



Fresno Council of Governments

TDA Triennial Performance Audit
of the City of Clovis for
FY 2021/22 - FY 2023/24



Final Report | June 2025

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Chapter 1 | Executive Summary

In 2024, the Fresno Council of Governments (Fresno COG) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the four transit operators to which it allocates TDA funding.

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

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

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

- Fiscal Year 2021/22,
- Fiscal Year 2022/23, and
- Fiscal Year 2023/24.

The City of Clovis operates Stageline, a fixed-route service featuring four routes. Service is provided weekdays from 6:00 a.m. through 6:30 p.m. along with limited Saturday service. The service does not operate on Sunday or designated holidays.

The City of Clovis also operates Round Up, a curb-to-curb, on-demand service available to qualifying persons with disabilities. The service operates within Clovis, Fresno, and nearby areas. Trips are provided on a first-come, first-served basis. Requests for service require a one-day advance notice prior to pick-up. Round Up service hours are weekdays from 6:00 a.m. through 7:00 p.m., and weekends from 7:30 a.m. through 3:30 p.m. Round Up weekend service is limited to trips within Clovis only. Weekday service to Fresno is available from 6:00 a.m. to 5:00 pm.

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

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

The Triennial Performance Audit includes five elements:

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

Test of Compliance

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

1. The City's FY 2021/22 and FY 2022/23 TDA fiscal audit was completed after the March 31 deadline.

Status of Prior Recommendations

The prior audit – completed in May 2022 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2021 – included two recommendations:

1. [Work with TDA auditors to ensure the TDA fiscal audit can be completed no later than March 31 following the end of the fiscal year.](#)
Status: Implementation in progress.
2. [Ensure the TDA definition of full-time equivalent \(FTE\) employees is used for reporting to the State Controller.](#)
Status: Implemented.

Findings and Recommendations

Based on discussions with the City of Clovis staff, analysis of program performance, and a review of program compliance and function, the audit team submits the aforementioned compliance finding:

1. The City's FY 2021/22 and FY 2022/23 TDA fiscal audit was completed after the March 31 deadline.

The audit team has identified no functional findings.

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

Exhibit 1.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Continue to work with City and TDA auditors to ensure the TDA fiscal audit can be completed no later than March 31.	Medium	Ongoing

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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of the City of Clovis' public transit program covers the three-year period ending June 30, 2024. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2024, the Fresno Council of Governments selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the four transit operators to which it allocates TDA funding. Moore & Associates, Inc. is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates, Inc followed a competitive procurement process.

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

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

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

Objectives

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

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

Scope

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

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

Methodology

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

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

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

The methodology for this audit included a virtual site visit with City of Clovis representatives on February 18, 2025. The audit team met with Bethany Berube (Deputy Director), Nick Chin (Transit Supervisor), Adriana Barba (Transit Staff Analyst), and Susanna Herrera (Management Analyst); and reviewed materials germane to the triennial audit.

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

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

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Chapter 3 | Program Compliance

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

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

One compliance issue was identified for the City of Clovis:

1. The City's FY 2021/22 and FY 2022/23 TDA fiscal audit was completed after the March 31 deadline.

Developments Occurring During the Audit Period

For many operators, the FY 2021/22 – FY 2023/24 audit period reflected both the acute impacts of and recovery from the COVID-19 pandemic. By the end of the audit period – even earlier in some cases – most operators had exhausted federal relief funds, even though penalties for non-compliance with farebox recovery ratios continued to be waived. Many operators, even more than five years after the onset of the pandemic, still struggle with ridership that has yet to recover to pre-pandemic levels.

Given this is not the first Triennial Performance Audit to be conducted since the COVID-19 pandemic, this report will not focus on actions taken as a result of the health crisis. Instead, the compliance review, functional review, and resulting recommendations will focus on ensuring program sustainability once penalty waivers and other emergency legislation have ended.

Assembly Bill 90, signed into law on June 29, 2020, provided temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provided additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. Most recently, Senate Bill 125, signed into law on July 10, 2023, extended protections provided via earlier legislation through FY 2025/26. While this means the audit period covered by this audit is fully exempt from penalties for non-compliance with the farebox recovery ratio, for example, it also means that transit operators will likely need to be in compliance by the last year of the next audit period.

While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

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

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2025/26.
2. Expands the definition of “local funds” to enable the use of federal funding to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
3. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
4. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2025/26.

SB 125 calls for the establishment of the Transit Transformation Task Force to develop policy recommendations to grow transit ridership and improve the transit experience for all users. In the 50-plus years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The Transit Transformation Task Force is required to submit a report of its findings and policy recommendations to the State Legislature by October 31, 2025. This report is expected to include recommendations for TDA reform, which may impact the next Triennial Performance Audit period.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	In compliance	Stageline - FY 2021/22: January 30, 2023 FY 2022/23: January 31, 2024 FY 2023/24: January 30, 2025 Specialized Service (Roundup) FY 2021/22: January 30, 2023 FY 2022/23: January 31, 2024 FY 2023/24: January 30, 2025
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	Finding	FY 2021/22: December 26, 2023 FY 2022/23: July 26, 2024 FY 2023/24: March 27, 2025
Operator's terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	In compliance	November 6, 2020 November 24, 2021 November 10, 2022 December 4, 2023
Operator's claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	In compliance	
The operator does not routinely staff with two or more persons a vehicle for public transportation purposes designed to be operated by one person.	PUC 99264	In compliance	

Compliance Element	Reference	Compliance	Comments
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2021/22: +22.28% FY 2022/23: +7.05% FY 2023/24: +18.26% <i>Source: TDA Claims FY 2022 – FY 2024. Detailed operating budgets were provided with each claim.</i>
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	In compliance	Stageline - FY 2021/22: 1.5% FY 2022/23: 2.2% FY 2023/24: 2.2% <i>Source: TDA fiscal audits, FY 2022 – FY 2024. Penalties for noncompliance with farebox recovery ratio requirements waived during the audit period under AB 90, AB 149, and SB 125.</i>
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	In compliance	Roundup – FY 2021/22: 0.0% FY 2022/23: 0.0% FY 2023/24: 0.0% <i>Source: TDA fiscal audits, FY 2022 – FY 2024. Penalties for noncompliance with farebox recovery ratio requirements waived during the audit period under AB 90, AB 149, and SB 125.</i>
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	In compliance	
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	Not applicable	The City did not receive federal funding during the audit period.

Compliance Element	Reference	Compliance	Comments
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	In compliance	This requirement was waived during the audit period under AB 90, AB 149, and SB 125.
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	In compliance	

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Chapter 4 | Prior Recommendations

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

The prior audit – completed in May 2022 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2021 – included two recommendations:

1. [Work with TDA auditors to ensure the TDA fiscal audit can be completed no later than March 31 following the end of the fiscal year.](#)

Discussion: In FY 2018/19, the City’s TDA fiscal audit was completed on May 6, 2020. This was more than a month after the deadline established under PUC 99245. In FY 2019/20, the City’s audit was completed on March 9, 2022, nearly a full year after the extended deadline of March 31, 2021. The FY 2020/21 audit was pending at the time of this report. For FY 2020/21, completion of that year’s audit could not begin until the FY 2019/20 audit was completed, as each audit includes data from the prior year. This meant the FY 2020/21 audit could not begin until March 2022, which significantly impacted the ability to complete the audit by March 31, 2022.

If completion of the City’s audited financials is impacting the TDA auditor’s ability to prepare the TDA audit, the prior auditor recommended Transit staff work with the City auditors to ensure they are aware of the transit-specific TDA audit deadline. If the issue is with the TDA auditors, the auditor recommended working with them and Fresno COG to ensure appropriate deadlines have been built into the auditor’s contract.

Progress: As the audits are prepared by the City of Clovis Finance Department in collaboration with a third-party agency, the City’s Transit staff have little control over completion of the audits. They have emphasized the importance of meeting all deadlines, and the Finance Department is committed to working diligently to submit these on time in the future. While the FY 2023/24 audit was completed on time, the FY 2021/22 audit was completed nearly 11 months late and the FY 2022/23 audit was completed nearly four months late.

Status: Implementation in progress.

2. [Ensure the TDA definition of full-time equivalent \(FTE\) employees is used for reporting to the State Controller.](#)

Discussion: During the previous audit, the data provided by the City with respect to FTE included a summary of employees, but did not demonstrate whether the TDA definition was being used. The summary appeared to be based on organizational FTE, and defined the 14 part-time drivers as each comprising 0.5 FTE. Each full-time driver was counted as 1.0 FTE, which may or may not

be correct depending on the actual hours worked. The City did not appear to base its calculation on actual hours worked, nor did it appear to include mechanic/maintenance hours .

The prior auditor recommended the City document all actual hours worked related to transit. For administrative staff dedicated to transit, hours may be estimated, but still need to be factored into the calculation (e.g., a position that is 0.5 FTE would equal 1,040 hours). Hours should be allocated between fixed route (general operations) and demand-response (specialized services) based on either actual work performed or a formula based on vehicle service hours by mode.

Progress: The City reviewed the TDA definition for reporting full-time equivalent (FTE) employees and updated its FTE calculation process to demonstrate accurate reporting. The updated FTE calculation process was implemented in FY 2021/22.

Status: Implemented.

Chapter 5 | Data Reporting Analysis

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

The City of Clovis began to voluntarily report data to the National Transit Database (NTD) in FY 2023/24.

- **Operating cost:** In FY 2021/22 and FY 2022/23, the amounts reported to the State Controller and in the fiscal audit were consistent. In FY 2023/24, the amounts reported in the TDA fiscal audit and to the State Controller and NTD were slightly different. The amount reported to the State Controller was the highest, and was 1.2 percent higher than that reported in the fiscal audit and 6.0 percent higher than that reported to the NTD.
- **Fare Revenue:** While the City does not collect fares, it reported modest amounts as fare revenue in the TDA fiscal audit and to the State Controller. The amounts reported in the fiscal audits were higher than that reported to the State Controller.
- **Vehicle Service Hours (VSH):** In FY 2021/22 and FY 2022/23, the VSH reported internally and to the State Controller saw some slight variances. This was due to differences in the demand-response VSH reported. In FY 2023/24, the data reported to all three entities was consistent.
- **Vehicle Service Miles (VSM):** In all years, the data reported to the different entities exhibited significant differences. In FY 2021/22 and FY 2022/23, these variances were due to differences in the demand-response VSM reported. In FY 2023/24, there may have been an error in the fixed-route VSM reporting; it was reported as 286,873 rather than as 289,873 (as was reported internally and to the NTD). With respect to the demand-response mode, data reported to the external entities was consistent, but 2.4 percent lower than what was reported internally.
- **Passengers:** Ridership was reported consistently throughout the audit period.
- **Full-Time Equivalent (FTE) Employees:** The City's calculation documentation for FY 2021/22 showed 21 FTE for demand-response in FY 2021/22, but 31 was reported to the State Controller. This resulted in a different of 10 FTE for the system as a whole. This appears to be a reporting error.

Exhibit 5.1 Data Reporting Comparison

Performance Measure	System-Wide		
	FY 2021/22	FY 2022/23	FY 2023/24
Operating Cost (Actual \$)			
<i>TDA fiscal audit</i>	\$6,676,526	\$7,933,639	\$9,496,734
<i>National Transit Database</i>			\$9,062,063
<i>State Controller Report</i>	\$6,676,525	\$7,933,635	\$9,606,016
Fare Revenue (Actual \$)			
<i>TDA fiscal audit</i>	\$11,285	\$16,704	\$7,741
<i>National Transit Database</i>			\$0
<i>State Controller Report</i>	\$1,535	\$1,529	\$4,391
Vehicle Service Hours (VSH)			
<i>Monthly Performance Reports</i>	48,813	53,072	62,132
<i>National Transit Database</i>			62,137
<i>State Controller Report</i>	48,556	55,036	62,137
Vehicle Service Miles (VSM)			
<i>Monthly Performance Reports</i>	562,959	690,395	848,130
<i>National Transit Database</i>			834,888
<i>State Controller Report</i>	561,880	733,971	831,888
Passengers			
<i>Monthly Performance Reports</i>	131,679	204,790	278,487
<i>National Transit Database</i>			278,487
<i>State Controller Report</i>	131,679	204,790	278,487
Full-Time Equivalent Employees			
<i>State Controller Report</i>	52	54	65
<i>Per City/TDA methodology</i>	42	54	65

Chapter 6 | Performance Analysis

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

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

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

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

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

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

Operating Cost

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

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

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

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

Vehicle Service Hours and Miles

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

Passenger Counts

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

Employees

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

Fare Revenue

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

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

TDA Required Indicators

To calculate the TDA indicators for the City of Clovis, the following sources were employed:

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

System Performance Trends

System-wide, operating cost experienced a net 43.9 percent increase during the audit period, and a 52.9 percent net increase across the six-year period. Fare revenue decreased each year before the City went fare-free in FY 2020/21.

Vehicle Service Hours (VSH) decreased every year of the prior audit period before increasing every year of the current audit period. VSH saw a net 20.1 percent increase over the six-year period and a net 28 percent increase during the audit period. A similar pattern was observed with respect to Vehicle Service Miles (VSM), which had a net 32.3 percent increase over the six-year period and a net 48.4 percent increase during the audit period. Ridership increased every year of the audit period. Overall, ridership experienced a net increase of 111.5 percent during the audit period, and 63.9 percent across the six-year period.

Cost-related metrics typically provide an indicator of a system's efficiency, while passenger-related metrics offer insight into its productivity. Improvements are characterized by increases in passenger-related metrics and decreases in cost-related metrics. Operating cost per vehicle service mile and passenger both decreased during the audit period, reflective of a rise in efficiency, though operating cost per vehicle service hour increased. Productivity rose significantly, as passengers per VSH and VSM both increased during the audit period (by 65.3 percent and 42.5 percent, respectively).

Exhibit 6.1 System Performance Indicators

Performance Measure	System-wide					
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24
Operating Cost (Actual \$)	\$6,280,757	\$6,585,226	\$6,384,828	\$6,676,525	\$7,933,635	\$9,606,016
Annual Change		4.8%	-3.0%	4.6%	18.8%	21.1%
Fare Revenue (Actual \$)	\$167,322	\$141,204	\$0	\$1,535	\$1,529	\$4,391
Annual Change		-15.6%	-100.0%		-0.4%	187.2%
Vehicle Service Hours (VSH)	51,728	47,921	43,145	48,556	55,036	62,137
Annual Change		-7.4%	-10.0%	12.5%	13.3%	12.9%
Vehicle Service Miles (VSM)	630,101	581,733	488,928	561,880	733,971	833,888
Annual Change		-7.7%	-16.0%	14.9%	30.6%	13.6%
Passengers	169,863	162,862	88,660	131,679	204,790	278,487
Annual Change		-4.1%	-45.6%	48.5%	55.5%	36.0%
Employees	24	33	33	52	54	65
Annual Change		37.5%	0.0%	57.6%	3.8%	20.4%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$121.42	\$137.42	\$147.99	\$137.50	\$144.15	\$154.59
Annual Change		13.2%	7.7%	-7.1%	4.8%	7.2%
Operating Cost/Passenger (Actual \$)	\$36.98	\$40.43	\$72.01	\$50.70	\$38.74	\$34.49
Annual Change		9.4%	78.1%	-29.6%	-23.6%	-11.0%
Passengers/VSH	3.28	3.40	2.05	2.71	3.72	4.48
Annual Change		3.5%	-39.5%	32.0%	37.2%	20.4%
Passengers/VSM	0.27	0.28	0.18	0.23	0.28	0.33
Annual Change		3.9%	-35.2%	29.2%	19.1%	19.7%
Farebox Recovery	2.7%	2.1%	0.0%	0.0%	0.0%	0.0%
Annual Change		-19.5%	-100.0%		-16.2%	137.2%
Hours/Employee	2,155.3	1,452.2	1,307.4	933.8	1,019.2	956.0
Annual Change		-32.6%	-10.0%	-28.6%	9.1%	-6.2%
TDA Non-Required Indicators						
Operating Cost/VSM	\$9.97	\$11.32	\$13.06	\$11.88	\$10.81	\$11.52
Annual Change		13.6%	15.4%	-9.0%	-9.0%	6.6%
VSM/VSH	12.18	12.14	11.33	11.57	13.34	13.42
Annual Change		-0.3%	-6.6%	2.1%	15.2%	0.6%
Fare/Passenger	\$0.99	\$0.87	\$0.00	\$0.01	\$0.01	\$0.02
Annual Change		-12.0%	-100.0%		-36.0%	111.2%

Sources: FY 2018/19 – FY 2020/21 data taken from prior Triennial Performance Audit.
FY 2021/22 – FY 2023/24 data taken from State Controller reports.

Exhibit 6.2 System Ridership

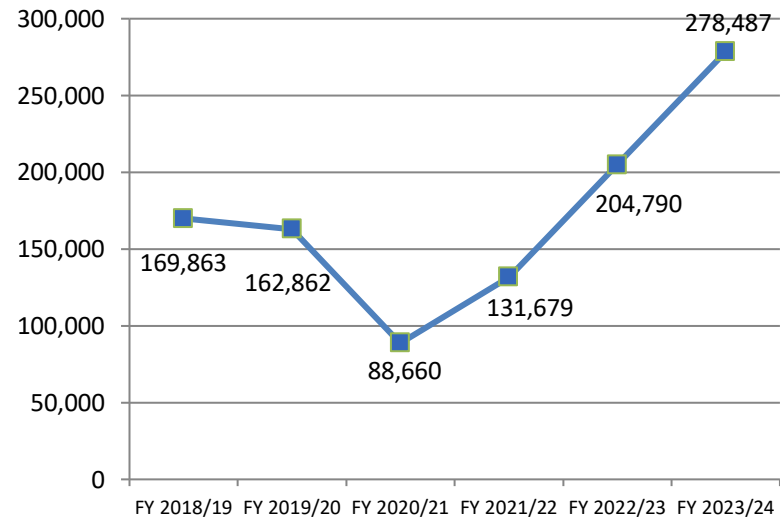


Exhibit 6.3 System Operating Cost/VSH

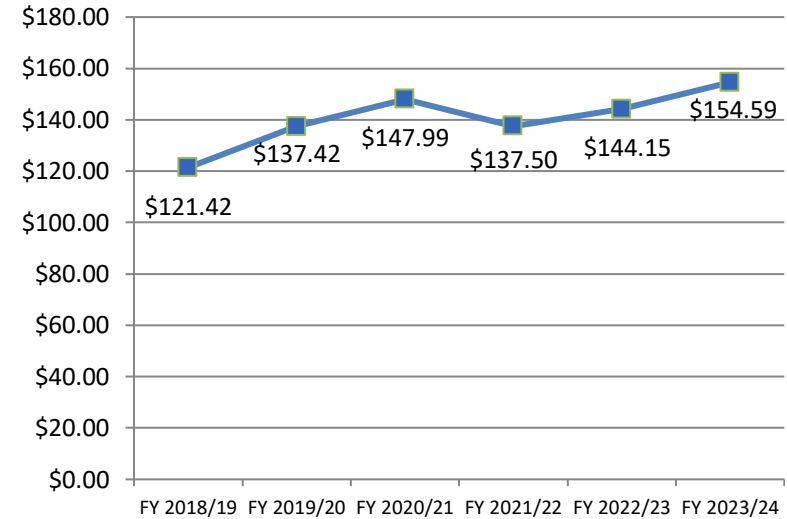


Exhibit 6.4 System Operating Cost/VSM

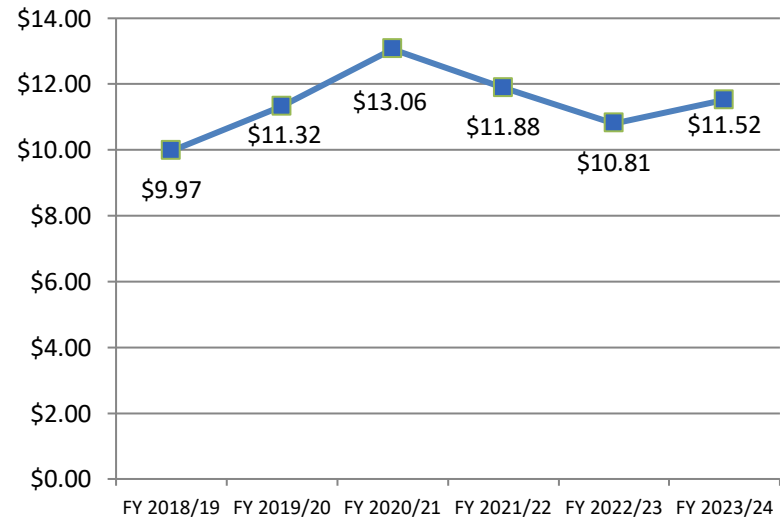


Exhibit 6.5 System VSM/VSH

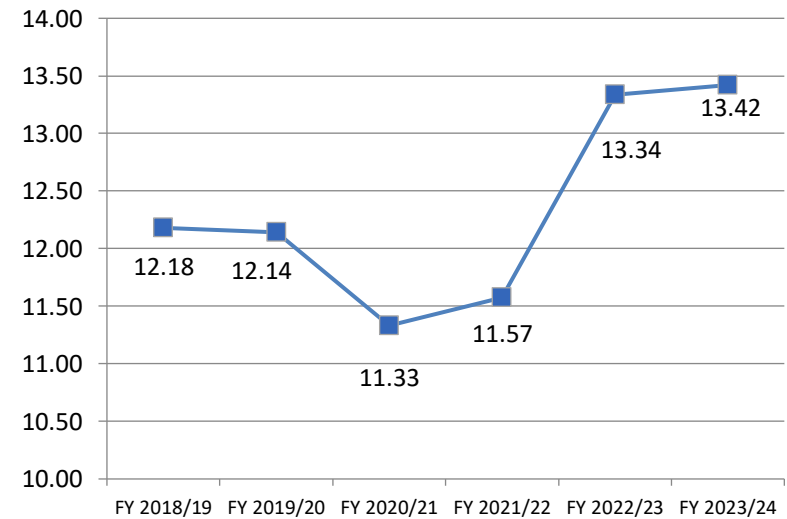


Exhibit 6.6 System Operating Cost/Passenger

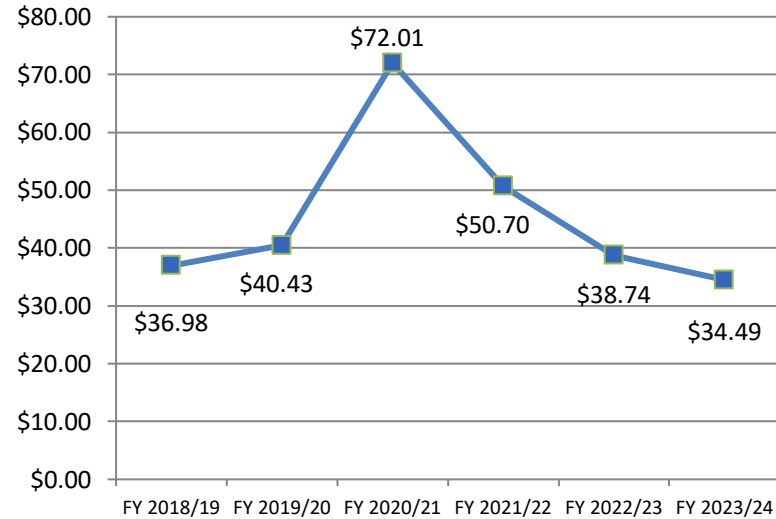


Exhibit 6.7 System Passengers/VSH

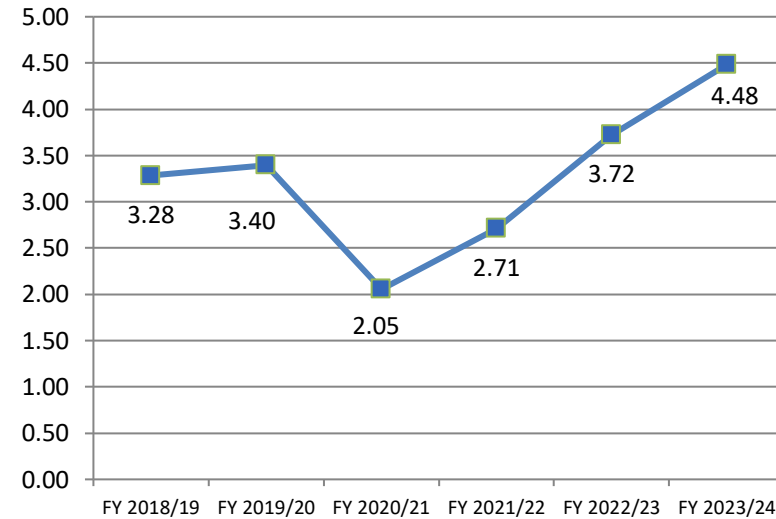


Exhibit 6.8 System Passengers/VSM

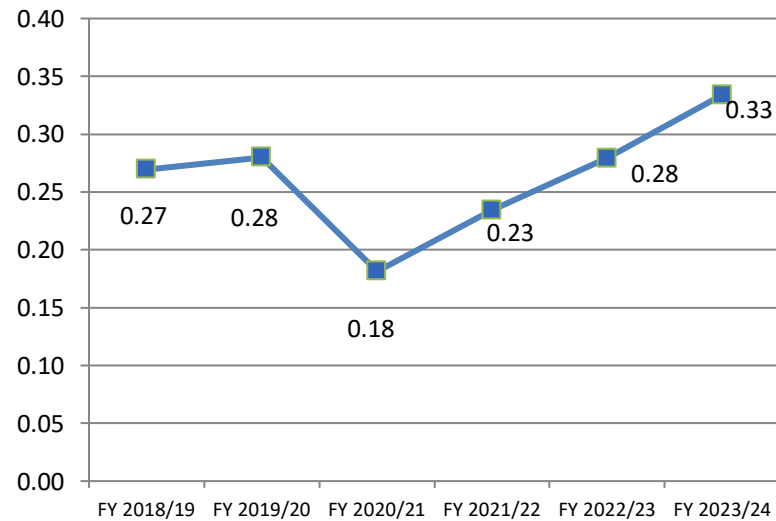


Exhibit 6.9 System VSH/FTE

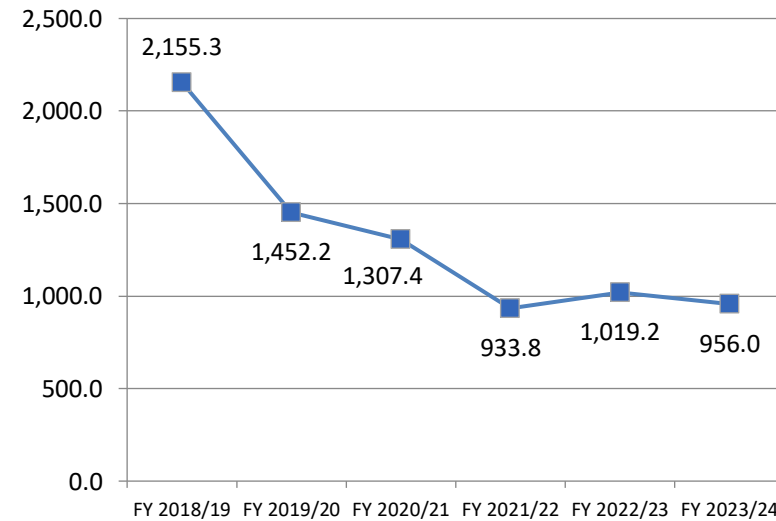


Exhibit 6.10 System Farebox Recovery

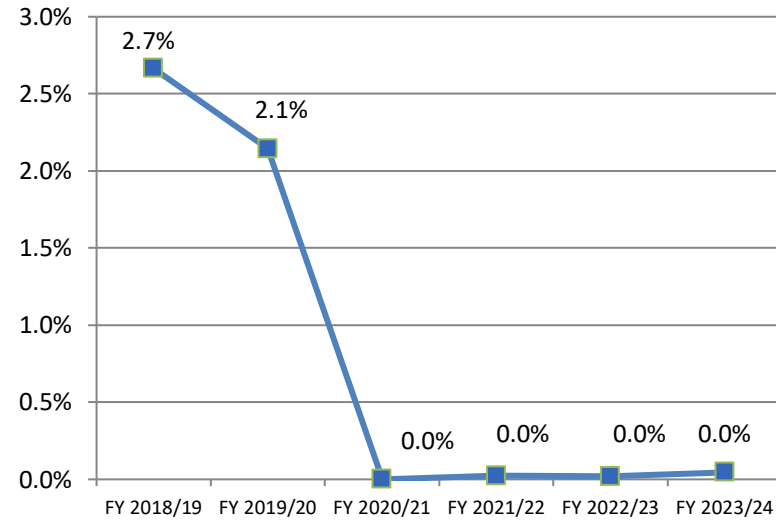
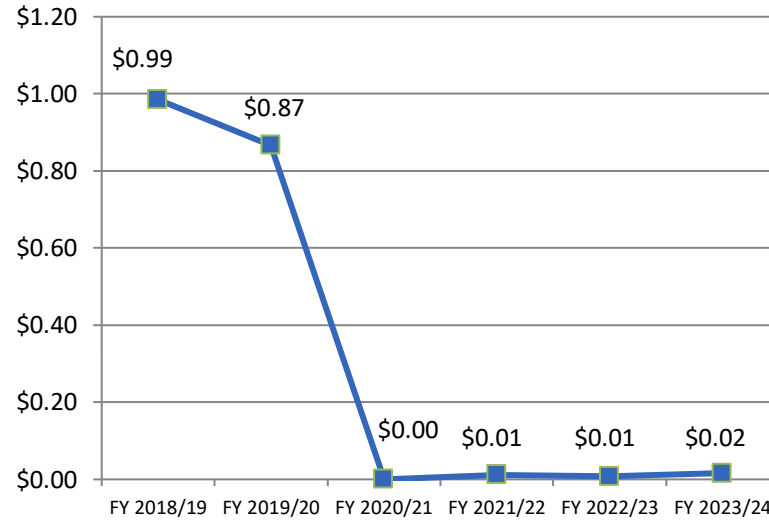


Exhibit 6.11 System Fare/Passenger



Fixed-Route Performance Trends

Fixed-route operating cost experienced a net 25.9 percent increase during the audit period and a net 50 percent increase across the six-year period. Fare revenue steadily decreased every year until the system went fare free in FY 2020/21.

Vehicle Service Hours (VSH) fluctuated throughout the six-year period. VSH saw a net 3.5 percent increase over the six-year period, while the audit period saw a net 4.2 percent decrease. Vehicle Service Miles (VSM) increased every year with the exception of a 6.8 percent decrease in FY 2019/20. This resulted in a net 9.5 percent increase during the audit period and a net 14.2 percent increase since FY 2018/19. Ridership decreased until FY 2021/22, after which it experienced significant increases every year after. Overall, ridership increased 105.3 percent during the audit period, and saw a net 51.3 percent across the six-year period.

Operating cost per vehicle service mile and passenger both increased significantly during the audit period, reflective of a decline in efficiency. Operating cost per passenger, however, decreased by 38.7 percent. Productivity rose significantly, as passengers per VSH and VSM increased by 114.3 percent and 87.5 percent, respectively.

Exhibit 6.12 Fixed-Route Performance Indicators

Performance Measure	Fixed-Route					
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24
Operating Cost (Actual \$)	\$2,860,566	\$2,993,498	\$3,137,153	\$3,408,517	\$3,554,677	\$4,289,735
<i>Annual Change</i>		4.6%	4.8%	8.7%	4.3%	20.7%
Fare Revenue (Actual \$)	\$78,504	\$70,662	\$0	\$1,530	\$966	\$4,391
<i>Annual Change</i>		-10.0%	-100.0%		-36.9%	354.6%
Vehicle Service Hours (VSH)	20,415	19,473	20,979	22,053	21,530	21,125
<i>Annual Change</i>		-4.6%	7.7%	5.1%	-2.4%	-1.9%
Vehicle Service Miles (VSM)	252,928	235,712	259,145	263,819	274,893	288,873
<i>Annual Change</i>		-6.8%	9.9%	1.8%	4.2%	5.1%
Passengers	116,911	112,478	55,171	86,127	131,472	176,840
<i>Annual Change</i>		-3.8%	-50.9%	56.1%	52.6%	34.5%
Employees	12	18	18	21	27	25
<i>Annual Change</i>		50.0%	0.0%	16.7%	28.6%	-7.4%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$140.12	\$153.73	\$149.54	\$154.56	\$165.10	\$203.06
<i>Annual Change</i>		9.7%	-2.7%	3.4%	6.8%	23.0%
Operating Cost/Passenger (Actual \$)	\$24.47	\$26.61	\$56.86	\$39.58	\$27.04	\$24.26
<i>Annual Change</i>		8.8%	113.7%	-30.4%	-31.7%	-10.3%
Passengers/VSH	5.73	5.78	2.63	3.91	6.11	8.37
<i>Annual Change</i>		0.9%	-54.5%	48.5%	56.4%	37.1%
Passengers/VSM	0.46	0.48	0.21	0.33	0.48	0.61
<i>Annual Change</i>		3.2%	-55.4%	53.3%	46.5%	28.0%
Farebox Recovery	2.74%	2.36%	0.00%	0.04%	0.03%	0.10%
<i>Annual Change</i>		-14.0%	-100.0%		-39.5%	276.7%
Hours/Employee	1,701.3	1,081.8	1,165.5	1,050.1	797.4	845.0
<i>Annual Change</i>		-36.4%	7.7%	-9.9%	-24.1%	6.0%
TDA Non-Required Indicators						
Operating Cost/VSM	\$11.31	\$12.70	\$12.11	\$12.92	\$12.93	\$14.85
<i>Annual Change</i>		12.3%	-4.7%	6.7%	0.1%	14.8%
VSM/VSH	12.39	12.10	12.35	11.96	12.77	13.67
<i>Annual Change</i>		-2.3%	2.0%	-3.2%	6.7%	7.1%
Fare/Passenger	\$0.67	\$0.63	\$0.00	\$0.02	\$0.01	\$0.02
<i>Annual Change</i>		-6.4%	-100.0%		-58.6%	237.9%

Sources: FY 2018/19 – FY 2020/21 data taken from prior Triennial Performance Audit.
FY 2021/22 – FY 2023/24 data taken from State Controller reports.

Exhibit 6.13 Fixed-Route Ridership

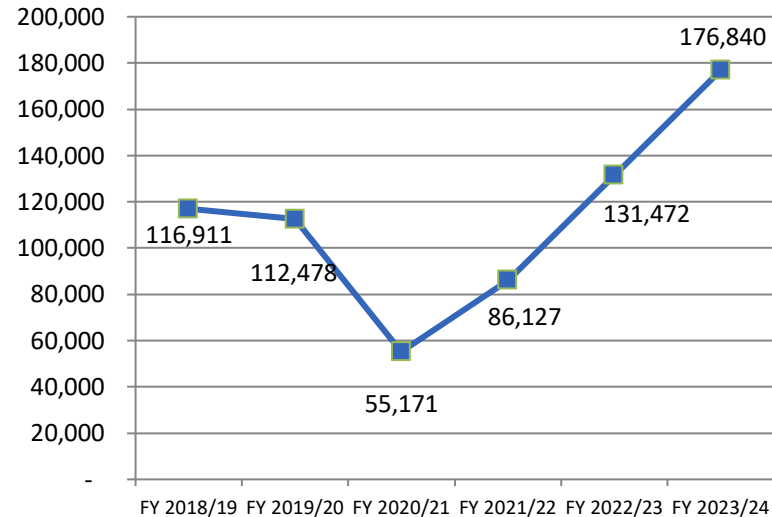


Exhibit 6.14 Fixed-Route Operating Cost/VSH

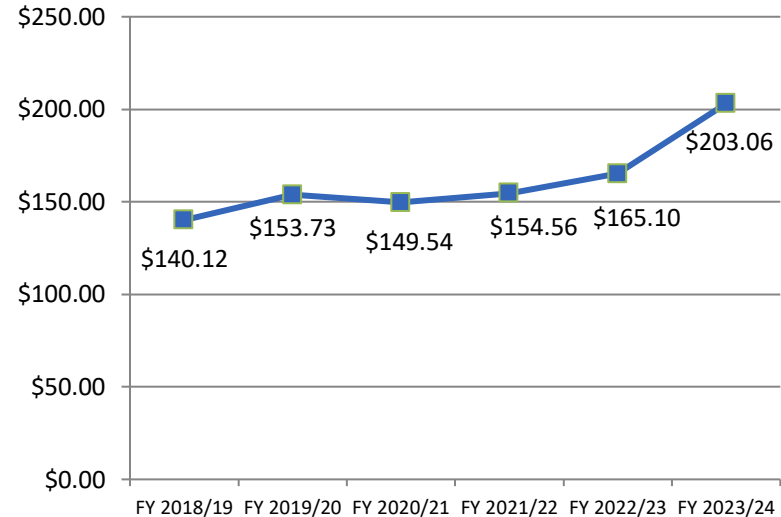


Exhibit 6.15 Fixed-Route Operating Cost/VSM

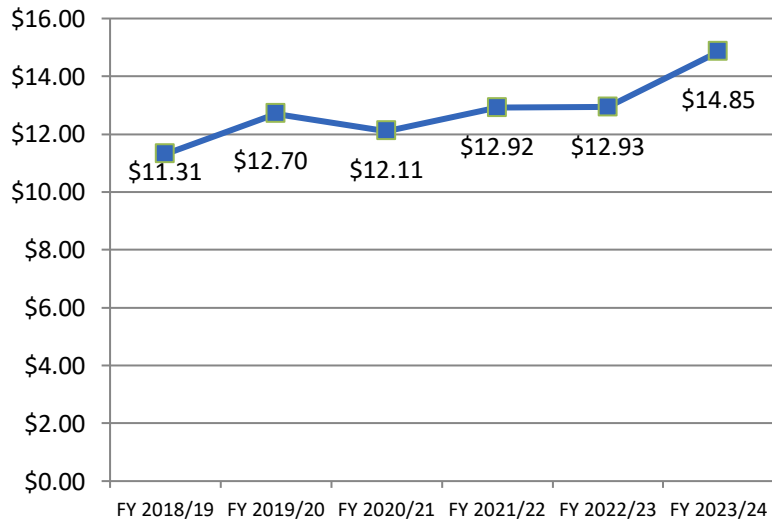


Exhibit 6.16 Fixed-Route VSM/VSH

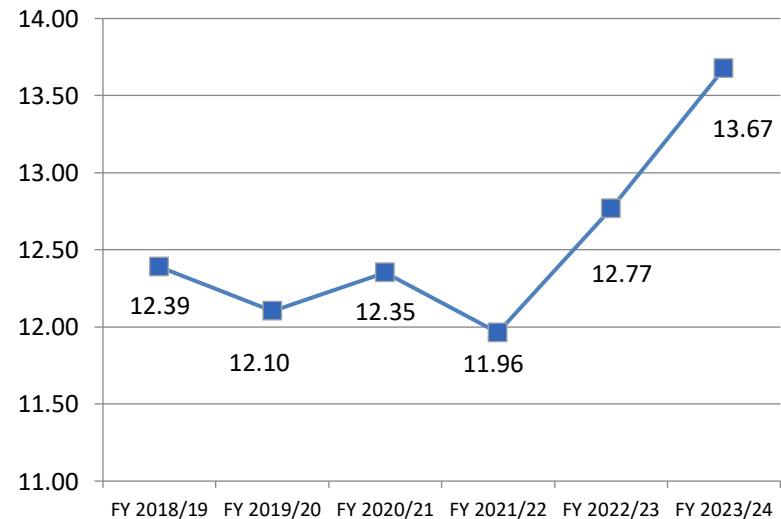


Exhibit 6.17 Fixed-Route Operating Cost/Passenger

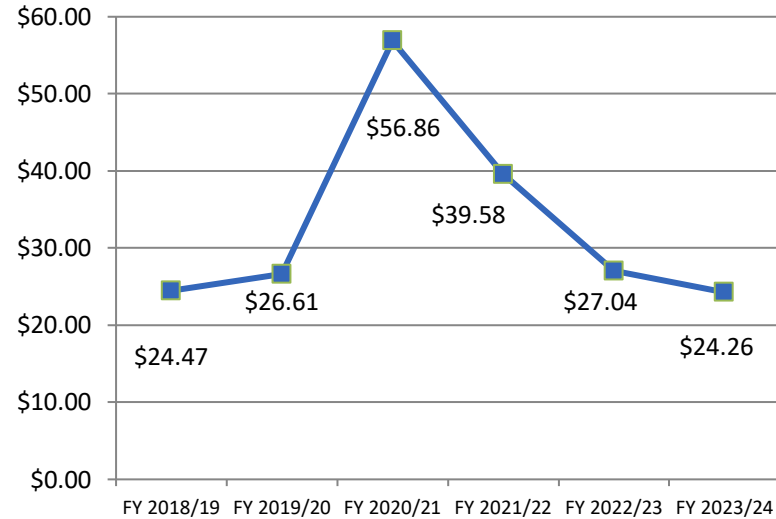


Exhibit 6.18 Fixed-Route Passengers/VSH

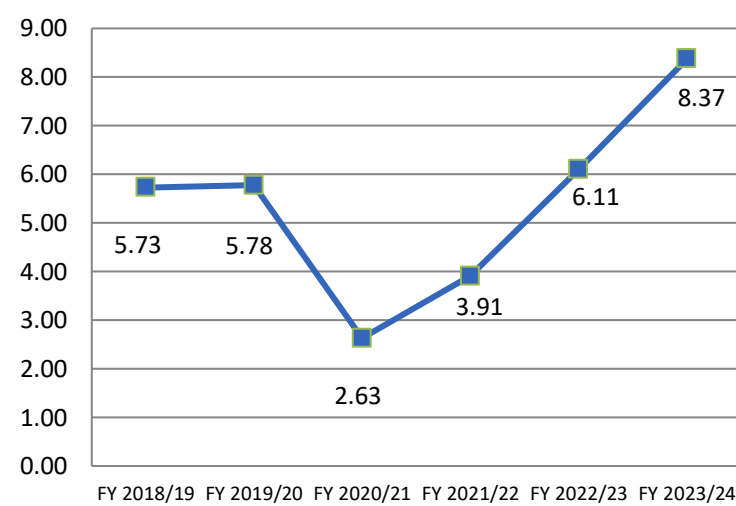


Exhibit 6.19 Fixed-Route Passengers/VSM

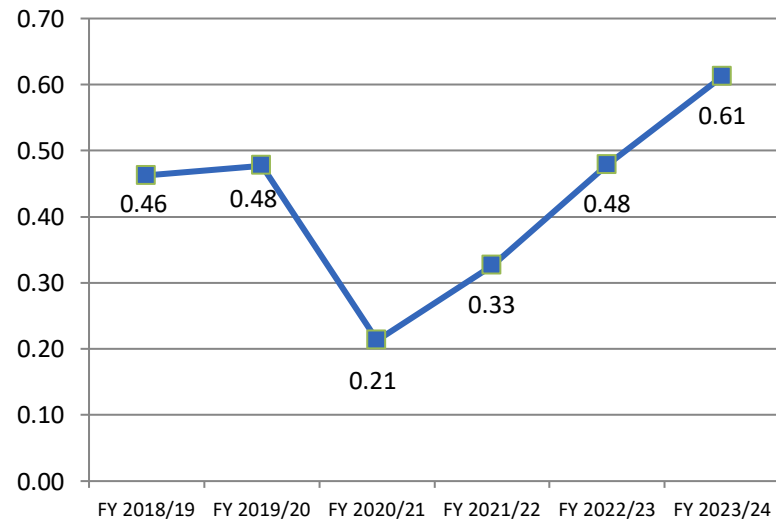


Exhibit 6.20 Fixed-Route VSH/FTE

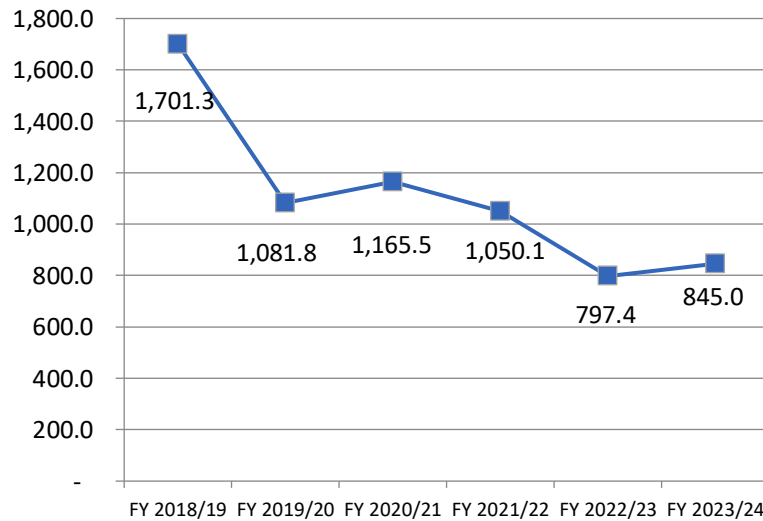


Exhibit 6.21 Fixed-Route Farebox Recovery

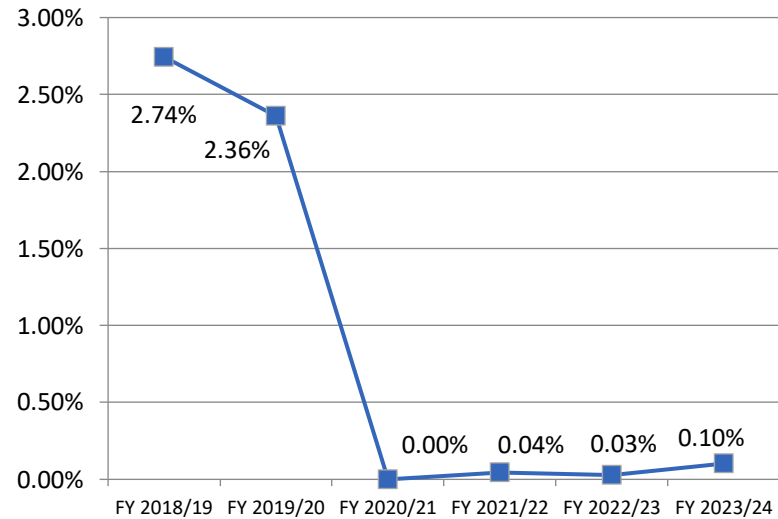
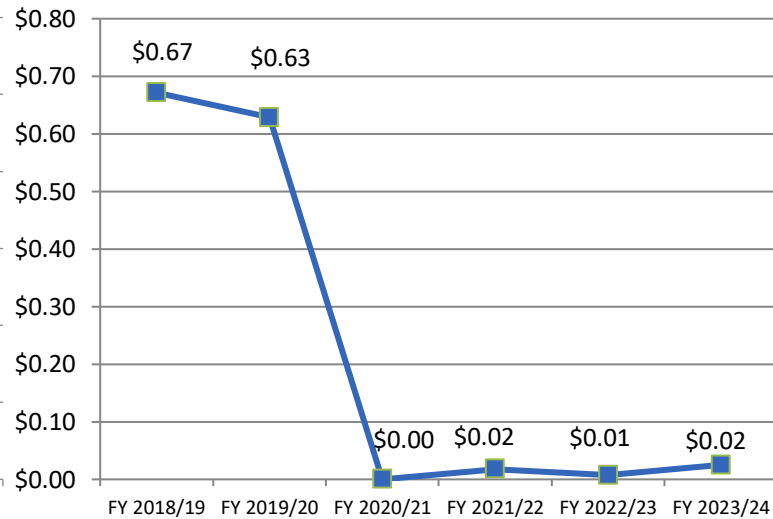


Exhibit 6.22 Fixed-Route Fare/Passenger



Demand-Response Performance Trends

Demand-response operating cost experienced a net 62.7 percent increase during the audit period. Operating cost experienced a net increase of 55.4 percent over the six-year period, rising 34 percent in FY 2022/23. Fare revenue declined each year until the system went fare-free in FY 2020/21.

Vehicle Service Hours (VSH) decreased every year of the prior audit period and then experienced year-over-year increases in the current audit period. VSH saw a net 54.7 percent increase during the audit period and a net 31 percent increase since FY 2018/19. A similar pattern was observed with respect to Vehicle Service Miles (VSM), which had a net 82.9 percent increase during the audit period and a 44.5 percent increase over the six-year period. Ridership experienced a net increase of 123.1 percent during the audit period, and a net increase of 92 percent across the six-year period.

Operating cost per vehicle service mile and passenger decreased during the audit period, reflective of a improvement in efficiency, though operating cost per vehicle service hour increased. Productivity rose as passengers per VSH and passengers per VSM increased during the audit period (by 44.2 percent and 22 percent, respectively).

Exhibit 6.23 Demand-Response Performance Indicators

Performance Measure	Demand-Response					
	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24
Operating Cost (Actual \$)	\$3,420,191	\$3,591,728	\$3,247,675	\$3,268,008	\$4,378,958	\$5,316,281
<i>Annual Change</i>		5.0%	-9.6%	0.6%	34.0%	21.4%
Fare Revenue (Actual \$)	\$88,818	\$70,542	\$0	\$5	\$563	\$0
<i>Annual Change</i>		-20.6%	-100.0%		11160.0%	-100.0%
Vehicle Service Hours (VSH)	31,313	28,448	22,166	26,503	33,506	41,012
<i>Annual Change</i>		-9.1%	-22.1%	19.6%	26.4%	22.4%
Vehicle Service Miles (VSM)	377,173	346,021	229,783	298,061	459,078	545,015
<i>Annual Change</i>		-8.3%	-33.6%	29.7%	54.0%	18.7%
Passengers	52,952	50,384	33,489	45,552	73,318	101,647
<i>Annual Change</i>		-4.8%	-33.5%	36.0%	61.0%	38.6%
Employees	12	15	15	31	27	40
<i>Annual Change</i>		25.0%	0.0%	106.7%	-12.9%	48.1%
Performance Indicators						
Operating Cost/VSH (Actual \$)	\$109.23	\$126.26	\$146.52	\$123.31	\$130.69	\$129.63
<i>Annual Change</i>		15.6%	16.0%	-15.8%	6.0%	-0.8%
Operating Cost/Passenger (Actual \$)	\$64.59	\$71.29	\$96.98	\$71.74	\$59.73	\$52.30
<i>Annual Change</i>		10.4%	36.0%	-26.0%	-16.7%	-12.4%
Passengers/VSH	1.69	1.77	1.51	1.72	2.19	2.48
<i>Annual Change</i>		4.7%	-14.7%	13.8%	27.3%	13.3%
Passengers/VSM	0.14	0.15	0.15	0.15	0.16	0.19
<i>Annual Change</i>		3.7%	0.1%	4.9%	4.5%	16.8%
Farebox Recovery	2.6%	2.0%	0.0%	0.0%	0.0%	0.0%
<i>Annual Change</i>		-24.4%	-100.0%		8303.3%	-100.0%
Hours/Employee	2,609.4	1,896.5	1,477.7	854.9	1,241.0	1,025.3
<i>Annual Change</i>		-27.3%	-22.1%	-42.1%	45.2%	-17.4%
TDA Non-Required Indicators						
Operating Cost/VSM	\$9.07	\$10.38	\$14.13	\$10.96	\$9.54	\$9.75
<i>Annual Change</i>		14.5%	36.2%	-22.4%	-13.0%	2.3%
VSM/VSH	12.05	12.16	10.37	11.25	13.70	13.29
<i>Annual Change</i>		1.0%	-14.8%	8.5%	21.8%	-3.0%
Fare/Passenger	\$1.68	\$1.40	\$0.00	\$0.00	\$0.01	\$0.00
<i>Annual Change</i>		-16.5%	-100.0%		6895.8%	-100.0%

Sources: FY 2018/19 – FY 2020/21 data taken from prior Triennial Performance Audit.
FY 2021/22- FY 2023/24 data taken from State Controller reports.

Exhibit 6.24 Demand-Response Ridership

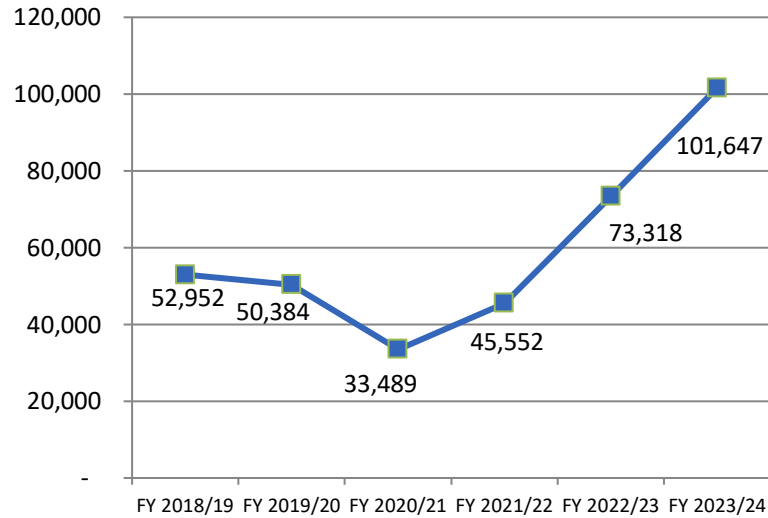


Exhibit 6.25 Demand-Response Operating Cost/VSH

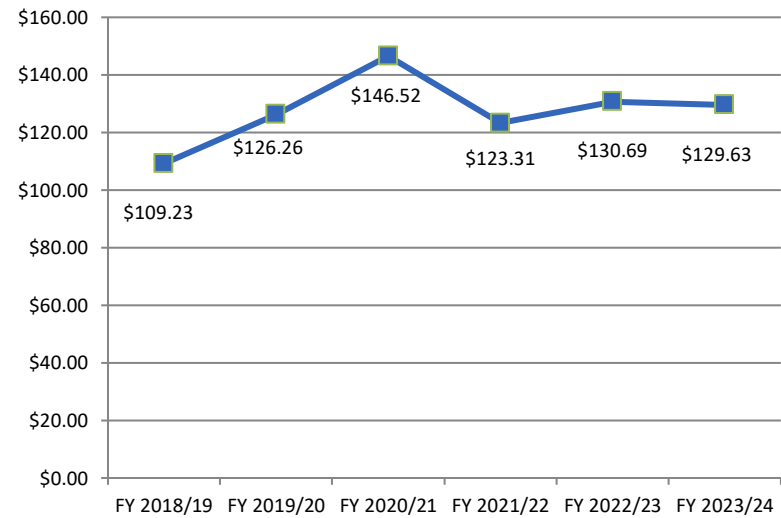


Exhibit 6.26 Demand-Response Operating Cost/VSM

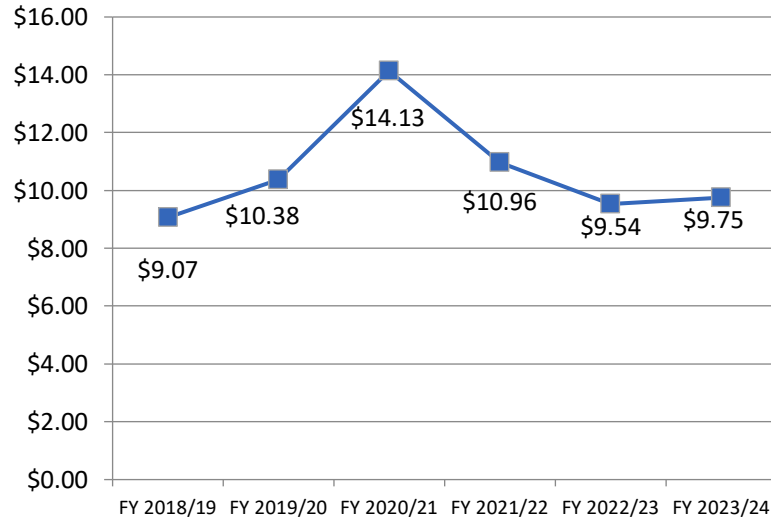


Exhibit 6.27 Demand-Response VSM/VSH

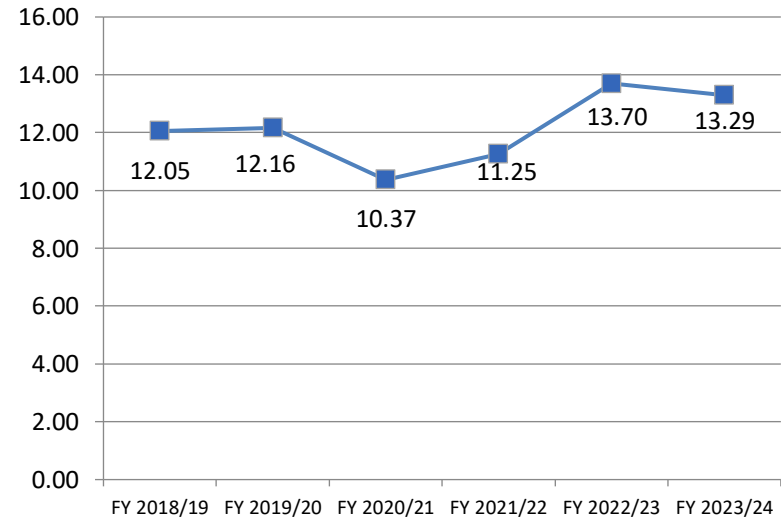


Exhibit 6.28 Demand-Response Operating Cost/Passenger

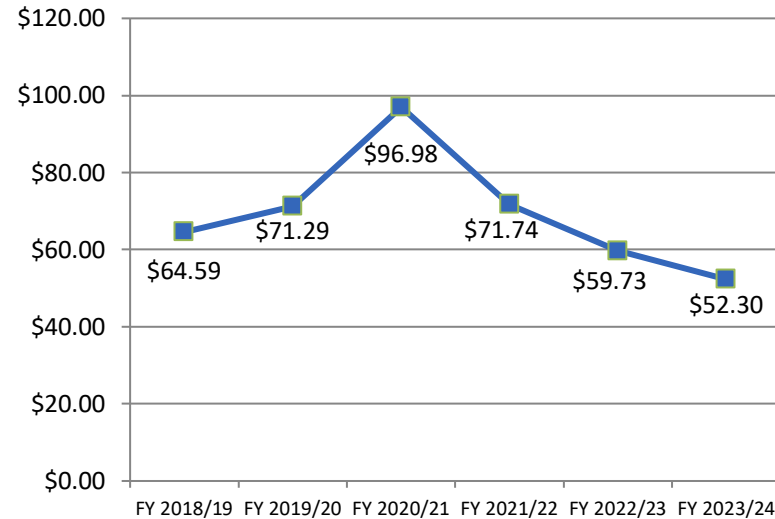


Exhibit 6.29 Demand-Response Passengers/VSH

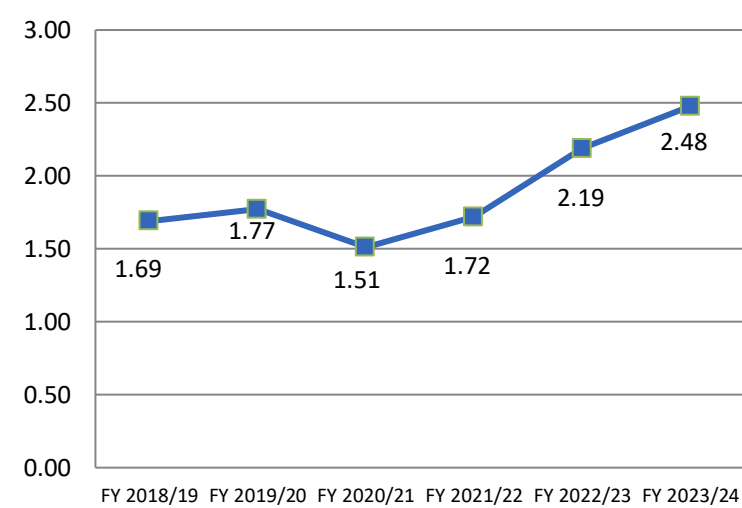


Exhibit 6.30 Demand-Response Passengers/VSM

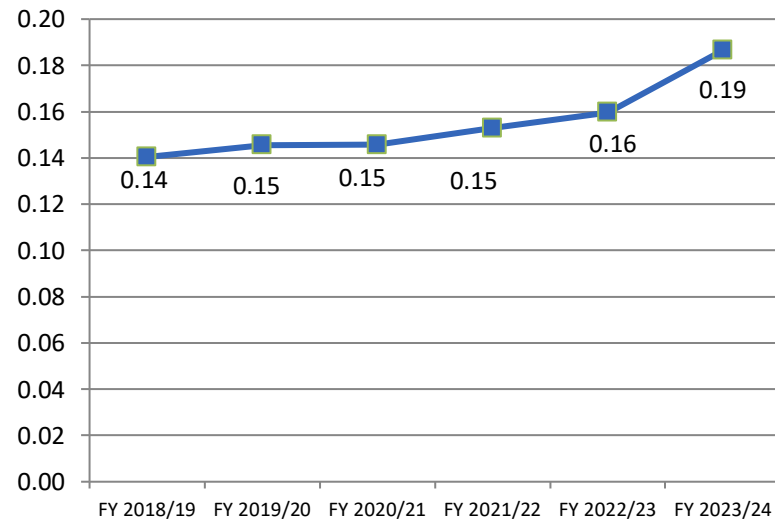


Exhibit 6.31 Demand-Response VSH/FTE

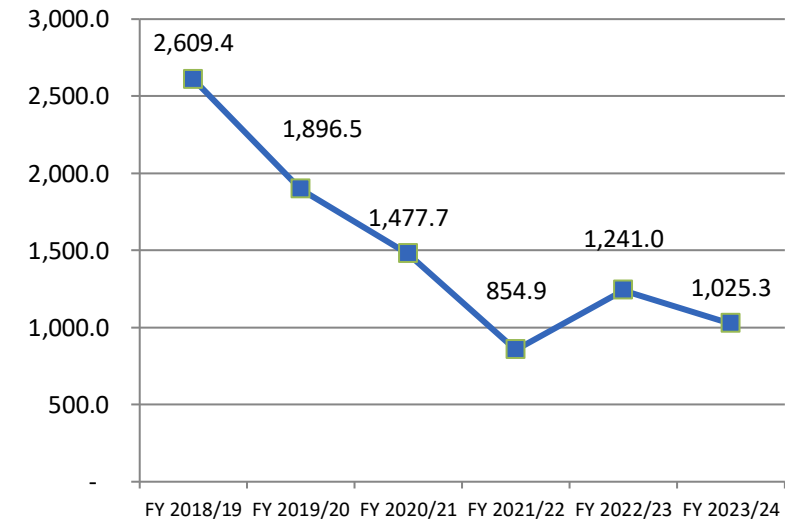


Exhibit 6.32 Demand-Response Farebox Recovery

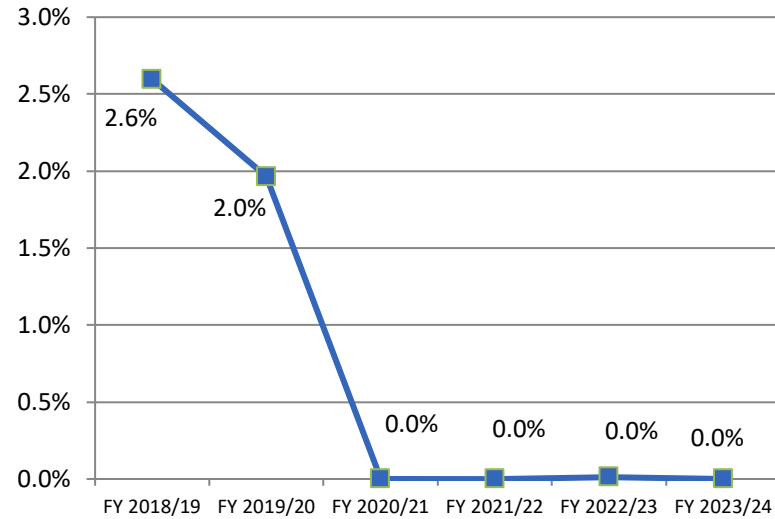
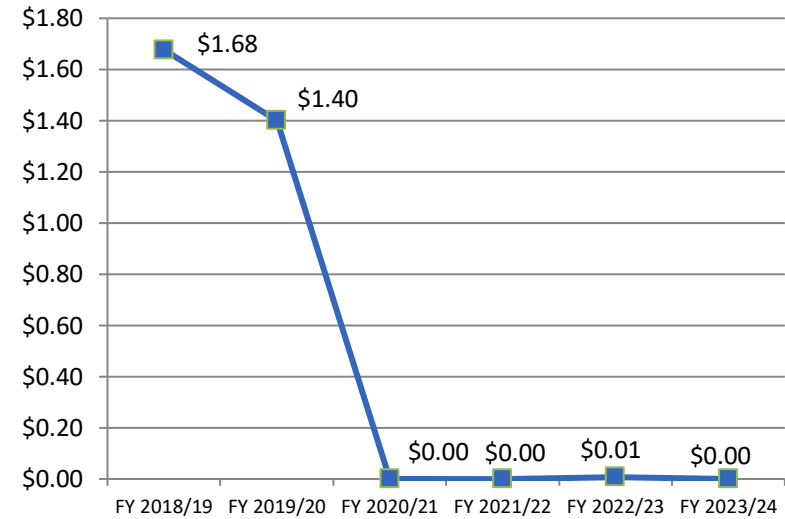


Exhibit 6.33 Demand-Response Fare/Passenger



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Chapter 7 | Functional Review

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

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

Service Overview

The City of Clovis operates Stageline, a fixed-route service featuring four routes. Service is available on weekdays from 6:00 a.m. through 6:30 p.m. along with limited Saturday service. The service does not operate on Sunday or designated holidays.

The City of Clovis also operates Round Up, a curb-to-curb, on-demand service available to qualifying persons with disabilities. The service operates within Clovis, Fresno, and nearby areas. Trips are provided on a first-come, first-served basis. Requests for service require a one-day advance notice prior to pick-up. Round Up service hours are weekdays from 6:00 a.m. through 7:00 p.m., and weekends from 7:30 a.m. through 3:30 p.m. Round Up weekend service is limited to trips within Clovis only. Weekday service to Fresno is available from 6:00 a.m. to 5:00 p.m.

Stageline and Roundup have been operating fare free since FY 2020/21, with Measure C funding used as the primary source of local supplementation.

General Management and Organization

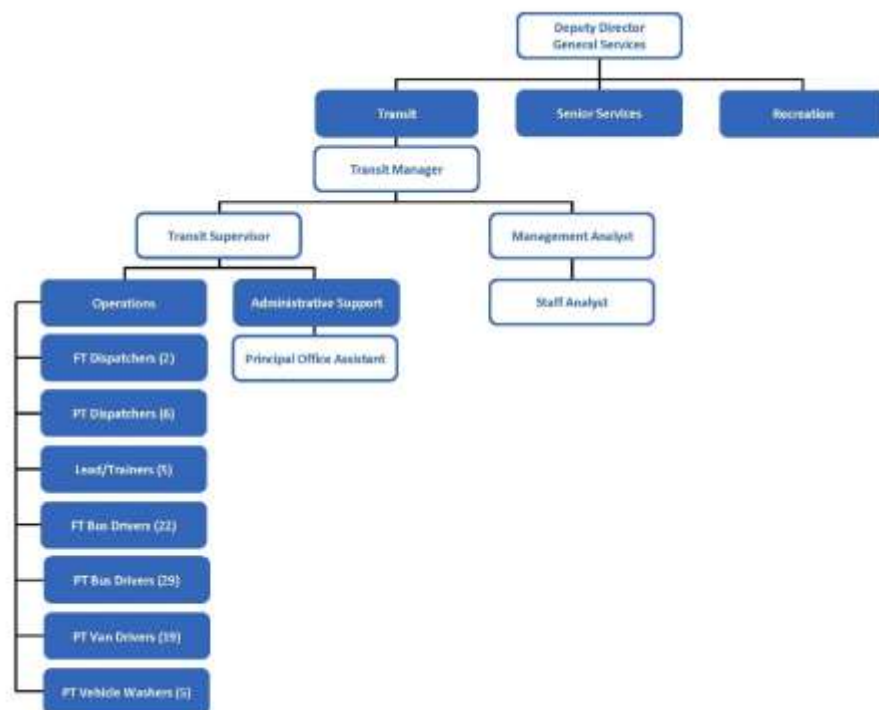
The City's transit program is operated in-house. Management monitors performance regularly through key performance indicators, regular reporting, and feedback mechanisms. Staff prepare a monthly report inclusive of collisions/road calls, no-shows, complaint calls, and ridership. Management receives and reviews performance and financial data on a monthly basis and acts appropriately. Additional monitoring is conducted through collaboration with transit staff and operators, rider surveys, and community outreach efforts. The City utilizes a range of software platforms to track, monitor, and communicate efficiently with drivers. Tools such as Spare, Passio, Driveroo, and Sling support functions including on-time performance monitoring, real-time location tracking, pre-trip inspections, and driver coordination. Pre-trip software logs vehicle inspection times and helps to identify issues with the vehicles before they are used.

During the audit period, the City implemented automated passenger counters, new paratransit software, and a pre-trip inspection system. These enhancements have had a positive impact, with drivers particularly appreciating the ability to track their route progress.

The program is currently structured and staffed appropriately with respect to management, but additional staff will be required for the upcoming service expansion. The service expansion will require double the number of staff and vehicles currently used to cover the routes. Additional management staff will be necessary as the City becomes a recipient of federal funding. The internal organization structure is appropriate, effective, and efficient. An organizational chart is provided in Exhibit 7.1.

The governing body for the City’s transit program is the Clovis city council. The city council meets the first, second, and third Monday of the month at 6:00 p.m. at Clovis City Hall (1033 Fifth Street, Clovis). This location is served by Clovis Transit Routes 10 and 50. The Council does not have any particular areas of concern.

Exhibit 7.1 Organizational Chart



The City has a good relationship with the Fresno Council of Governments. The City and the RTPA collaborate on grant applications, transportation improvement programs, and coordination efforts to enhance mobility within the region. It also collaborates with other transit providers in the region regarding local issues and to plan routes. The City communicates with Caltrans regarding grants and funding opportunities regularly.

The City of Clovis is member of California Association for Coordinated Transportation (CalACT), Community Transportation Association of America (CTAA), and the Central Valley Transit Managers (CVTM).

Service Planning

The only service change occurring during the audit period was the addition of a stop at the Landmark Square transit center that is served by Route 10 and Route 50.

The Transit Manager is responsible for the transit program's short-range planning efforts. The most recent Short Range Transit Plan (S RTP) for the Fresno-Clovis Metropolitan Area was completed in 2022. For the past several years, the City has been working on a significant service expansion that will better serve the Clovis community. The redesign will include transitioning from two loops to eight separate fixed routes, as well as the introduction of microtransit service in the far north, northeast, and eastern areas of the city. In anticipation of the increased service, the transit program is adding more full-time and part-time drivers. The new route network is expected to launch sometime in 2025. The 2022 S RTP will be updated subsequent to the launch of the new route network.

During the extensive planning process for the service expansion, surveys were circulated throughout the community, being made available at events, onboard the vehicles, and on the website to encourage feedback on the proposed routes. Initial input to identify issues and travel patterns were used as a launch point for the development of the routes. Feedback on the redesign has been largely positive and the City has been responsive to any issues raised. Staff are proud of the work that has been done on the route redesign and are looking forward to its implementation.

During the audit period, the City completed the construction of the Landmark Square Transit Hub, located at Third Street and Veterans Parkway in Clovis. The 7,000 square foot facility now houses dispatch and the administrative offices. A public lobby is open Monday through Friday for information and assistance. The transit hub is co-located with a new senior center and public library.

The City began implementing its Zero-Emission Bus Rollout Plan by piloting two electric buses and purchasing five electric cars for road calls. It also conducted a Fleet Electrification Feasibility Study that emphasized the need for an updated transit operations center to effectively transition the transit fleet to zero emissions. The City applied for a grant to support this project, but was not awarded the funds. It continues to identify and pursue additional funding opportunities.

Administration

The Transit Manager and the City Finance Department are responsible for annual budgeting. The budget process is initiated in December, with forecasting and reviewing anticipated revenues, projects, and grant opportunities beginning in January. The budget is a year-round focus as management projects and recalculates throughout the year. The City compares budgeted versus actual revenues and expenditures regularly. Financial data is tracked using One Solution software.

The City applies for grants based on needs, availability, and competitiveness. There are grants the City would like to apply for but does not, due either to the qualifying criteria, local match, or having the capacity to administer the grant upon award. Now that the City has elected to receive federal funding,

additional grant opportunities are expected to become available. The Management Analyst is primarily responsible for managing grants. Staffing is sufficient to handle all reporting requirements for the grants the City currently receives.

Risk management is handled by the City's Personnel department. The City has a procedure for processing accident and injury claims. The City is self-insured through the Central San Joaquin Valley Risk Management Authority (CSJVRMA). The Management Analyst and the Transit Supervisor review safety practices on a continuous basis. The City has a disaster preparedness and response plan; transit's role in that plan is logistics.

Advertising, system software, consulting services, and vehicle maintenance/repair contracts are managed by the City. Contracts are monitored using performance metrics, ensuring compliance with the contract, and maintaining effective communication. Bus stop maintenance is performed by City utility workers, while the City's Facilities Maintenance Department maintains the offices.

Payroll is processed in the Transit department twice each month and sent to the City. Timesheets are reviewed and approved by Transit Management staff. A majority of City employees use direct deposit.

Accounts payable and accounts receivable are handled by the Principal Office Assistant and the Finance Department. Goods and services are verified as being received before invoices are paid.

The City has a procurement handbook in place to guide its procurement efforts. Any purchases above \$60,000 must be approved by the City Council. Purchases of \$30,000 or less may be approved at the director level. The City uses both competitive and cooperative procurements to purchase items of major expense.

Marketing and Public Information

Marketing is handled in-house. The City's transit program marketing is tied into the Communications Department. Service information materials include Paratransit and Fixed-Route schedules, maps, and informational brochures. Marketing activities for include social media (via city-wide accounts), community events, public outreach, bus stop signage, infotainment displays onboard the vehicles, and transit information on the City and Transit websites. The City will also be undertaking a service rebranding in conjunction with the service expansion.

Promotion of the City's free-fare program has been the most successful. It was initially piloted in 2019 for a period of approximately two-and-a-half months. Free rides were reintroduced during the COVID-19 pandemic, following which the City Council approved a permanent free-fare policy. The transit program experienced a significant increase in fixed-route and paratransit ridership subsequent to this change, as well as due to the introduction of Paratransit dispatching software (Spare) that allows greater ease in trip booking. The new routes are expected to require more transfers but reduce the amount of time spent on the bus, so it is unclear as to how this will impact ridership.

Customer concerns and complaints are received by all office staff. Complaints and responses are documented. Most complaints are resolved within a week. Overall perception is generally positive.

Scheduling, Dispatch, and Operations

Full-time drivers and dispatchers are represented by the Clovis Transit Employees Bargaining Unit (TEBU) through the Operating Engineers (OE) Local 3, which represents public utilities. All drivers are cross-utilized between Stageline and Round Up. While the transit program is considered fully staffed, recruitment is ongoing to fill the pool as needed. There are 29 full-time drivers and 51 part-time drivers, which represents the City continuing to staff up for the introduction of the new route network. Bids for full-time drivers are conducted at least once a year. Part-time drivers are assigned based on the needs of the operation. Part-time drivers are generally not long-term employees, and internal promotions to full-time occur. Dispatchers, Lead Bus Drivers, and Vehicles Washers are also trained to drive.

Planned absences are covered through scheduling or offering overtime. Unplanned absences (call-outs) are covered by a Dispatcher/Lead Bus Driver or by offering overtime.

Vehicle assignments are based on the needs of the operation. Higher-capacity buses are assigned to the higher-ridership routes. Electric vehicles are assigned to the shorter routes due to battery limitations. The City uses ProMasters software to assist with bus assignments for Round Up. Maintenance uses email, software, and phone calls to communicate with dispatch about which vehicles are available for assignment each day.

Fareboxes were removed from the vehicles when the service permanently transitioned to fare-free.

Personnel Management and Training

Recruitment is ongoing. Recruitment activities include postings on the City's website, job boards, job seeking websites, community events, and job fairs. While all drivers are required to have a commercial license, the City will provide comprehensive training through licensing through its in-house trainers. The Lead Bus Driver holds certifications in Train the Trainer, CPR, GPPV, and TSI. The Lead Bus Driver is responsible for training the new and existing drivers. Regardless of experience, all drivers receive the same training curriculum following initial hire.

The Transit Supervisor oversees the City's safety program. Safety activities include monthly safety meetings. Drivers receive new employee training as well as ongoing training. Vehicles include first aid kits, fire extinguisher, and biohazard response kits. All vehicles are ADA-compliant and have bike racks.

Management motivates employees through recognition and incentive programs. Turnover is high, with drivers typically leaving for full-time job opportunities, career changes, or retirement.

Full-time employees are eligible to receive medical, dental, vision, and life insurance; educational incentives; sick and vacation leave; and retirement benefits. Part-time employees are eligible to receive medical, dental, vision, and life insurance after one year if they work an average of 30 hours per week. Part-time employees also receive limited vacation and sick leave and retirement benefits. Benefits are communicated to employees during orientation, on the website, and through the MOU.

Full-time employees receive annual performance evaluations, while part-time employees receive evaluations when they reach 2,080 hours worked. Depending on how quickly hours accrue, part-time

employees may not receive a formal performance evaluation for multiple years. This policy is tied to wage increases and has been in place for a long time.

Maintenance

Fleet maintenance is primarily conducted in-house. The City uses FASTER and Driveroo software to manage its maintenance program. Compliance with the preventive maintenance schedule can be easily judged by mileage and/or time. Maintenance may conflict with regular vehicle use, but does not disrupt service. Warranty work is effectively identified, and most of it is completed in a timely manner.

Body work is typically sent out to a contracted vendor, as the City does not have its own paint shop. Air conditioning and collision repairs are sent out for various reasons, including staffing, resources, and expertise. The City's maintenance facility is shared with other City fleets, though Transit does have a dedicated space and dedicated personnel. The number of bays and lifts is sufficient to support the current transit fleet. However, the current maintenance facility is not sufficient in size or equipment to support a zero-emission fleet. The direction the City ultimately chooses (battery-electric or hydrogen) will ultimately dictate the needs of the maintenance facility.

Aging vehicles, electric vehicles, and supply chain shortages have been the most significant challenges in maintaining the transit fleet. Several of the diesel vehicles have more than 300,000 miles, but finding parts for the older vehicles has been a challenge.

A schedule is in place for vehicle replacement. The City has been purchasing vehicles during the last couple of years to both replace aging vehicles and expand the fleet for the new route network. It is currently piloting two electric cutaways, but future zero-emission purchases will ultimately depend on the selected alternative fuel path. A fleet list is provided in Exhibit 7.2.

There is an excessive backlog of repairs due to supply chain issues and lack maintenance staff. The City's Maintenance department has found it challenging to staff some of its positions due to the need for specific skillsets that must be developed.

Access to the secured parts room is limited to fleet maintenance. Parts are tracked using inventory software and are typically sufficient in quantity to minimize vehicle downtime. Maintenance is notified promptly of breakdowns and can service a vehicle in the field when necessary. Maintenance contacts the Transit Supervisor with a down list each day. Vehicles that have been out of service and are available for use are listed on the Nightly Shop Update email and in the vehicle inspection software.

Exhibit 7.2 City of Clovis Transit Fleet

Quantity	Year	Model	Length	Fuel	PAX
1	2007	Glaval Cutaway	27'	Gasoline	21
1	2007	Dodge Caravan	-	Gasoline	3
6	2008	Glaval Cutaway	27'	Diesel	21
5	2008	Glaval-GMC	27'	Diesel	21
2	2011	Braun Activan	-	Gasoline	4
6	2012	Arboc Low Floor	26'	Diesel	21
1	2013	Braun Activan	-	Gasoline	4
1	2015	Champion	32'	Diesel	29
1	2015	Champion	32'	Diesel	30
2	2018	Dodge Caravan	-	Gasoline	4
2	2018	Zeus	24'	Electric	16
3	2019	Champion LF	28'	Gasoline	18
5	2019	Champion	32'	Diesel	29
1	2019	American Trolley	30'	Diesel	26
3	2019	Dodge Caravan	-	Gasoline	5
2	2021	Dodge Promaster	-	Gasoline	8
8	2023	Dodge Promaster	-	Gasoline	9
3	2024	StarCraft	32'	Diesel	29

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Chapter 8 | Findings and Recommendations

Conclusions

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

Findings

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

1. The City's FY 2021/22 and FY 2022/23 TDA fiscal audit was completed after the March 31 deadline.

The audit team has identified no functional findings.

Program Recommendations

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

Given there are no functional findings, only compliance findings and recommendations are presented below.

Compliance Finding 1: The City's FY 2021/22 and FY 2022/23 TDA fiscal audit was completed after the March 31 deadline.

Criteria: PUC 99245 requires all Article 4 recipients to submit an annual fiscal audit to the State Controller within 180 days of the end of the fiscal year. The RTPA has the authority to extend the deadline for another 90 days, typically to March 31.

Condition: In FY 2021/22, the City's TDA fiscal audit was completed on December 26, 2023, nearly 11 months after the March 31, 2023 deadline. In FY 2022/23, the fiscal audit was completed on July 26, 2024, nearly four months after the deadline established under PUC 99245. The audit conducted for FY 2023/24 was completed within the established timeframe.

Cause: Staff could not identify the exact cause of the late audit completion. Fresno COG contracts for the TDA fiscal audit, and the City has limited control over its timeline.

Effect: Late completion of the TDA fiscal audit can impact the timely payment of TDA funds.

Recommendation: Continue to work with City and TDA auditors to ensure the TDA fiscal audit can be completed no later than March 31.

Recommended Action: Given the TDA audit for the year subsequent to the late submittal was completed on time, no further action is likely required. Staff should continue to be mindful of the timeframe for submittal and monitor the TDA auditor's progress.

Timeline: Already addressed/ongoing.

Anticipated Cost: None.

Exhibit 8.1 Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Continue to work with City and TDA auditors to ensure the TDA fiscal audit can be completed no later than March 31.	Medium	Ongoing