding and consistency of identity
   iii. Countywide trip planning
   iv. Countywide customer service/complaint resolution
   v. Coordinated customer and stakeholder input

3. Policies Including Inter-jurisdiction and Inter-agency Coordination

a. Service and funding policies
   i. Service agreements for VISTA, demand response and related services reconfigured to align with changing federal and state policies
   ii. Policies for adaptation to TDA funding changes for 2014 as required by SB 716
   iii. Consistent process to address unmet trip making needs and opportunities

    iv. Consistent service operation criteria, e.g. minimum headways, etc.
  b. Planning policies
    i. Accommodation of land use planning policies and requirements, such as SB 375 and Transit Oriented Development
    ii. Agreed-upon longer-term policy goals, e.g. service efficiency/effectiveness/quality processes
    iii. Countywide or sub-county policy development for interregional, inter-jurisdictional and other public transportation activities
    iv. Methodology and planned process for implementation of regional transit study

4. Funding and Partnering

  a. Funding policy
    i. Evaluation of opportunities and consequences to maximize federal and state funding and program eligibility and utilization
    ii. Consideration of increased funding allocation for countywide services
    iii. Development, allocation policies and leveraging opportunities for locally-generated funding for transit service
    iv. Actions to address sustainability of funding (federal, state (including SB 716), local)
  b. Partnerships
    i. Evaluation of potential joint capital programs
    ii. Leverage and partnering opportunities with other agencies
    iii. Resolution of funding and equity considerations related to service coordination/consolidation
    iv. Consolidated interagency/interagency approach to reauthorization

One method that has been successful in gathering input from a variety of sources has been to develop a scorecard with the above options included and request input from affected parties. An example is shown on the following pages.

1. Services Including Planning and Expansion

a. Improve regional connections

Opportunity	**Timeframe** Short (0-2 years) Medium (2-5 years) Long (5-10 years)	**Priority** Low = 1 Medium = 2 High = 3
i. Metrolink connections		
ii. Amtrak services		
iii. 101 corridor to San Fernando Valley and also to Santa Barbara		
iv. 126 corridor to Santa Clarita		
v. Other East and West County connections, e.g. Santa Barbara		
vi. Evening, weekend and social/recreational access		
vii. Local/regional service connections		

b. Enhance local services

Opportunity	**Timeframe** Short (0-2 years) Medium (2-5 years) Long (5-10 years)	**Priority** Low = 1 Medium = 2 High = 3
i. Fixed route service coordination		
ii. ADA, senior and other demand responsive service coordination		
iii. Enhanced trunk/mainline service		
iv. Improved access to outlying areas		
v. Localized access improvement: intra-community access, beach and employment areas		

c. Additional service coordination and enhancement

Opportunity		**Timeframe** Short (0-2 years) Medium (2-5 years) Long (5-10 years)	**Priority** Low = 1 Medium = 2 High = 3
i.	Consistent days and hours of service		
ii.	Expanded night and weekend opportunities		
iii.	Fixed route and demand responsive connections		
iv.	Expanded transportation demand management activities (rideshare, car sharing, bike/ped)		
v.	Countywide minimum service levels and lifeline services		

2. Customer Service Infrastructure

a. Physical and financial infrastructure

Opportunity		**Timeframe** Short (0-2 years) Medium (2-5 years) Long (5-10 years)	**Priority** Low = 1 Medium = 2 High = 3
i.	Customer amenities - bus benches, stops, information, bicycle access		
ii.	Jointly provided or sponsored technologies		

b. Fare and service policy

Opportunity		**Timeframe** Short (0-2 years) Medium (2-5 years) Long (5-10 years)	**Priority** Low = 1 Medium = 2 High = 3
i.	Consistent countywide fare planning and policies		
ii.	Coordinated service monitoring		

c. Information

Opportunity		Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i.	Expanded countywide information services		
ii.	Countywide branding and consistency of identity		
iii.	Countywide trip planning		
iv.	Countywide customer service/complaint resolution		
v.	Coordinated customer and stakeholder input		

3. Policies Including Inter-jurisdiction and Inter-agency Coordination

a. Service and funding policies

Opportunity		Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i.	Service agreements for VISTA, demand response and related services reconfigured to align with changing federal and state policies		
ii.	Policies for adaptation to TDA funding changes for 2014 as required by SB 716		
iii.	Consistent process to address unmet trip making needs and opportunities		
iv.	Consistent service operation criteria, e.g. minimum headways, etc.		

b. Planning policies

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Accommodation of land use planning policies and requirements, such as SB 375 and Transit Oriented Development		
ii. Agreed-upon longer-term policy goals, e.g. service efficiency/effectiveness/quality processes		
iii. Countywide or sub-county policy development for interregional, inter-jurisdictional and other public transportation activities		
iv. Methodology and planned process for implementation of regional transit study		

4. Funding and Partnering

a. Funding policy

Opportunity	Timeframe Short (0-2 years) Medium (2-5 years) Long (5-10 years)	Priority Low = 1 Medium = 2 High = 3
i. Evaluation of opportunities and consequences to maximize federal and state funding and program eligibility and utilization		
ii. Consideration of increased funding allocation for countywide services		
iii. Development, allocation policies and leveraging opportunities for locally-generated funding for transit service		
iv. Actions to address sustainability of funding (federal, state (including SB 716), local)		

b. Partnerships

Opportunity	**Timeframe** Short (0-2 years) Medium (2-5 years) Long (5-10 years)	**Priority** Low = 1 Medium = 2 High = 3
i. Evaluation of potential joint capital programs		
ii. Leverage and partnering opportunities with other agencies		
iii. Resolution of funding and equity considerations related to service coordination/consolidation		
iv. Consolidated interagency/interagency approach to reauthorization		

Conclusion

Input from various sources has been used to develop a draft scorecard representing gaps/needs/opportunities which will next be distributed to a variety of stakeholders for input. The results of that process will assist in further discussing priorities for public transportation in Ventura County, which will then assist in comparing system priorities with potential organizational models.

Appendix III.

2009 National Transit Database Operating Cost Data

	Gold Coast Transit	VISTA	City of Simi Valley	City of Thousand Oaks
FIXED ROUTE				
Number of Vehicles	39	25	8	6
Total Unlinked Trips	3,568,028	785,806	477,032	185,681
Annual Vehicle Rev. Miles	1,732,855	1,404,594	475,944	195,023
Annual Vehicle Rev. Hours	140,077	50,701	31,143	12,668
Operating Expenses	$13,071,044	$2,831,051	$3,672,794	$945,836
Unlinked Pass. Trips/Vehicle Rev. Mile	2.1	0.6	1.0	1.0
Unlinked Pass. Trips/Vehicle Rev. Hour	25.5	15.5	15.3	14.7
Operating Expense/Unlinked Pass. Trip	$3.66	$3.60	$7.70	$5.09
Operating Expense/Vehicle Rev. Mile	$1.13	$2.02	$7.72	$4.85
Operating Expense/Vehicle Rev. Hour	$93.31	$55.84	$117.93	$74.66
DEMAND RESPONSE				
Number of Vehicles	19	13	12	12
Total Unlinked Trips	82,655	206,051	48,141	71,664
Annual Vehicle Rev. Miles	494,424	337,171	218,421	473,019
Annual Vehicle Rev. Hours	38,192	29,670	17,974	33,704
Operating Expenses	$2,483,714	$1,143,865	$2,233,037	$1,430,194
Unlinked Pass. Trips/Vehicle Rev. Mile	0.2	0.6	0.2	0.2
Unlinked Pass. Trips/Vehicle Rev. Hour	2.2	6.9	2.7	2.1
Operating Expense/Unlinked Pass. Trip	$30.05	$5.55	$46.39	$19.96
Operating Expense/Vehicle Rev. Mile	$5.02	$3.39	$10.22	$3.02
Operating Expense/Vehicle Rev. Hour	$65.03	$38.55	$124.24	$42.43
TOTAL OPERATING EXPENSES	$15,554,758	$3,974,916	$5,905,831	$2,376,030

The NTD was established by Congress to be the Nation's primary source for information and statistics on the transit systems of the United States. Recipients or beneficiaries of grants from the Federal Transit Administration (FTA) under the Urbanized Area Formula Program (§5307) or Other than Urbanized Area (Rural) Formula Program (§5311) are required by statute to submit data to the NTD. Over 660 transit providers in urbanized areas currently report to the NTD through the Internet-based reporting system. Each year, NTD performance data are used to apportion over $5 billion of FTA funds to transit agencies in urbanized areas (UZAs). Annual NTD reports are submitted to Congress summarizing transit service and safety data.

The legislative requirement for the NTD is found in Title 49 U.S.C. 5335(a):

SECTION 5335 National transit database

(a) NATIONAL TRANSIT DATABASE — To help meet the needs of individual public transportation systems, the United States Government, State and local governments, and the public for information on which to base public transportation service planning, the Secretary of Transportation shall maintain a reporting system, using uniform categories to accumulate public transportation financial and operating information and using a uniform system of accounts. The reporting and uniform systems shall contain appropriate information to help any level of government make a public sector investment decision. The Secretary may request and receive appropriate information from any source.

(b) REPORTING AND UNIFORM SYSTEMS — the Secretary may award a grant under Section 5307 or 5311 only if the applicant and any person that will receive benefits directly from the grant, are subject to the reporting and uniform systems.

The NTD reporting system evolved from the transit industry-initiated Project FARE (Uniform Financial Accounting and Reporting Elements). Both the private and public sectors have recognized the importance of timely and accurate data in assessing the continued progress of the nation's public transportation systems.

Appendix IV.

Case Studies: Organizational Design and Service Delivery

In discussions regarding organizational alternatives including full consolidation and moderate consolidation options, examples cited included Orange County Transportation Authority (OCTA), San Diego Association of Governments (SANDAG), Metropolitan Transit System (MTS), and North County Transit District (NCTD). Additional discussion with staff from these agencies has provided more information regarding the relationship between their organization and how various functions and services are provided.

OCTA

The formation of OCTA occurred in 1991 when the Transit District was merged with the Transportation Commission. Prior to the merger, the same member agencies (cities and County) were represented on both boards, but with different organizational structures and staff, there was no central forum to debate and resolve conflicting visions and priorities.

The leadership that emerged was primarily from the Transportation Commission. Among the concepts that evolved from a positive perspective was that speaking with one voice with regard to transportation issues was a benefit to the County. For example, the improved coordination of highway and transit programs was facilitated through the passage of a local tax. The communities in the County also benefited from a consistent ADA paratransit service as well as a consistent fixed route network. Good management and leadership have ensured that issues have been identified and addressed. For example, as a result of the economic downturn service availability is being addressed by increasing the percentage of outsourced services. This will not be accomplished through layoffs but rather through attrition. In another cost saving move, since OCTA also regulates taxi service in the county, it has been able to substitute lower cost taxi trips as part of the overall ADA paratransit family of services.

After the consolidation, OCTA was able to track significant savings as a result of reduction of duplication of functions. Organizationally, there are typically multiple modes and functions assigned to each unit. The head of the unit, including the transit manager is one of a number of direct reports to the CEO. The representation on the Board offers input from the local jurisdictions represented by their Board member.

San Diego Association of Governments

In 2003 legislation was passed to consolidate all of the roles and responsibilities of SANDAG with many of the transit functions of the Metropolitan Transit Development Board and the North San Diego County Transit Development Board. The consolidation allows SANDAG to assume transit planning, funding allocation, project development, and construction in the San Diego region in addition to its ongoing transportation responsibilities and other regional roles. The goals were that these interdependent and interrelated responsibilities permit a more streamlined, comprehensive, and coordinated approach to planning for the region's future.

Although SANDAG does not manage the day-to-day planning of either Metropolitan Transit System (MTS) or North County Transit District (NCTD), it does have planning oversight of the implementation of projects funded as part of the local sales tax funding program. SANDAG establishes the overall funding program for the region, but MTS and NCTD, in essence develop their own operations-related budgets, including capital acquisition, and fixed route and demand responsive services.

MTS – San Diego

MTS, as the major operator in San Diego County, manages bus, paratransit and rail services that are provided by a combination of direct and contract services. As part of the 2003 regional consolidation process, MTS moved forward to assume the prior independent National City and Chula VISTA services; all services in their operating area function under one consistent set of criteria. The MTS belief is that residents of those cities are afforded access to a coordinated regional system that has consistent policies that are applicable to services for all residents.

MTS is responsible for all aspects of operations, receives its own funding from the FTA, develops the vehicle capital replacement program, and applies for applicable grants. SANDAG is responsible for the larger construction projects, such as building the regional highway and rail projects, as well as implementing the local sales tax program. A SANDAG Board Policy delineates roles and responsibilities with regard to MTS, SANDAG and NCTD.

Operationally, MTS contracts out approximately 50% of its fixed route bus service as well as all of the paratransit services.

North County Transit District

The northern portion of San Diego County has a combination of rural and urban areas, thus unlike the urban core characteristics of MTS, NCTD serves a variety of land uses and trip purposes. NCTD operates bus and paratransit as well as commuter and light rail services. As a result of the reduction in available funding and the economic downturn impact on the local sales tax, NCTD was faced with a projected multi-million dollar operating shortfall. After evaluating various business model alternatives, NCTD developed an operational plan to transition from public sector to private sector employees through outsourcing. Based on the approved contract, cost savings will be attained through a combination of some reduced wages and benefits, increased sub-contracting of non-routine maintenance activities, economies of scale realized in purchase of supplies and a reduction in public sector infrastructure (e.g. human resources functions).

In addition, after a similar business model analysis with respect to paratransit, NCTD has selected a service provider that offered a non-traditional approach to these services, which is also anticipated to reduce costs.

NCTD believes that through these business model planning efforts it has identified and addressed issues in a creative and efficient manner. All of the organizational activities were independent of SANDAG involvement.

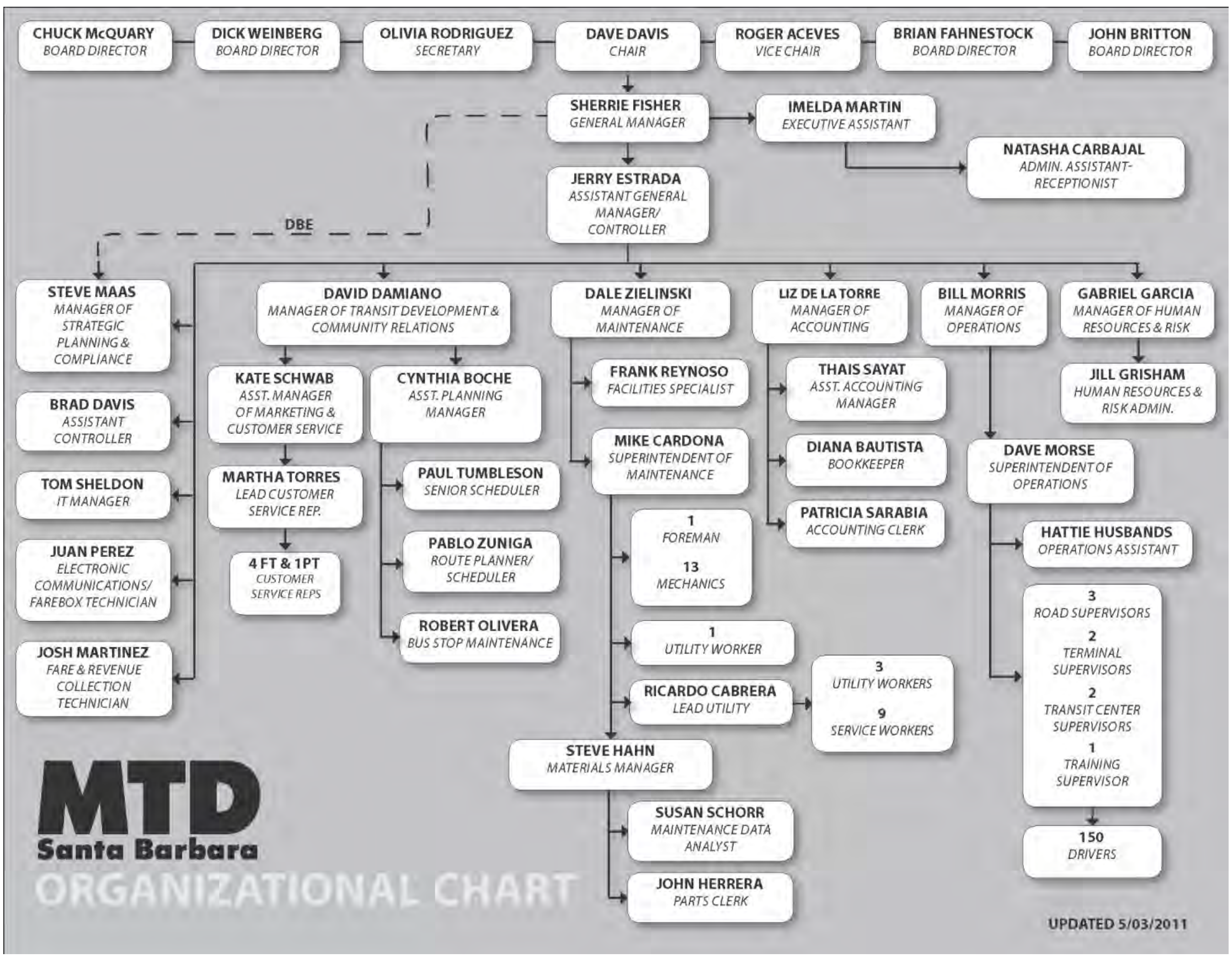
Summary

Common themes for all of these organizations have been the need to evolve and to address pressing issues, including economic issues. NCTD has acted to radically change service delivery. MTS has used a consistent set of service metrics to refine services based on efficiency. OCTA has looked at alternatives working within its resources to improve service efficiencies and effectiveness. Clearly, the public transportation scale and scope for these agencies is larger than Ventura County. Locally in Ventura County a major issue to determine at the policy level is whether there are significant benefits to be gained by either combining or separating policy and operational responsibilities in a consolidated agency and how such a transition would be accomplished over time.

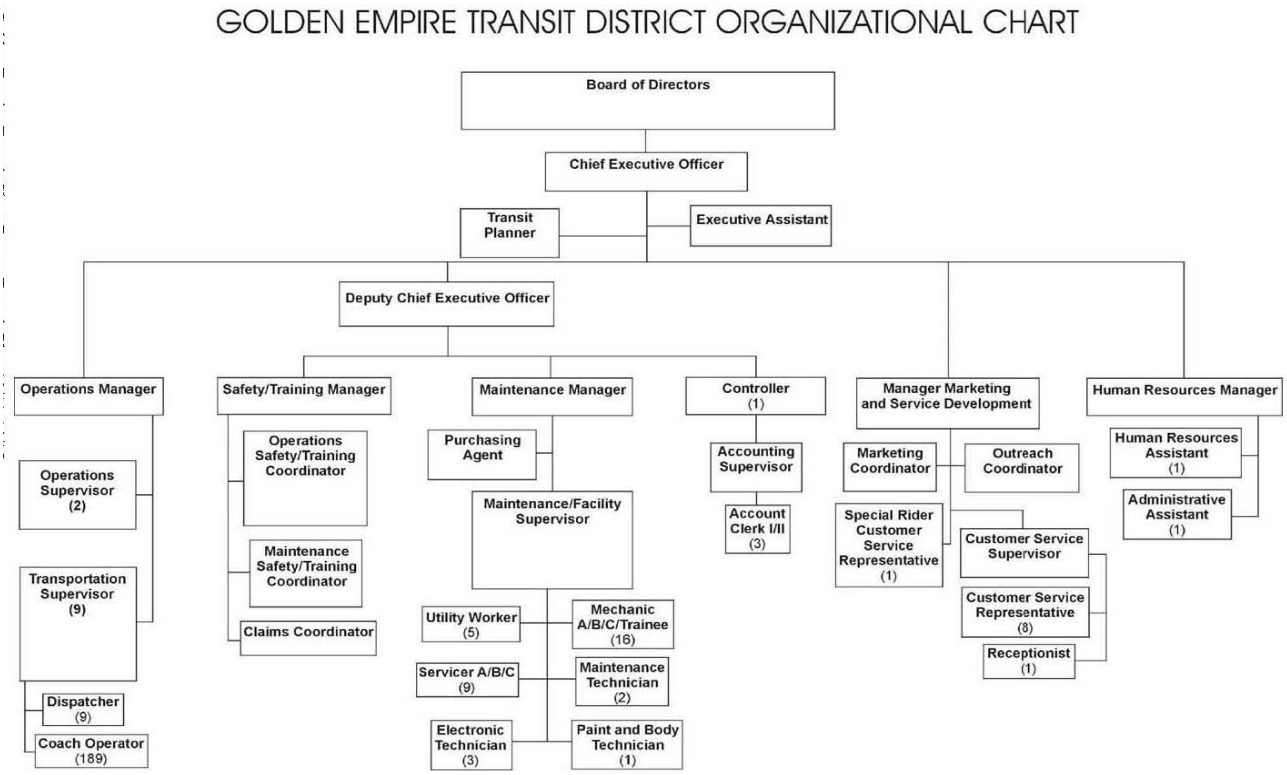
Appendix V.

Agency Organization Structures

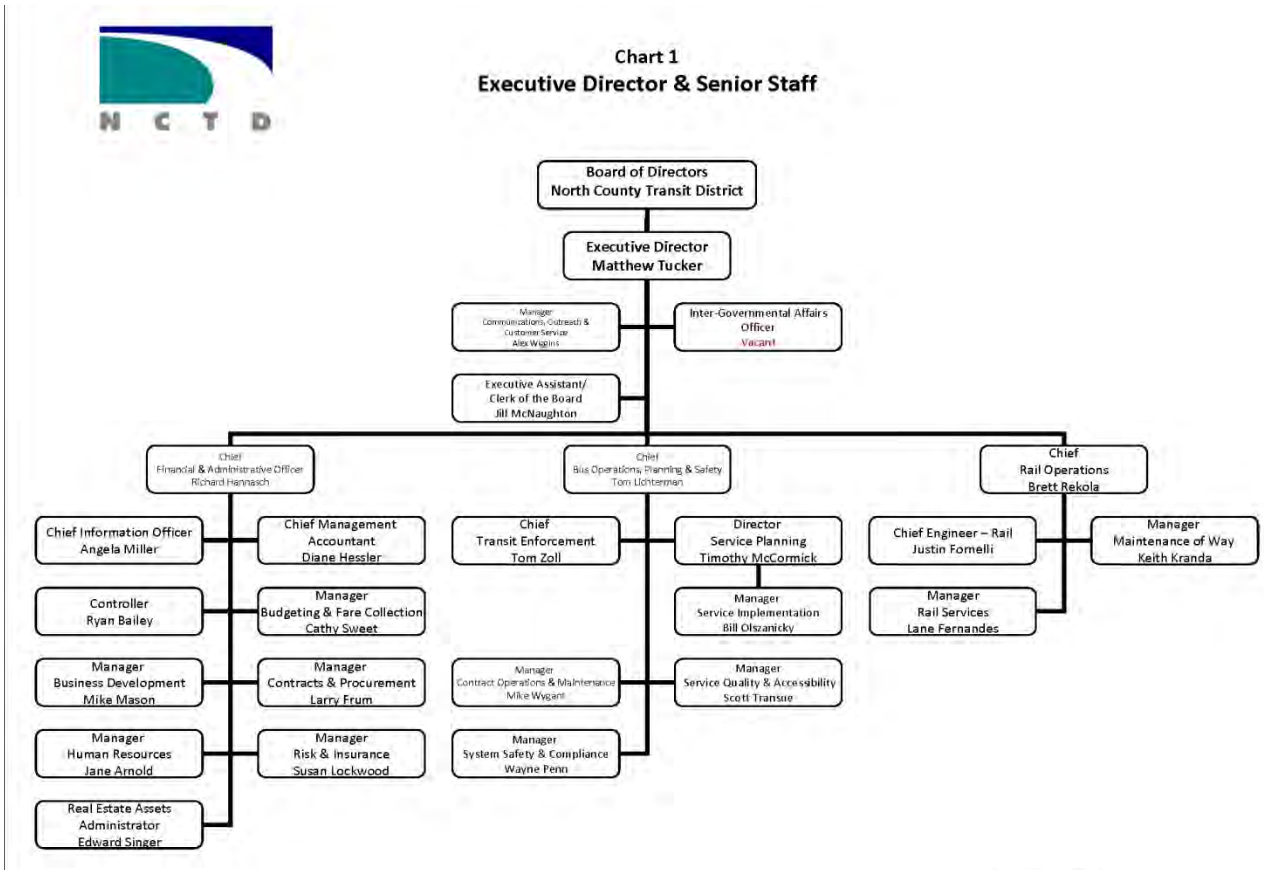
The Metropolitan Transit District (MTD) in Santa Barbara is an example of a typical operating agency with a General Manager, four or five department heads, such as operations, finance/administration, planning, and maintenance/fleet services and an array of support services some related to process, such as accounting and HR, and some related to service, such as supervisors and marketing/outreach coordinators. Similar to Gold Coast Transit and a number of other transit agencies, MTD contracts for the provision of paratransit services. The most recent published organization chart is presented below:



Other agencies, such as Golden Empire Transit in Bakersfield, directly operate all services, which can increase the number of employees required for direct operation and maintenance perspectives as well as generating the need for additional support staff. The most recently-published organization chart is presented below.



A variation in structure would occur if, similar to NCTD, all of the bus and paratransit services were contracted out. In this option, the organizational responsibility shifts from direct operation to managing and monitoring the contract operations, as indicated below. In this example, many of the administrative functions related to operations, such as HR and procurement, have been streamlined, since those functions are primarily the responsibility of the contract operators. This is the most recently-published organization chart:



In addition to the basic operating organization, the hybrid alternative, that is either one or two operators, would require one or two operating agency governing boards and another countywide regional planning, funding, policy board.

Appendix VI.

City Manager Letter and Response

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CITY OF SIMI VALLEY
Home of The Ronald Reagan Presidential Library

July 14, 2011

Darren Kettle, Executive Director
Ventura County Transportation Commission
950 County Square Drive
Ventura, California 93003

Dear Mr. ~~Kettle~~ Darren:

On February 10, 2011, City staff met with you to discuss several questions and concerns that we felt needed to be considered during the VCTC's Regional Transit Study. Based on our discussion, we expected that the VCTC would address these items as part of the Regional Plan process. The Regional Plan options and information that have been provided to public agencies and transit operating entities to date include very little analysis and remain largely conceptual in nature.

These concerns are further exacerbated by statements in editorials, press articles and public meetings that the proposed consolidation will result in increased connectivity, increased ridership, cost efficiencies, more uniform hours and schedules of service, and enhanced customer service while still maintaining existing base service levels. As you know, Ventura County's transit challenges are directly related to its large rural areas, population density and the strong likelihood of future decreases in State and Federal transportation funding. In view of these serious challenges, we feel that it is dangerous to raise public expectations, that in the end, we may well be unable to deliver.

City staff has reviewed the two options that the VCTC is planning to consider at its September meeting: a full consolidation approach similar to Orange County Transportation Authority, and a modified consolidation/hybrid approach with West and East County sub-regional boards. In both options, it was stated that:

- The VCTC will exercise primary planning functions;
- The VCTC will effectively take over funding, staffing and oversight of Ventura County's transit operations currently being provided by Gold Coast Transit, Camarillo Health District, and the cities of Thousand Oaks, Moorpark and Simi Valley;
- The VCTC will determine the level of service and funding by mode (Metrolink, regional, local and ADA/specialized transit); and

Bob Huber, Mayor   Steven T. Sojka, Mayor Pro Tem   Barbra Williamson, Council Member   Glen T. Becerra, Council Member   Mike Judge, Council Member
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Ventura County Transportation Commission
July 14, 2011
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- The VCTC will determine all fund allocation and decision making for the "pooled" TDA funds of all cities and the County.

This letter will serve to document several concerns and questions regarding the two options that have been presented. I would appreciate your providing me with a response and any additional information or analysis on these items so that it may be considered by our City Council.

1. **How is Ventura County's natural geographic boundaries and rural nature being considered in the Regional Plan?** Unlike Orange County, Ventura County has a 2010 population of 823,318 with a territory of 1,845 square miles or 446 persons per square mile. In comparison, Orange County has a 3 million population with 789.4 square miles, or 3,813 persons per square mile. As a result of its rural nature, consolidating transit services in Ventura County presents substantial geographic, jurisdictional and funding obstacles. The West County alone, with increased density and only four participating jurisdictions, has experienced significant challenges in trying to maintain consolidation of services under Gold Coast Transit. VISTA has also experienced service challenges. Consolidating Ventura County's 1,845 square miles under one transit operating jurisdiction serving East and West counties, with its inherent geographic challenges, funding limitations, and the increased service expectations is problematic at best.

2. **Deviation from the VCTC's emerging role with VCOG as a regional planning organization to operational responsibility for all public transit operations throughout the County.** The current proposal will essentially transfer all local transit service level and funding decisions from local jurisdictions to the VCTC or VCTC-subordinate policy boards. This is contrary to the VCTC's emerging regional planning role and proposed merger with VCOG. It is also contradictory to providing locally accessible government to Ventura County residents and the 5 million boardings provided through transit services annually.

3. **Under these options, will the VCTC have the ability to override local elected officials decisions to increase or decrease services?**

4. **Will the VCTC have the ability to require local agencies (i.e. City, County, special district) to fund shortfalls of revenues when the VCTC decides to increase costs and/or services?**

5. **How will the proposed plan ensure constituency accountability and customer responsiveness?** In the past, local jurisdictions have demonstrated that they are in the best position to be responsive, accessible and accountable to their constituents and to self-determine local service needs and funding levels, keeping within their designated TDA apportionment.

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Ventura County Transportation Commission
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6. **What additional administrative staffing and infrastructure costs will be required by the VCTC to accommodate administrative oversight of all consolidated transit operations in the County?** Most cities provide for transit administrative oversight with general funded Department/City Manager's Office employees who are also assigned other operational responsibilities. As a result, it is unlikely that the consolidation will result in any substantial administrative savings, nor will it result in the elimination of redundant public agencies or operating entities as occurred in Orange County.

7. **What cost analysis has the VCTC conducted to determine the cost savings and efficiencies that would be achieved in the two consolidation models?** Please provide us with a copy of the analysis and methodology.

8. **How will the proposed consolidation specifically affect Simi Valley Transit and Gold Coast Transit, Ventura County's two non-contract operators?**

9. **Farebox Recovery Ratios** mandated by the State severely limit the ability to provide uniform service and hours across the County. The West County, East County and 126 corridor each have distinctively different ridership populations and commuter patterns and as such will continue to require different transit modes, hours of operation and levels of service.

10. **Federal Labor Protective Agreements** legally preclude the ability of public agencies receiving Federal Transit Administration funds to reduce employee compensation and benefits without the expressed consent of its labor representatives. How many of Ventura County's FTA-funded transportation employees and agencies are covered by this provision and what recommendations are being made to resolve this issue as part of any reorganization of services? Has this issue been addressed or considered and included in the cost analysis? If so please provide that information.

11. **Has the VCTC analyzed Ventura County's potential loss of funds to streets and roads and considered a provision in the regional plan to seek the County's continued flexibility to use TDA funds for this purpose?** SB 716 currently allows Ventura County the potential flexibility to utilize TDA funds for streets and roads if there are no unmet transit needs. In recognition of Ventura County's rural nature and the critical need for street and road funding, this seems to be a prudent inclusion in the County's regional transit plan.

12. **How will consolidation of Ventura County transit services affect the County's ability to continue to receive increased Federal operating funds for small-urbanized areas of the County**?

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Ventura County Transportation Commission
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13. **How will the two proposed options affect Ventura County streets and roads funding and policy decisions? Will the proposed regional boards just address public transit options or also make recommendations to the VCTC on streets and roads funding?**

14. **How will the two proposed options affect Metrolink funding and policy decisions? Will the proposed regional boards just address public transit options or also make recommendations to the VCTC on funding by transit mode?**

15. **What provisions will be made in the plan to protect the balance of funding and service levels in Ventura County between East, West, the 126 corridor and large and small urbanized funding areas?**

16. **How will the proposed options affect the current citizen advisory committees established by local jurisdictions?**

The City of Simi Valley has enjoyed a close working relationship with the VCTC and has been a strong supporter of transit services at the County, State and Federal levels. The City itself has invested tens of millions of dollars in the growth and development of its public transit system over the past 40 years. These investments include the establishment of capital facilities, a municipal fleet, and a dedicated team of over 50 employees, who along with the public they serve, take great pride in their services. Ventura County cities, the VCTC, and local operators have a clear obligation to ensure that these questions and concerns are fully considered and evaluated prior to any decision regarding consolidation. I would appreciate you providing me with a response by August 1, 2011 so that our City Council may fully consider taking a position on the proposal.

Sincerely,

Mike Sedell
City Manager

cc: City Council
City Managers
County Executive Officer
\+ Commission

85/7-11

Ventura County Transportation Commission

August 9, 2011

Mr. Mike Sedell
City Manager
City of Simi Valley
2929 Tapo Canyon Road
Simi Valley, CA 93063

Mike

Dear Mr. ~~Sedell~~:

Your letter of July 14, 2011 contains various perspectives and perceptions that I concur need to be discussed as part of the Regional Transit Study and the responses to each of your questions are included in this communication. However, it appears that some general thoughts may serve to provide more information regarding the thinking with respect to the issues.

The implementation of SB 716 will significantly change the process for public transit in Ventura County. The new law calls for all Transportation Development Act Local Transportation Funds (TDA) to be allocated to transit and adherence to all TDA rules and regulations will be required. Thus, TDA funding for streets and roads will be eliminated as will substituting local funds for TDA and then using TDA for funding of streets and roads. This change provides Ventura County with a unique opportunity to reconsider how we provide public transit service so that the users of the system have a consistent county-wide program that provides for a family of services to meet the overall mobility needs in a manner that is similar to many other areas in the country.

The organizational alternatives which have been selected by the VCTC Ad Hoc Steering Committee reflect their interest in creating that consistent system through either full consolidation in one agency or a variation that could include operations as one or two separate organizations. Each of the alternatives, as was stressed in the Board presentation, would include "Provisions for a strong local advisory/subcommittee structure to address East/West County and rural needs and issues".

I have often said that the current approach to transit is "broken," a term that reflects the inconsistencies of the existing processes that require transfers at jurisdictional boundaries, lack of connections to educational, commercial, recreational and medical facilities on local services and other examples that affect customers today and limit our ability to attract new riders in the future. I am also concerned that the services we have today and any we add in the future be sustainable long term, and that we are able to insure to our public that we are providing the most efficient and effective service and use of the limited resources possible.

In recognition of the need to provide transit services more efficiently and the fact that there is a demand for mobility within and between communities, there is a national trend to consolidate and reorganize transit services. In virtually every public forum that VCTC has held or participated in, strong concerns for focusing on the transit user and integration of transit services were articulated. As I have referenced in several of my responses to your questions, consolidation and reorganization in California, and specifically in Southern California, has produced positive results.

In the current environment where significant cuts are being considered at the federal level and state funds are limited, it is in the best interest of those that use public transit that we think through the ways we can focus the dollars on providing the very best transit service to Ventura County transit users. Given the funding challenges we face and the concerns that have been raised by those that use or would like to use public transit, it would be irresponsible on our part to not take this opportunity to consider a consistent approach to policy, planning and financing as well as supporting activities such as marketing and community relations, procurement, information technology, paratransit , and others that could result in an improved foundation from which the operations element can be added to form that family of services.

Mike Sedell
August 9, 2011
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Following are my responses to each of the issues you raised.

1. **Consistency with Ventura County Geography and Demographics**

   Orange County/Ventura County comparisons are not intended to be one-to-one; rather they are illustrative. An accurate comparison of Ventura and Orange County population densities would require excluding the northern portion of Ventura County that is National Forest or rural, which does not need transit. Also, Orange County has some semi-rural and low density areas, especially in South County. If we look at other prototype areas, both San Diego and Monterey Counties have undergone transitions similar to what is being considered for Ventura County and have many of the characteristics of Ventura County. For example, San Diego's north and east county areas are substantially rural and Monterey County, which has recently created a countywide transit district, has a population density that is 20% of Ventura County's and a geographic area which is twice Ventura County's size. The geography and demographics of Ventura County are not impediments to implementation of a more rational transit service, but are factors which will affect how specific services can be most effectively provided. In Ventura County as in other counties, the primary goal would be to develop an integrated family of services with applicable services located to meet needs of the area. This includes shared use of facilities and resources.

2. **VCTC's Role as COG, Regional Transportation Planning Agency and Regional Transit Oversight**

   There is no contradiction between a regional planning role and operationalizing that role by assuming control or oversight (depending on the option chosen) of regional service provision; in fact, a regional planning role is an important part of the organizational options.

   In terms of local input and decision making as to service levels, clearer lines of authority to one responsible agency should greatly increase citizen accessibility to the decision-making process. If they desire, local jurisdictions can augment funding, thereby affecting service levels for their areas. The Commission would still consist of city and county officials with their perceptions of and sensitivity to local needs and conditions.

3. **Local Engagement and Authority for Level of Service Decisions**

   The point of a consolidated operation is that policy decisions would be made at the regional level by a governing body that consists of local officials. The proposal contemplates local and/or regional committees that would make recommendations directly to the governing body.

   While individual jurisdictions may not have direct control of former operations, in keeping with experience with other reorganizations, regional mobility needs would be balanced with local service design preferences. Tailored local services, especially with regard to local augmentation as part of building a family of services, can be incorporated.

4. **Potential of Local Funding Mandates or Requirements**

   All TDA funds will be used for transit based on policies developed by the Commission. Local augmentations and enhancements will likely be encouraged, but there would be no "required" local participation. To my knowledge, no county transportation commission or regional transit agency in California has the authority to compel local agencies to provide funding and no such authority is contemplated here.

Mike Sedell
August 9, 2011
Page Three

5. Provisions for Ongoing Customer Accountability and Responsiveness

Regardless of how public transportation is organized in the future, it is the obligation of those agencies to ensure that all funds that are used are responsive and accountable to their constituents. Key to this would be the adoption of county-wide goals and objectives established through the new organizational process to best meet the needs of the county. Local input will be an important part of the process.

Local structures are not necessarily inherently more accountable and customer-oriented than regional ones – the most important attribute is a commitment to responsiveness by the governing body and its management. With its makeup primarily of local city representatives and substantial local and subregional input, the new consolidated structure should be well positioned to assure attention to these goals. A consistent approach to information made at the county level will improve the understanding of all the services for customers.

6. Administrative and Staffing Infrastructure Costs

Typically, when cities operate public transit as a part of the overall city governance, the services carry an administrative cost burden reflecting time and costs incurred by managers and staff for issues such as human resources, procurement and legal issues, etc. Multiplying those personnel and associated resources for multiple jurisdictions would seem to logically support consolidation, and can be a source of savings and improved efficiency.

7. Cost Savings and Efficiencies

There are a number of business model approaches to costs that can be applied once an organizational philosophy has been adopted, among them, make or buy decisions and the extent of consolidation practices, such as county-wide service contracts. Our planning discussions have referenced policy decisions made by some of the organizational peers such as the Orange County Transportation Authority, and the planning and operating agencies in San Diego County (SANDAG, MTS and NCTD).

Once a report is made to the Legislature in late 2011 or early 2012, a transition plan would be prepared outlining how this will be accomplished.

Other areas have achieved substantial savings. For example, the North County Transit District adopted an operating plan which resulted in a seven-year savings of $55 million or roughly a 23% reduction in costs. Discussions with OCTA staff indicated that they had tracked the impacts of consolidation for many years and that the resulting savings was over $10 million annually, compounded over nearly 20 years of consolidated operation. Further, ongoing work in the Bay area has indicated that by reducing administrative costs by 5%, area agencies could save $100 million a year. In Ventura County, using the same source of national data (Federal Transit Administration), the consultant team supporting the transit study and has analyzed the data suggests that there are several agencies that have exceeded the national average in percentage of administrative cost. Just reducing that cost to the national average would result in additional revenues available for transit service rather than administration.

8. Impact on Non-Contract Operators – Specifically Gold Coast Transit and Simi Valley Transit

The organizational options do not, at this level of development, prescribe or project how services would be delivered and who would deliver those services. Any transition of services and employees would be addressed in an implementation plan.

Mike Sedell
August 9, 2011
Page Four

9. Impact on Ability to Meet TDA Farebox Recovery Requirements

If the services in Ventura County are merged into one or two operators, the TDA Farebox Recovery requirement will be for the entire merged system, not individual routes. Given the farebox recovery rates of all of the services combined, achieving an acceptable farebox recovery rate is very probable.

10. Labor Transition Issues - Federal Labor Protective Agreements and Cost

There are a number of rules and regulations that will need to be considered as part of decision-making process. The intent of that process would be to work collaboratively with all affected parties and make good policy and business decisions. Citing the NCTD example again, the shift from public to private operation was made working with a public employee union. Similarly, ongoing discussions with labor have been a part of the OCTA service reduction strategy. There are many other models such as the "delegated management" model in New Orleans and Savannah where all aspects of management and operation are provided under contract and public-private partnerships in Augusta, Georgia and North Carolina. All of these have included services provided by public and private entities employing both represented and non-represented personnel.

11. SB 716 Impact on Streets and Roads Funding

SB 716, when it becomes effective, will require that all TDA be used for transit. Prudence would seem to require that the planning effort be developed accordingly and, in fact, is being done so in the Ventura County Comprehensive Transportation Plan that VCTC is currently preparing. Enhanced street and road expenditures are critical to Ventura County but will need to depend on other or future funding sources.

12. Impact on Federal Funding for Small Urbanized Areas

The implementation of SB 716 and the accompanying organizational alternatives being considered would have no impact on federal funds for public transit. For example, the definition of Small Urbanized Areas as defined by the U.S. Census Bureau would not be changed by reorganization and consolidation of transit services.

However, given the federal discussions regarding potential reductions and modifications of programs having an organized, clearly understood and well-run system will enhance the region's ability to compete for funds. In addition, consolidating priorities will afford Ventura County the maximum potential to communicate with elected officials and agency staffs regarding the programmed priorities for funding.

13. Responsibility for Decisions on Allocation of Streets and Roads Funding

VCTC has maintained credibility with the cities and the County through a long standing practice of fairness in distribution of any funds it controls. The study at hand addresses the requirements of SB 716 -- to dedication of all TDA funds to transit -- and does not affect policy decisions related to streets and roads funding. No changes would be made to the allocation or use of locally-derived street and road funds or street and road funds allocated from State or Federal sources directly to local jurisdictions. The subregional board or committees could advise on a broad range of transportation policy concerns, further enhancing and strengthening the local voice.

Mike Sedell
August 9, 2011
Page Five

14. Impact on Metrolink Funding and Policy Decisions

All regional planning and funding policies would be developed through the new organizational process. These decisions would include Metrolink funding and service levels. Currently, each of Metrolink's county transportation agency members has its unique process for determining the split between Metrolink/rail funding and bus funding. VCTC would continue to plan and allocate funding for Metrolink service.

15. Balance of Funding and Service Levels Between Areas and Communities of Various Sizes

The policy development process resulting from the organizational change would incorporate various perspectives in the creation of the applicable county-wide transit program into whichever organizational structure is chosen. These policies can reflect need, performance, maintenance of effort or other factors. The Commission has a proven track record of balancing funding and programming throughout the county – given the fact that the Commission composition would stay the same, this proven track record should not change with a new organizational structure.

16. Impact on Local Advisory Committee Structures and Function

The participation of local citizens' advisory committee structures would be an important part of the transition dialogue and on through implementation. The Commission's direction is to ensure inclusion of provisions for a strong local advisory/subcommittee structure to address East County, West County and rural needs and issues. VCTC, the cities and the County will still value the input of their advisory committees on a wide variety of transportation issues, including the relationship to the planning process, adherence to sustainable communities goals, allocation of streets and highways funds as well as possible local augmentations of transit funds, and input to the regional and/or subregional advisory processes anticipated in the consolidation process.

I appreciate the opportunity to address these issues and have ongoing dialogue with local jurisdictions as well as others in the county. As you have pointed out, there are many questions that have been or will need to be addressed as we proceed with policy discussions and analysis with the VCTC Ad Hoc Steering Committee, the Commission and individual cities and operators.

Please contact me if you have further questions or comments.

Sincerely,

Darren M. Kettle
Executive Director

cc: Transit Study Ad Hoc Committee members
City Managers
County Executive Officer

Appendix VII.

Operator Proposal

January 11, 2012

CITY OF SIMI VALLEY

Darren Kettle, Executive Director
Ventura County Transportation Commission
950 County Square Drive, Suite 207
Ventura, CA 93003

Dear Mr. Kettle:

On October 6, 2011, the City Managers and County Executive Officer met with VCTC staff and the Regional Transit Plan consultants to discuss the consultants' Progress Report, which included a fully consolidated County transit system or a possible two-district option. At that meeting, the City Managers raised several concerns about the Regional Transit Study. These concerns included the need to incorporate the following:

- Increased input from those currently operating transit services;
- A viable alternative to allow jurisdictions who wish to continue operating their own transit services to do so with increased coordination with other operators; and,
- Flexibility to allow cities who currently utilize TDA funds for streets and roads and who have no unmet transit needs, to continue to do so.

On November 4, 2011, several transit operators including the cities of Camarillo, Moorpark, Thousand Oaks, and Simi Valley, Gold Coast Transit, and the County of Ventura, attended VCTC's Regional Transit Study Steering Committee meeting to again express their concerns that the draft VCTC Regional Transit Study reports to date did not adequately include input from, or address many of the issues and concerns that have been raised by local cities and operators. As a result, the VCTC Steering Committee and the full Commission at its December 2, 2011 meeting, directed VCTC staff and the VCTC Regional Transit Study consultants to meet with County transit operators to develop an alternative Regional Transit proposal that would represent the needs and concerns of operators in both the West and East County.

Ventura County transit operators representing the cities of Camarillo, Moorpark, Thousand Oaks, Port Hueneme, Ojai, Oxnard, and Simi Valley, Gold Coast Transit, Ventura County, and VISTA conducted three meetings (beginning October 19, 2011) to discuss their ideas for establishing improved public transit in Ventura County. Through their efforts, the operators were able to develop and unanimously agree upon a proposed regional transit plan and operational concept for Ventura County that addresses West County, East County and Heritage Valley transit needs. This document is attached and is being forwarded to the VCTC as the alternative being recommended by Gold Coast Transit and the seven other Ventura County jurisdictions that operate transit services. The transit operators also adopted four Guiding Principles, which are attached to this letter. The Guiding Principles were used to create a proposed Operational Concept for public transit in Ventura County as well as some of the proposed language to amend the Transportation Development Act, in response to SB 716. The Guiding Principles are not necessarily requirements to be implemented but are rather items that all transit operators agreed were factors to be considered when establishing the Operational Concept.

In summary, the operator's proposal would create, by legislative action, a Gold Coast Transit District encompassing the current communities served by Gold Coast Transit and the Heritage Valley communities of Santa Paula and Fillmore. The cities of Camarillo, Moorpark, Simi Valley and Thousand Oaks would continue to operate their municipal services with a Memorandum of Understanding for increased coordination of services and service delivery. The proposed Gold Coast Transit District would file Article 4 TDA Claims with the intent that all TDA funds would be used for transit purposes. The cities outside of the proposed Gold Coast Transit District would seek authorization to file claims under Article 8 subject to Public Utilities Code Section 99401.5.

As it relates to pursuing the flexibility for Ventura County cities to continue to use TDA funds for streets and roads, there are several current examples in the California Public Utilities Code where the State legislature has granted local jurisdictions the ability to file Article 8 Claims. Included are Sacramento County, the Sacramento Regional Transit District, and cities in Sacramento County, which are outside the Transit District, all of which have legislative authority to file Article 8 Claims for streets and roads funding. In addition, the counties of San Diego, Orange, Riverside, San Bernardino, Stanislaus, Monterey and Los Angeles all have special legislative provisions related to TDA funding, covering streets and roads, HOV Lanes, and/or various other special needs unique to their own counties.

On December 14, 2011, representatives of the local transit operators, including the City Managers (or their designated representatives) from Camarillo, Moorpark, Ojai, Simi Valley, Thousand Oaks, Oxnard, Gold Coast Transit's General Manager, and the Senior Transportation Analyst for the County of Ventura met with you and the VCTC's Regional Transit Study consultants to discuss the transit operators' proposal. During the meeting it was discussed that in order to avoid any misunderstanding regarding the operators' proposal, the transit operators would provide the VCTC Steering Committee and all VCTC Commissioners a written proposal, which is attached herein.

The transit operators would like to emphasize that this document was developed with the active participation of all the transit operators and agreed upon. Gold Coast Transit, in addition to representing the agencies that they serve, is currently taking steps to meet with the cities of

Fillmore and Santa Paula to explain how Gold Coast Transit can serve the Heritage Valley. The transit operators also discussed potential VISTA service improvements and consolidation, but felt that out of respect for the many details that should be considered (such as VISTA's current farebox recovery ratios and its dependency upon Federal and local funding), further study and discussions with VCTC staff is warranted before any proposal would be made.

The local transit operators would like to recognize the VCTC staff, Steering Committee, and the Commission as a whole for the initiatives that have been underway for the past two years to improve transit and general transportation services as a whole in Ventura County through the Regional Transit Study and the Comprehensive Transportation Plan. We greatly appreciate the opportunity to provide to you this proposal, which represents the support of the undersigned operators and agencies. Should you, the VCTC staff or Commissioners have additional questions about the transit operators' proposal, please feel free to contact Shaun Kroes, Moorpark Senior Management Analyst, at 805-517-6257. He will either be able to provide information directly, or as the Chair of Transcom when this document was prepared, confer with the transit agency members who helped to develop the proposal.

Sincerely,

Steven P Brown

Steve Brown, General Manager
Gold Coast Transit

Edmund Sotelo, Oxnard City Manager
Oxnard Harbor and Beaches DAR

Mike Sedell, Simi Valley City Manager
Simi Valley Transit

Scott Mitnick, Thousand Oaks City Manager
Thousand Oaks Transit

Steven Kueny

Steven Kueny, Moorpark City Manager
Moorpark City Transit

Bruce Feng

Bruce Feng, Camarillo City Manager
Camarillo Area Transit

Robert Clark, Ojai City Manager
Ojai Trolley

Attachments

cc: VCTC Regional Transit Study Steering Committee
VCTC Board Members

PROPOSED OPERATIONAL CONCEPTS FOR A WEST COUNTY TRANSIT DISTRICT AND AN EAST COUNTY OPERATIONAL MEMORANDUM OF UNDERSTANDING, AND POSSIBLE LANGUAGE TO AMEND THE TRANSPORTATION DEVELOPMENT ACT

West County Model: Gold Coast Transit District (GCTD) to plan and operate and/or contract for all bus and ADA services within the district boundaries including existing Heritage Valley services (VISTA-126, Santa Paula & Fillmore Dial-a-Rides), Ojai Trolley, Oxnard Harbor & Beaches Dial-a-Ride, Coastal Express, VISTA-CSUCI and VISTA-101. GCTD will also coordinate oversight of member agency rail stations, transit/transfer centers and bus stop amenities. Existing GCT Board will expand to include new members with appropriate representation to be determined.

East County Model: Simi Valley/Moorpark/Thousand Oaks/Camarillo to develop a formal Memorandum of Understanding (MOU). East County MOU to operate and coordinate all bus and ADA services, fares and hours of service including VISTA-EAST and east county unincorporated area transit services. East County MOU to coordinate oversight of member agency rail stations, transit/transfer centers and bus stop amenities.

Transportation Development Act (TDA) definition of "area" apportionments with reference to Ventura County: the entire area stated in the proposed GCTD enabling legislation excluding cities within Ventura County that may choose to join the district or form a separate district at a later time.

TDA apportionment restriction definition: Cities within Ventura County which are outside the boundaries of the proposed GCTD, but which provide transit service or which contract for transit service, may also file claims under Article 8 subject to Public Utilities Code Section 99401.5. The County of Ventura may file claims under Article 8 only for unincorporated area transit needs in those areas not served by GCTD.

GUIDING PRINCIPLES FOR A REGIONAL TRANSIT PLAN DEVELOPED BY THE TRANSIT OPERATORS IN VENTURA COUNTY

1. It is the fundamental right of local agencies to determine how to provide local services.

2. Existing TDA farebox requirements do not adequately account for the impacts of federal regulations and a lower farebox ratio should be proposed.

3. Transit funds locally generated (such as TDA and FTA funds) must be distributed to and controlled by the local agency.

4. Consolidation of local ADA and DAR operations into no more than two regions is a desirable outcome.

Appendix VIII.

Operator Response to Implementation Issues

GCTD Responses in RED
East County MOU responses in BLUE

Ventura County Regional Transit Study – Operators' Proposal
Questions for Operator Meeting on March 15, 2012

VCTC staff and the Transit Study consultant team are drafting the proposed VCTC action and the proposed report to the Legislature in response to Senate Bill 716 for its April 13, 2012 meeting. The following questions are intended to further explore the operators' proposal upon which the Commission's recommendations are based so an appropriate level of detail can be included in the Commission report as we transition from goals to actions.

East County MOU

- What specifically would the East County MOU provide? When would it be executed?

  The proposed East County MOU will provide an operational structure and foundation for adopting uniform rates, core service types and hours, integrated and expanded fixed route, ADA and DAR services in the East County.

  The MOU will also facilitate shared contracts for technology, development of a single contract or provider for ADA and Senior DAR services in the MOU region, joint operation of existing VISTA East services or alternative services to VISTA, joint marketing and outreach efforts, shared capital equipment acquisitions, shared infrastructure including fueling facilities, and operational, maintenance or administrative activities where it is mutually beneficial to enhance passenger services and achieve cost efficiencies. The MOU would be executed with the understanding that the VCTC would continue in the role of RTPA for the entire County.

  MOU would be approved by the participating agencies and will be initiated as soon as practicable but no later than July 1, 2014, consistent with current SB 716 legislation. Adjustments to implementation dates may be possible in consideration of further legislative actions or in support of adoption and implementation of an approved Regional Transit Plan.

- Generally, what are the service delivery and coordination, customer information, and funding goals for the East County MOU, and how would they be measured?

  It is the expectation that the member agencies will have like service styles and meet customer service levels and targets established by the members of the MOU. Each member agency will be expected to adhere to these standards of operation. Members will continue to fund their respective transit services as they are currently doing utilizing various transit-related funding, with the MOU providing a structure for expanding/enhancing and the marketing of East County Transit services. Members will work to eliminate service duplications and inconsistencies and will create new services jointly where possible. Established

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GCTD Responses in RED
East County MOU responses in BLUE

existing services will be modified to the extent needed to achieve enhanced customer service levels.

The goal of the MOU is to ensure that all unmet needs and reasonably met transit needs in the MOU service area are funded first, that funding be made available by the member agencies for shared service enhancements on a proportional basis for enhanced services approved by the MOU member agencies, and that each agency work with the VCTC and the GCTD to ensure that Ventura County regional transit needs are addressed.

East County agencies will continue to use the Unmet Transit Needs process and customer feedback to identify public transit needs and new services that should be implemented. The MOU will encourage maximum public participation in identifying East County and regional transit needs.

ADA Service Transition

How would the ADA transition happen? What is the timing and who would oversee it?

Gold Coast Transit will coordinate with all the members of the GCTD for ADA service, and we will work with East County members to establish appropriate transfer locations. We would also incorporate the ADA needs of any new members to our District.

It is the intent of the East County MOU agencies would develop a single provider model for the MOU service area and would coordinate on a centralized transfer point between MOU service area and other service providers. Oversight will depend on the model selected and may include all member agencies or a single member agency on behalf of all the members.

Resource Allocation

If the East County cities intend to continue to use TDA funds for streets and roads at approximately the same levels as at present, what resources would provide for improved transit services?

Greater collaboration, coordination and efficiencies in the East County will result in improved passenger services.

The City of Simi Valley already expends the full equivalent of their TDA funds on Transit, but uses General Funds.

There is the expectation that as services are expanded, agencies may spend less funding on streets and roads until all funds are used for transit purposes. The City of Thousand Oaks has reduced by 2/3rds the amount of funding spent on streets and roads from TDA in the past 5 years and is actively adding services that will further reduce available TDA funds for street and road purposes. The cities of Moorpark and

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GCTD Responses in RED
East County MOU responses in BLUE

Camarillo are experiencing growth in their transit systems that will require additional funds for transit.

How would the operators see any imbalances in funding and need being addressed under the proposed West County District-East County MOU structure?

Should there be significant funding imbalances in a given fiscal year, we would look to the VCTC to allocate discretionary funding on a rational and equitable basis. As a district, we would have the ability to explore revenue sources that are not available to us at this point.

The term imbalance implies an inequity in funding opportunities. All agencies in the County are treated equally by the RTPA and to the extent that current law and regulation provides for specific funding sources and options. East County MOU member agencies will continue to have dialog with other agencies and the RTPA as currently exists to identify critical unmet needs and find funding solutions on an equitable and reasonable basis. However, no agency should be forced to diminish their individual service levels to support increasing service levels at another agency unless it is done voluntarily or as part of a cooperative agreement such as the East County MOU.

Governance

What would be the governance structure for the proposed Gold Coast Transit District?

We would take our existing structure and explore all options for converting it into a district, recognizing the current participation characteristics and working from that starting point. We cannot be definitive about a structure until our member agencies – and any future members – are able to make a decision based on analysis and input from their communities.

How would the proposed GCTD governance structure allow for representation of the transit services and needs of the Heritage Valley?

We will form the district so that all members would be represented on the Board of Directors and all members would participate in decisionmaking for the agency. As we currently do, we would assess the transit needs of the Heritage Valley by looking at existing services (as well as the findings of the draft Heritage Valley Transit Study), reach out to the community stakeholders to determine demand, analyze where service could be enhanced, added, restructured, or modified and incorporate a robust outreach program in the process of addressing the needs of these communities.

This would be the same process for addressing the needs of staff, faculty and students at CSUCI and riders of the Coastal Express services.

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GCTD Responses in RED
East County MOU responses in BLUE

Where would responsibility for administering the East County MOU lie?

Administration of the East County MOU will be handled through the respective agency members with the Transit Program Managers or the City/County appointed designee in charge of planning and implementation decisions for shared services and resources.

Individual agencies will be left to decide for themselves the governance and operation of local transit service to the extent they comply with the minimum standards established in the MOU.

The MOU members will identify lead agency for specific shared programs and tasks, such as call center and dispatch operations, equipment repairs, vehicle maintenance, ADA/DAR contract administration, etc.

Financial Implications

What effects on the proposed GCTD would be expected from the VCTC decision on 3/2/12 to allow all cities to retain the flexibility of use of TDA funds for streets and roads?

We will continue to pursue the district regardless of the availability of any agency to utilize TDA for purposes other than transit. GCTD would work with all member agencies to determine annually a percent allocation for desired transit service. Specifically, GCT's planning process would involve all members in determining the level of transit service in the upcoming fiscal year and how much of their TDA or other local resources would be needed to underwrite that service. GCTD would recognize local priorities for expenditures on other-transit related items such as rail/transit center maintenance and bus stop maintenance and upgrades

How would reliable TDA funding be assured to the District and what effect could the potentially variable TDA funding have on the District's ability to provide service and to bond?

See above.

What is "Plan B" if the Legislature does not amend the requirement of SB 716 to spend all TDA funds for transit starting on July 1, 2014 (or another date)?

The GCTD would continue to provide service with whatever funds are available to us.

The East County MOA would continue to operate regardless of the TDA funds. Transit agencies currently utilizing other funds would transition to TDA and adjustments to the routes and fares would be made if necessary to comply with the fare box ratio requirements. Agencies that are unable to spend all TDA funding on transit services would work with the RTPA and other agencies and possible scenarios to permit full use of available funding in accordance with TDA requirements.

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GCTD Responses in RED
East County MOU responses in BLUE

Planning and Coordination

How would GCTD provide service to the Heritage Valley?

As we currently do, we would assess the transit needs of the Heritage Valley by looking at existing services (as well as the findings of the draft Heritage Valley Transit Study), reach out to the community stakeholders to determine demand, analyze where service could be enhanced, added, restructured, or modified and incorporate a robust outreach program in the process of addressing the needs of these communities.

Does the Heritage Valley have an alternative to creating the District

Yes. GCT would not force any entity to join the district. Heritage Valley communities could opt instead to operate their own transit services (should funding so allow), continue to contract with VCTC to provide service, or join the East County MOU. The option to join the GCTD would be available at any time in the future.

How would the service that is currently provided by VISTA coordinated between the District, East County, SBCAG and CSUCI?

Once the transit service allocation structure is approved, all parties would expect to meet regularly to collaborate the provision of existing and future VISTA service and coordinate funding, fares and schedules.

East County MOU and member agencies would support the scenario that provides for the highest service levels at the most cost effective rate. The member agencies are committed to ensuring the continued presence of a robust regional bus service through continued financial and administrative support and assistance.

Where would responsibility lie for any future needs assessment, planning and resource allocation?
This responsibility would be mutually undertaken by all parties involved – GCTD, East County MOU participants, VCTC, SBCAG, CSUCI, County of Ventura and all cities served by VISTA.

This would continue to be the responsibility of VCTC and conducted through TRANSCOM. This speaks to the importance of VCTC's need to continue to be a participant in transit service planning and implementation as the RTPA, to continue to grow and evolve to promote transit usage on a regional basis, bring new technologies and services on-line, to secure additional funding sources, and to provide input and assistance to the GCTD and East County MOU on where improvements still need to be made.

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