



LEWIS CLARK VALLEY METROPOLITAN PLANNING ORGANIZATION

# Transit Regionalization Study

## Final Report



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# Table of Contents

	Page
<b>Chapter 1. Existing Services .....</b>	<b>1-1</b>
<b>Chapter 2. Stakeholder Summary .....</b>	<b>2-1</b>
Stakeholder Interview Process .....	2-1
Project Steering Committee.....	2-1
Service Strengths .....	2-2
Weaknesses .....	2-2
Short-Term and Long-Term Priorities for Improving Services .....	2-3
Potential Benefits of Consolidation .....	2-3
Major Concerns with Moving Toward Consolidating Services.....	2-4
Essential Elements to Support a Plan to Integrate Transit Services .....	2-5
<b>Chapter 3. Organizational Models and Governance Options .....</b>	<b>3-1</b>
Organizational Elements .....	3-1
Organizational Alternatives.....	3-2
Lewis Clark Valley Organizational and Governance Options .....	3-5
<b>Chapter 4. Moving Ahead with Consolidation .....</b>	<b>4-1</b>
Introduction.....	4-1
Operations Consolidation .....	4-1
Consolidated Contracted Service .....	4-4
Consolidated In-House Operations .....	4-5
Summary/Conclusions.....	4-19
<b>Chapter 5. Implementation Timeline and Action Plan.....</b>	<b>5-1</b>
Operations Consolidation .....	5-1
Planning and Marketing.....	5-3
<b>Appendix A Sample RFP for Contracted Services</b>	
<b>Appendix B Sample Penalties and Incentives</b>	
<b>Appendix C Conceptual Driver Shift Schedule</b>	

## Table of Figures

	<b>Page</b>
Figure 1-1	Public Transportation Summary ..... 1-2
Figure 1-2	Available Funding by Source ..... 1-4
Figure 1-3	Expenses ..... 1-5
Figure 1-4	Current Year (2009) Hourly Cost and Total Cost of Services ..... 1-6
Figure 3-1	Evaluation of Governance and Organization Options ..... 3-7
Figure 4-1	Contracted Services with Valley Transit..... 4-2
Figure 4-2	Consolidated Administration and Contracted Operations ..... 4-4
Figure 4-3	Consolidated In-House Operations ..... 4-6
Figure 4-4	Breakdown of Administrative and Operating Costs - Asotin County PTBA and City of Lewiston ..... 4-13
Figure 4-5	Existing and Projected Costs Assuming Administration Consolidation Under Two Operating Scenarios ..... 4-15
Figure 5-1	Implementation Tasks and Timeline ..... 5-5

# Chapter 1. Existing Services

This chapter summarizes the primary attributes related to the provision of public transportation in the Lewis Clark Valley. Figure 1-1 highlights the governing, organizational and operational aspects of the services provided by the Asotin County Public Transportation Benefit Area (PTBA) and City of Lewiston in Clarkston/Asotin and Lewiston respectively. Further information on the available funding for, and expenses incurred in, the two systems is provided in Figures 1-2 and 1-3 using 2008 numbers. Figure 1-4 presents 2009 budgeted costs for each service showing a breakdown between contractor costs and other costs such as fuel, maintenance, and insurance. This figure also presents service hours for fixed route and dial-a-ride services and the contractor hourly costs as well as the total cost per hour for each service.

This study focuses on opportunities to regionalize the services in the two states. Information in the following figures illustrates opportunities in support of, as well as constraints hindering the regionalization of service including:

## Opportunities

- **Duplication of functions:** Both PTBA and City of Lewiston (Community Development Department) staff undertake similar administrative roles in support of public transportation. The opportunity may exist to build on the capacity and knowledge of staff in one organization to meet the needs of both entities.
- **Common operator:** Currently, both systems use the same contracted service provider. Opportunities may exist to find economies of scale when procuring contracted service as well as for maintenance services or supplies.

## Constraints

- **Discrete governing bodies:** Both the PTBA Board and the City of Lewiston City Council are responsible to their constituents in terms of setting the goals for transit service and judiciously allocating available funding toward these services.
- **Disparate funding levels:** Dedicated sales tax funding of the PTBA allows it to expand service and/or provide amenities that cannot be matched in the other part of the region. This is also reflected in two different fare structures within the Valley.
- **Separate fleets:** In recent years, both the PTBA and City of Lewiston have procured their own fleet of buses in response to available grant monies and to better control costs. While still possible, the sharing of vehicles between organizations requires complex cost sharing procedures.

**Figure 1-1 Public Transportation Summary**

	Asotin County PTBA	City of Lewiston
Governing Body	Asotin County PTBA <ul style="list-style-type: none"> <li>• 3 Member Board (representing Asotin Co. Clarkston and Asotin)</li> </ul>	City of Lewiston <ul style="list-style-type: none"> <li>• 7-Member Council</li> </ul>
Administration	PTBA Staff (2.5 FTE) <ul style="list-style-type: none"> <li>• Transit Coordinator</li> <li>• Admin Assistant</li> <li>• Route &amp; Maintenance Coordinator</li> </ul>	City of Lewiston Community Development Staff (.25-.33 FTE) <ul style="list-style-type: none"> <li>• Director</li> <li>• Transit Grant Administrator</li> <li>• Planner</li> </ul>
Administrative roles	<ul style="list-style-type: none"> <li>• FTA Grant Administration</li> <li>• Transit budgeting &amp; record keeping</li> <li>• Support PTBA Board including policy development</li> <li>• Contract oversight</li> <li>• Service and capital planning</li> <li>• Coordinate vehicle maintenance</li> <li>• Participate in statewide conferences/proceedings, representing PTBA</li> <li>• Marketing and promotion</li> <li>• Oversee operator training</li> <li>• Monitor and evaluate route performance</li> <li>• Administer vanpool program</li> </ul>	<ul style="list-style-type: none"> <li>• FTA Grant Administration</li> <li>• Transit budgeting &amp; record keeping</li> <li>• Support City Council on transit issues including policy development</li> <li>• Contract oversight</li> <li>• Service and capital planning</li> <li>• Coordinate vehicle maintenance</li> </ul>
Contract for Operations	Regional Transportation Inc (Valley Transit) <ul style="list-style-type: none"> <li>• Expires 12/31/09</li> </ul>	Regional Transportation Inc (Valley Transit) <ul style="list-style-type: none"> <li>• Expires 9/30/09</li> </ul>
Fixed-Route Service	<ul style="list-style-type: none"> <li>• Local Clarkston hourly loop                             <ul style="list-style-type: none"> <li>○ 6 am – 6 pm</li> </ul> </li> <li>• Asotin hourly service                             <ul style="list-style-type: none"> <li>○ 7 am – 6 pm</li> </ul> </li> <li>• Both terminating at Lewiston Community Center</li> <li>• Weekdays</li> </ul>	<ul style="list-style-type: none"> <li>• Local Lewiston hourly loop                             <ul style="list-style-type: none"> <li>○ 6 am – 6 pm</li> </ul> </li> <li>• Terminating at Lewiston Community Center</li> <li>• Weekdays</li> </ul>
Fixed-Route Ridership	<ul style="list-style-type: none"> <li>• 26,300 (FY 2008)</li> </ul>	<ul style="list-style-type: none"> <li>• 33,380 (FY 2008)</li> </ul>
Fixed-Route Fleet	<ul style="list-style-type: none"> <li>• Qty 2 Older buses</li> <li>• Qty 1 2002 bus</li> </ul>	<ul style="list-style-type: none"> <li>• Qty 2 2008 buses</li> </ul>
Demand Response Service	<ul style="list-style-type: none"> <li>• Service is provided throughout the MPO</li> <li>• Weekdays 6 am – 6 pm</li> </ul>	<ul style="list-style-type: none"> <li>• Service is provided throughout the MPO</li> <li>• Weekdays 6 am – 6 pm</li> </ul>

	Asotin County PTBA	City of Lewiston
Demand Response Ridership	<ul style="list-style-type: none"> <li>• 9,940 (FY 2008)</li> </ul>	<ul style="list-style-type: none"> <li>• 14,650 (FY 2008)</li> </ul>
Demand Response Fleet	<ul style="list-style-type: none"> <li>• Qty 2 2008 small buses</li> <li>• Qty 1 older small bus</li> </ul>	<ul style="list-style-type: none"> <li>• Qty 2 2009 small buses</li> <li>• Qty 2 older small buses</li> </ul>
Vanpool Service	<ul style="list-style-type: none"> <li>• Qty 7 1 to 3 year-old vans</li> </ul>	Not Applicable
Vanpool Ridership	<ul style="list-style-type: none"> <li>• 16,190 (Mar-Dec 2008)</li> </ul>	Not Applicable
Maintenance Responsibilities	Asotin County Shop, otherwise through contracted provider when capacity limited	City staff as of Dec 1 2008
Annual Operating Budget <sup>1</sup>	<ul style="list-style-type: none"> <li>• \$440,750 (2008 actual)</li> <li>• \$670,204 (2009 budget)</li> </ul>	<ul style="list-style-type: none"> <li>• \$366,200 (FY2008 actual)</li> <li>• \$473,053 (FY 2009 budget)</li> </ul>
Non-Fleet Capital holdings/leases	Leased space for PTBA admin staff	Bus shelter at LCSC, Community Center space for contractor admin, scheduling, dispatch and vehicle storage
Fares	<ul style="list-style-type: none"> <li>• \$0.75 Fixed-Route Boarding</li> <li>• \$1.50 DAR Boarding</li> </ul>	<ul style="list-style-type: none"> <li>• \$1.00 Fixed-Route Boarding</li> <li>• \$2.00 DAR Boarding</li> </ul>
Service Area Population	<ul style="list-style-type: none"> <li>• 21,300 (2007 PTBA Est)</li> </ul>	<ul style="list-style-type: none"> <li>• 31,500 (2007 City Pop)</li> </ul>

<sup>1</sup> Includes contracted transit services, FR/DR fuel and maintenance expenses

**Figure 1-2 Available Funding by Source**

	Funding Source	2,008
PTBA	Sales Tax	\$456,690
	Wa Sales Tax Equalization	\$223,184
	FTA 5307	\$231,080
	Vanpool Revenue	\$140,180
	Other Income	\$11,581
	WSTIP Grant (Wa Insurance Pool)	\$5,000
	Total Funding Available	\$1,067,715
City of Lewiston	FTA 5307	\$222,126
	City of Lewiston Cash Match	\$78,920
	Nez Perce Co. Cash Match	\$65,125
	Total Funding Available	\$366,171

**Figure 1-3 Expenses**

	Asotin Co PTBA			City of Lewiston		
	2008 FR	2008 DR	2008 Total	FY 2008 FR	FY 2008 DR	FY 2008 Total
<b>Administration</b>						
Wages & Benefits			\$60,211			\$23,782
Other			\$30,712			\$20,514
Total			\$90,923			\$44,296 <sup>1</sup>
<b>Operations</b>						
<b>Contracted Services</b>						
Operations Wages & Benefits	\$135,444	\$76,426	\$211,869	\$67,340	\$116,950	\$184,289
Fuel	\$54,523	\$19,047	\$73,570	\$22,204	\$33,459	\$55,663
Maintenance	\$23,468	\$15,843	\$39,310	\$24,452	\$41,883	\$66,334
Insurance	\$(89)	\$(115)	\$(204)	\$6,595	\$11,101	\$17,696
Other Operations	\$11,718	\$6,628	\$18,346	\$8,669	\$14,577	\$23,246
Total	\$225,062	\$117,829	\$342,891	\$129,260	\$217,970	\$347,229
Admin Wages & Benefits	\$52,409	\$27,275	\$79,684	\$28,456	\$47,905	\$76,361
Other Admin	\$4,369	\$2,358	\$6,728			
Total Administration	\$56,778	\$29,634	\$86,412	\$28,456	\$47,905	\$76,361
Less Fares & Revenue	\$(18,878)	\$(6,297)	\$(25,175)	\$(24,741)	\$(32,677)	\$(57,419)
Total Contracted Services	\$262,962	\$141,165	\$404,128	\$132,974	\$233,198	\$366,171
Other Transit Service			\$13,600			
Maintenance			\$23,018			
Fuel			\$13,583			
Other Operations			\$28,066			
Vanpool Lease and Maintenance			\$10,528			
Total Transit Costs			\$583,845			\$410,467

<sup>1</sup> This expense is used as a "soft match" for federal grants.

**Figure 1-4 Current Year (2009) Hourly Cost and Total Cost of Services**

Service Hours	FY 2009 Service Hours	FY 2009 Estimated VT Contract Cost/Hour	Admin, Fuel, Insurance, Maintenance and Other Costs	Total Operating Costs	Total Cost/Hour
<b>Asotin County PTBA</b>					
Fixed Route Services	5,822				
Dial A Ride Services	2,687				
Subtotal	8,509	\$49.95	\$245,204	\$670,274	\$78.76
<b>City of Lewiston</b>					
Fixed Route Services	3,119				
Dial-A-Ride Services	4,449				
Subtotal	7,568	\$49.16	\$100,976	\$473,053	\$62.51

## Chapter 2. Stakeholder Summary

This chapter summarizes the major themes and array of issues expressed by stakeholders during interviews conducted in January 2009 and input received from the Steering Committee. The purpose of these meetings was to identify the key concerns about the potential regionalization of transit services in the Lewis Clark Valley.

### Stakeholder Interview Process

At the outset of this effort, the consultant team arranged individual interviews with key stakeholders identified by the Lewis Clark Valley MPO. The purpose of these interviews was to provide a forum for people to speak freely on transit service in Lewis Clark Valley. The majority of interviews were conducted face-to-face although a few were telephone interviews. The length of the interviews varied tremendously, with some lasting 30 minutes, while others lasted over an hour. The results of the interviews and stakeholder feedback are summarized below. To ensure that all responses remain confidential, the following section is organized by topic rather than presenting individual responses.

### Project Steering Committee

The Lewis Clark Valley MPO organized a Steering Committee to provide guidance to the consultant during the study process. The consultant team met with the Steering Committee on January 13. Members of the Steering Committee are:

- Laura Von Tersch, Lewiston Community Development Director
- Shannon Grow, Transit Administrator, City of Lewiston
- Diane Taylor, Accountant, City of Lewiston
- Kim Gates, Transit Administrator, PTBA
- Doug Mattoon, Asotin County Commissioner, PTBA Board
- Garry Bush, Lewiston City Council

Interviews were conducted with the following individuals:

- Jay Krauss, Lewiston City Manager
- Doug Havens, Mayor, City of Lewiston
- Steve Watson, Lewiston Planner, MPO Director
- Larry Baumberger, Clarkston City Council, PTBA Board
- Del Schneider, Asotin City Council, PTBA Board
- Karen Morscheck, Lewis Clark State College
- Judy Thompson, Housing Authority of Asotin County
- Sylvia Evers, YWCA
- Janet Danley, Walla Walla Community College
- Tom LaPointe, Valley Transit

## Service Strengths

Four distinct themes emerged when stakeholders were asked to describe the service strengths. They are:

- **Availability of Service** – A common response was the fact transit service exists is a strength. Several people noted that many rural and small communities comparable in size to the Lewis Clark Valley do not offer transit services. Without this service, there would be no way for low income people without access to a car to get to work, to school, take their children to daycare or travel to medical appointments.
- **Service Quality** – Many stakeholders commented that they have heard service is reliable and that drivers are friendly and helpful. One stakeholder noted that she has heard no complaints from riders and that the service is “well run” from the customer’s perspective. Another stakeholder said she knows that passengers like the service and that it has credibility in the community.
- **Accessibility** –The fact that buses are accessible is very much appreciated by elderly riders according to many stakeholders. The service enables elderly people to get out of the house; without the service many elderly would be homebound.
- **PTBA Funding** – The commitment to fund and sustain a transit service is a strength. Dedicated funding for transit services on the Washington side was noted as strength. In contrast, the lack of dedicated funding for transit on the Idaho side is considered a weakness by many stakeholders.

## Weaknesses

Interestingly, there were some overlapping themes that emerged when describing transit service weaknesses such as availability of service and funding. Other identified weaknesses covered some new areas such as administration and public information. The major responses are summarized below.

- **Service Frequency and Hours of Operation** – A major weakness according to several stakeholders is the limited hours of operation; there is no service after 6:00 pm and no weekend service. This is problematic for people who work the swing shift and need service up until 10:00 pm. The lack of Saturday service is an issue for people who work full time during the week and need to shop and run errands on the weekend. Others noted that infrequent service especially in the downtown area is a limitation.
- **Funding** – The differences in transit revenues between Washington and Idaho was noted by the majority of stakeholders and Steering Committee members. The revenue differential inhibits the opportunity for comparable levels of service on both sides of the river. The fact that Lewiston does not have a dedicated source of transit funding means that transit service has to compete with other vital city services in an economic climate of diminishing public funds. This problem is further exacerbated by the fact that the cost of public transit service has increased at a rate faster than other city programs.
- **Administration** – While not many stakeholders were very familiar with the organizational structure of transit services in the Valley, there were some that understood that services are administered by two separate agencies and they commented about a redundancy in how services are delivered and administered. For

example, one stakeholder noted that it seems like a duplicative effort for both the City of Lewiston and the PTBA to prepare and submit federal grant applications. Others noted that the service itself is more cumbersome because two separate entities administer and oversee service under two separate contract agreements for day-to-day operations. Some stakeholders said that there is a public perception that services are “inconsistent” on each side of the river. Others noted that transit service has become highly charged politically further complicating resolution of complex issues.

- **Transfers and Fare Adjustments** – A couple of Asotin County stakeholders commented that passengers must be issued a transfer or make a separate payment when traveling between the two systems. For example when traveling to the Community Center one must get off one bus and transfer to a Lewiston Bus before traveling to Lewiston destinations. Some stakeholders also thought that it was cumbersome to transfer when traveling between stops in western Lewiston and eastern Clarkston.
- **Circuitous Routing** – Some stakeholders noted that the routes are circuitous resulting in long travel times. Streamlined routing with more direct service would be desirable.
- **Public Information** - Since both Lewiston and Asotin County are primarily auto oriented communities, several stakeholders noted that there is limited understanding of the existing transit service. According to a few stakeholders, it is difficult to obtain information about the service and for people not familiar with the service; it is not easy to understand. As a result, potential riders are reluctant to try the service. One stakeholder noted that people are not aware of the new vanpool service recently initiated by the PTBA.

## Short-Term and Long-Term Priorities for Improving Services

Stakeholders were asked to identify their top three priorities for improving local and regional services in the Lewis Clark Valley in the next three years. Extending service hours later in the evening and introducing Saturday service were the top priorities expressed by a majority of stakeholders. Another priority expressed by a couple of stakeholders was to extend service to North Lewiston and to the Orchard area as well as provide airport service especially during school break schedules.

Some stakeholders mentioned that the administration and funding of services needs to be addressed in both the short and long term including building trust between all interested parties. Another theme expressed by several stakeholders as a longer-term priority is the need for a facility to house and maintain the vehicle fleet.

## Potential Benefits of Consolidation

When asked about the potential benefits of consolidating or integrating transit services, consistent feedback from the Steering Committee and stakeholders fell into two main areas. They are:

- Potential cost savings is considered an important reason to integrate transit services under one entity. Some committee members and stakeholders said that it could improve efficiency and help control costs. One stakeholder noted that integrating

services may result in reducing capital investments rather than day-to-day operating cost savings. Another stakeholder said that savings could occur in dial-a-ride service by better grouping passenger trips and avoiding duplication of service.

- A seamless transit system was cited as a major reason to move ahead with transit service integration. Examples included co-mingling of the fleet and pooling resources to tailor services to the specific market and respond to ridership demands. Others noted that integration would create a valley wide service that is easy to understand and use and be consistent throughout the valley with one uniform fare structure. There would be one number to call and one system map, simplifying the service for current and potential users.

One stakeholder noted that integrating transit service under one umbrella organization is a longer term goal. He stated that it is premature to do so now because service is still small enough and the two entities need to be better balanced from a financial perspective.

## Major Concerns with Moving Toward Consolidating Services

The two dominant themes that stakeholders and committee members expressed in moving ahead with integrating services are:

- Funding
- Local control

Without exception, all stakeholders and committee members acknowledged that funding is one of the biggest hurdles for advancing transit services in Lewis Clark Valley. There are several facets to the funding issue including the lack of dedicated funding in Nez Pearce County, the difficulties Lewiston faces in securing required matching funds for federal grants, the upcoming reauthorization of the local option tax in Asotin County in November 2009 and the challenge of cooperatively sharing funds between Nez Pearce County and Asotin County. Another important aspect of the funding dilemma is financial sustainability and the importance of taking a longer term view to ensure long term solvency.

The other theme commonly expressed by stakeholders and committee members is the desire for community or local autonomy. Some stakeholders said “we need to overcome turf battles and find our common ground. “ Another stakeholder noted that both Lewiston and Asotin County have the same vision for transit, but the question remains, “how do we achieve this vision”? Others commented that it is important to view transit as both a local and regional service operating as one system. Some felt a regional perspective should be a higher priority over local interests and that it may take time to develop and build trust between jurisdictions and with the contract operator. To move toward a goal of integrating services, many felt that sharing of resources has to be perceived as fair and equitable to both parties.

## Essential Elements to Support a Plan to Integrate Transit Services

When stakeholders and committee members were queried about the necessary elements to support a Plan for integrating transit services between the Asotin PTBA and the City of Lewiston, their responses reveal three clearly defined areas:

### **1. Funding**

Feedback from stakeholders and committee members was that funding needs to be fair and equitable for both entities. Many stakeholders acknowledged that more funding is needed and that there needs to be a strategy for balancing service levels and financial commitments so each entity feels they are getting their “fair share of service.” Tied to funding is a need for each entity to control their share of the costs so they can budget and monitor expenses.

### **2. Policy Oversight**

There is an expectation that if services were integrated, there needs to be a representative policy or oversight board. The board should reflect the population of the Lewis Clark Valley and understand the need for both local and regional transit services. The board should be visionary and not get bogged down in “tit for tat.” A representative oversight board should also understand the financial realities of each entity and ensure they do not commit either entity to a level of service they cannot fund or sustain.

### **3. Practical Recommendations**

Feedback from several individuals suggests a need for a practical and phased approach to integrating transit services. One stakeholder said that recommendations should be “fair and unbiased” and “open and honest” given the realities and local values and preferences. It is clear that the majority of stakeholders are open to change provided it is practical, reasonable and ensures checks and balances.



# Chapter 3. Organizational Models and Governance Options

## Organizational Elements

### **Policy Board**

Since public transit services rely on government subsidies they need to be accountable to the public. That is, a board of elected or appointed representatives must have an oversight role in the delivery of public transit services. A policy board oversees service, sets policy and serves as the final decision-making body. These responsibilities are separate and distinct from the day-to-day business of running a transit system. The major decisions that rest with a policy or oversight board are:

- Establishing route design and service policies
- Approving operating and capital budgets
- Setting fares and fare policy
- Conducting public hearings on service and fare changes and capital investments
- Developing legislative and advocacy positions
- Reviewing and developing policy recommendations at the local and regional level

### **Administrative Staff**

Policy Board responsibilities are typically carried out by municipal or agency staff that are responsible for planning, budgeting and other administrative tasks using private contractors or additional agency staff operating day-to-day service. The administrative function of an agency refers to the routine tasks in overseeing a system's daily operation, as well as the planning, financing and overall performance monitoring of a system. The major responsibilities of the administrative staff or lead agency are:

- Contract oversight
- Short and long-term planning and scheduling
- Analysis of system performance
- Fare policy, including structure and pass arrangements
- Capital improvement programming and grant applications
- Annual federal and state reporting requirements
- Monitoring federal and state legislation
- Marketing and advertising

### **Operations and Maintenance**

The actual day-to-day transit service can be operated by in-house staff using city, county or transit agency employees or by contracted service providers as is currently the case in the Lewis Clark Valley. Maintenance responsibilities can be included in the contract for services, or

provided for in a separate contract. The major operations and maintenance duties typically include:

- Physical operation of buses
- Scheduling and dispatch of vehicles
- Driver training and monitoring
- Vehicle cleaning and fueling
- Preventative maintenance and repairs
- Safety inspections
- Field supervision and performance monitoring

## Organizational Alternatives

This section reviews a series of alternatives for organizing and administering multiple transit services. The alternatives are generally presented as a continuum from maintaining separate agencies and coordinating on select projects to full consolidation into a single organization. The range of alternatives are briefly described below:

- **Cooperation** – the two entities could work together to achieve specific objectives, such as joint vehicle procurement, fuel purchasing, parts procurement, or provision of customer information
- **Coordination** – sharing resources or having each entity take responsibility for certain administrative functions (i.e. completion of necessary FTA forms and grant applications, service planning)
- **Partial integration** – could include integration of the administrative functions or integration of vehicle maintenance under one entity
- **Consolidation** – formation of a single agency, or, contracting one agency to provide service in the other jurisdiction and disbandment of the transit functions in the remaining entity.

As each option moves towards the ultimate example of full consolidation, the implications and difficulty with implementation are compounded. For example, cooperative activities may simply require staff from the two transit services to agree to do something while, under integration approvals from the respective policy boards may be required. Under consolidation, personnel and legal issues come to the forefront – how can the two groups of employees be consolidated? What are the salary and benefit implications? What is the process for integrating labor agreements? Is a new agency formed or, does one existing agency “take over” the other?

For example, currently each of the two separate transit services in the Lewis Clark Valley has its own policy board. Each is responsible for their state’s share for the FTA grant monies allocated to the urbanized area. The three-member Asotin County Public Transportation Benefit Area (PTBA) Board is comprised of representatives from Clarkston, Asotin and Asotin County and its sole function is to provide public transportation in the PTBA service area, relying on the PTBA’s dedicated sales tax revenues. The Lewiston City Council is responsible for transit services in Lewiston, matching the federal funds with city and county contributions. If, however, the individual transit services were fully consolidated under one system, a new policy board would be required. This would raise questions such as:

- Can the existing boards legally transfer responsibility to a new board?
- What is an equitable composition for a policy board?
- What is the proper balance between local and regional interests?
- How many members should sit on a policy board?
- Should members be appointed or elected?

The policy board questions are often the most sensitive issues related to transit service consolidation. There is no universal approach to this issue and it can be addressed in a number of different ways.

The following section provides examples of organizational alternatives following the continuum from cooperation to consolidation.

## **Consortium**

A consortium brings together any number of transit agencies into an organized group to cooperatively work toward transit service coordination or consolidation. A consortium is brought together under a common agreement, which generally outlines how the consortium will function and what its purpose will be. All actions of the consortium must be agreed to unanimously. In addition, the Councils or Boards that manage each individual service must agree to the activities of the consortium. Consortia have been created to address specific transit service routes, unique services or special projects that benefit multiple operators. Consortia generally do not have a formal staff. The participating agencies share responsibilities for the various tasks, often rotating them from time to time. Typically, consultants or contract staffs are hired to complete special studies or tasks.

The primary advantage of a consortium is that it formalizes agreements between different entities managing transit services relative to a particular service or type of service. The agreements, commonly referred to as Memoranda of Understanding (MOUs), include goals and objectives for services, descriptions of transit agency roles and responsibilities, funding formulas, service standards, and triggers for service expansion or corrective action for under-performing routes or services. Another advantage is that each transit service continues to function as an independent agency. The primary disadvantages of a consortium are that it has no formal jurisdiction and that all agreements must be unanimous and require sign-off by each participating agency Council or Board.

## **Multiple Operator Agreements**

Typically these agreements are for very specific purposes and address one issue such as cost sharing strategies or revenue sharing arrangements. The agreements identify each party and their respective administrative, legal, and/or financial responsibilities/liabilities in providing transit service. The agreements can also outline broader policies, such as compliance with a set of standards, and the ramifications if they are not met. Also included in such agreements are detailed steps or procedures for terminating the relationship established within the agreement. Terms for amending the agreement are often included as well.

The primary advantage of a multiple operator agreement is that it maintains strong agency or city autonomy and “limits” staff resources dedicated to coordination activities and meetings. The primary disadvantage is that this model results in each entity functioning as separate agencies,

somewhat limiting the potential to fully identify areas where additional coordination and/or consolidation could be effective.

## **Administrative Consolidation**

The administrative function of an agency refers to the routine tasks in overseeing a systems' daily operation, as well as the planning, financing and overall performance monitoring of a system. Administrative coordination is typically when more than one transit service is administered by a single entity or agency. This agency is responsible for the day-to-day administration of one or more transit services. Local city councils in each jurisdiction retain control of service decision-making, but the lead agency absorbs the administrative functions, alleviating the burden on that city. This approach to coordination is not common, although it could be relevant in the Lewis Clark Valley, especially if the City of Lewiston were interested in transferring its administrative responsibilities to the PTBA and its transit focused staff. This was the case in San Luis Obispo County (California) where a small transit service, known as South County Area Transit (SCAT), was having difficulty performing all of the myriad responsibilities associated with its transit service. SCAT is organized as a Joint Powers Authority (JPA) yet had no staff of its own to administer the service on a day-to-day basis. The JPA elected to contract with the intercounty bus service in the County to administer its service. The JPA continues to serve as the oversight policy board. This arrangement has been in place for over five years and is considered successful.

## **Sub-Regional Consolidation**

Sub-regional consolidation is when two or more agencies consolidate along sub-regional geographic boundaries. This option is similar to a full consolidation of services (discussed below) by consolidating several transit services but in this case it does so through logical geographic sub regions. The major purpose of consolidating transit services into one or two entities is to plan and implement services without or minimal regard to jurisdictional boundaries. Other major benefits of consolidation and to a lesser extent, sub-regional consolidation include improved understanding of system routes and schedules, opportunities for fare integration, a centralized source for disseminating passenger information and ability to achieve economies of scale. Consolidating transit services into two sub-regional agencies would require two separate agencies with newly established policy boards. This approach is not applicable in the Lewis Clark Valley as there is no sub-region other than the two existing agencies.

## **Full Consolidation**

A fully consolidated transit system would consolidate all local and regional transit services under one single agency. This would require a single administrative structure with a single policy board that combines all transit services in a way that allows it to operate as one system. Under a fully consolidated system, one administrative body would be responsible for management and oversight of day-to-day operations. Transit administration could be staffed by one of the participating organizations or a new transit agency. A new policy board would have to be established under one consolidated system – one that provides equitable representation for both Asotin County and the City of Lewiston. A fully consolidated system may allow for more efficient route planning because all routes would be part of one transit system that would be planned regardless of jurisdictional boundaries. Under one system, route duplication would be eliminated, routes which currently require transferring at the Lewiston Community Center could be eliminated and one fare structure could be implemented. As described earlier, questions related to the responsibility of current policy boards makes this a difficult option in the Lewis Clark Valley.

# Lewis Clark Valley Organizational and Governance Options

This section presents four different organizational options for consideration. The current governance framework is retained under the first three options. The fourth option includes two alternative governance structures.

## 1. Status Quo

The status quo alternative maintains existing administration, oversight and operation of transit services in the Lewis Clark Valley. Under this option the City of Lewiston and the PTBA would continue to administer service and operate independently. Each entity would continue to establish their own fares, hours of operation, goals, performance standards and service plans. This option assumes no consolidation of services but allows for the continued formalized and informal coordination that currently exists. Enhanced coordination activities could include shared marketing, carefully timed transfers, single fare mechanisms and many other efforts.

## 2. Operations Consolidation

Under this option, day-to-day operations would be handled under one unified agreement; whether it is an in-house operation or under contract with an outside vendor. For example, this option could allow the PTBA to provide day to day operations by hiring its own drivers, supervisors and other support personnel with the City of Lewiston contracting with the PTBA for service. Alternatively, the City of Lewiston could assume this role. However, operating service in-house, is an enormous responsibility and requires considerable evaluation before making such a decision. Conversely, if the decision is to use an outside vendor, then one of the entities would serve as lead agency and issue one RFP and enter into one contract agreement for day to day operations for both systems. A sample Request for Proposal (RFP) for seeking a contract operator is presented in Appendix A. This would require a written agreement between the City of Lewiston and the PTBA to define the lead agency's roles and responsibilities and identify any cost sharing arrangement. This option represents a first step in the continuum toward full consolidation. Each entity would still perform their administrative functions and there would be no need for a change in policy board oversight.

## 3. Administration Consolidation

Under an administrative consolidation option, transit services in the Lewis Clark Valley would be managed by one single agency. For example, the PTBA could administer service for Asotin County and the City of Lewiston or the City could assume this responsibility. Under this option, service could be operated in-house or continue to be contracted to an outside vendor. The administrative agency would assume responsibility for all functions including planning, budgeting, grant writing, record keeping, etc. There would be no blending of funding and each entity would continue to “control” their dedicated or allocated government funds. Under an administrative consolidation, there would continue to be two separate policy boards.

## 4. Full Consolidation

A fully consolidated transit service in the Lewis Clark Valley would combine the two separate entities and have services operate as one system. With one consolidated system, a new policy board would have to be established — one that provides equitable representation for Lewiston

and Asotin County. (See discussion below). The new policy board would determine how they would administer service. Transit administration could be staffed by either the PTBA, the City of Lewiston or a newly established agency.

A fully consolidated system may allow for more efficient route planning because all routes would be part of one transit system. That is, service planning would occur without regard to jurisdictional boundaries. Under one system, route duplication would be eliminated as would the need for transferring at the Lewiston Community Center. Although the development of a funding formula to equitably share costs will be necessary, there could be flexibility with how funds are spent so that overall service is as efficient and effective as possible and tied to service levels. Under a fully consolidated system, one administrative body would be responsible for management and oversight of day-to-day operations.

## Policy Board Options

There are two policy board options under a fully consolidated system. They are:

- **Existing MPO Policy Board** – Under this option, the Lewis Clark Valley MPO would serve as the governing board. The Policy Board consists of seven members including two members from the City of Lewiston, two members from Asotin County, one member from the City of Asotin, one member from the City of Clarkston and one member from Nez Perce County. To approve an item requires five affirmative votes which ensure that no one perspective can “drive” the issues. This means that the Policy Board is structured to consider what is in the best interest for the region. Under this option, the existing MPO Policy Board would provide oversight for a newly consolidated transit system. A major advantage of relying on the existing MPO Board would be ease of implementation,
- **Create New Policy Board** –If the existing MPO board is not a desirable option, then a new board could be created. It could be based on a number of factors tied to transit. For example, a board representation could be based on transit ridership by jurisdiction. It reflects the importance and usage of transit to each community. Alternatively, a new policy board could be created to reflect expenditures on transit services. That is, the percentage share based on the dollar amount devoted for transit services by each entity could be a deciding factor. The objective is to develop a policy board structure that provides an equitable level of representation for Lewiston and Asotin County. A major constraint in developing a new policy board is that the PTBA would be giving up its responsibility and control over its dedicated revenue.

## Preliminary Evaluation of Alternatives

The following figure highlights the relative advantages and disadvantages of each option. It shows each option’s ability to address a series of criteria based on implementation feasibility and/or stakeholder identified weaknesses or goals.

**Figure 3-1 Evaluation of Governance and Organization Options**

Option	Category					
	Ease of Implementation	Eliminate or reduce admin functions	Simplify routing, scheduling and fares	Potential to increase Funding	Political Feasibility	Builds Trust and enhances Accountability
Status Quo	N/A	-	-	-	++	-
Operations Consolidation	+	+	+	-	++	-
Administration Consolidation	+	+	+	-	+	+
Full Consolidation	-	++	++	+	+	+

Ranking

- ++ Fully satisfies criteria
- + Partially satisfies this criteria
- Does not satisfy this criteria
- N/A Not applicable



# Chapter 4. Moving Ahead with Consolidation

## Introduction

Several consolidation options were presented and reviewed with the Project Steering Committee. Based on their feedback and direction, two options have been further developed to move forward with consolidating services. The two options are:

- 1) Operations Consolidation
- 2) Administration Consolidation

Operations and administration consolidation are not mutually exclusive. The City of Lewiston and the Asotin County PTBA can elect to pursue one or both options. However, a change in administration or day-to-day operations is a significant undertaking and would require a strong commitment from both entities including staff as well as a policy oversight bodies.

This chapter has several purposes. They are to: 1) review the current transit service contractual arrangements Asotin County PTBA and the City of Lewiston have with Valley Transit; 2) present two options for consolidating operations – contracted service or in-house operation; 3) discuss options to consolidate administrations ;4) compare existing and proposed administrative and operating costs; and 5) outline software opportunities to improve reporting.

## Operations Consolidation

Consolidating operations would mean that day to day service would be managed under one contract agreement or operated as one in-house operation. Operations consolidation should not be viewed simply as a question of public versus private contract operation. The goal is to provide one consolidated service in Lewis Clark Valley that maximizes service quality and meets the needs of the residents in the region. It is however important to acknowledge that high quality transit service could be provided under private or public operation and there are certain efficiencies associated with each option. Public operation is generally viewed as facilitating more day-to-day control of transit operations and greater responsiveness than a privatized system. Private operation is typically viewed as more cost-effective, i.e., a lower cost per vehicle mile or vehicle hour. The following section first reviews the existing arrangements and then provides a comparison of the pros and cons of public and private operation. (For a comparative cost analysis see page 4-12).

## Summary of Existing Contract Agreements with Valley Transit

Asotin County PTBA and the City of Lewiston transit services are operated under contract by Valley Transit. Each entity issued Requests for Proposals (RFPs) and entered into separate contract agreements with distinct and different provisions. The contract agreements are structured differently even though the core services are similar. The key provisions are shown in Figure 4-1 and summarized below.

**Figure 4-1 Contracted Services with Valley Transit**

Service	Basic Scope of Services	Maintenance	Compensation	Method of Payment	Contract Termination Date	Extension Terms	Other Key Provisions	
Asotin County PTBA	Operate public transit in Asotin County to serve routes, communities and areas defined by the PTBA Board	Contractor provides maintenance only when capacity at Asotin County shop is limited.	\$921,719 (Gross Expenses) for 31 and 1/3 months (1)	Contractor submits monthly fixed costs and hourly/variable costs	12/31/2009	Can extend up to 3 additional 12 month terms with 90 day prior written notice	Contract specifies deductions for non performance in select areas (2)	Contractor may apply for adjustments in compensation and must provide written documentation
City of Lewiston	Operate a fixed route and demand response service within City of Lewiston	In 2009 City pays for maintenance and fuels buses.	\$435,462 for one year from 10/1/08 - 9/30/09	\$36,288.50/mo(not to exceed \$40,000/mo)	9/30/2009	Agreement dated 1/05 was extended for two one year periods	No performance standards	

Notes

(1) Costs based on March 1, 2007 service levels.

(2) See Text page 4-2 for specific penalties for non performance.

- Valley Transit provides day-to-day operations for both fixed-route and dial-a-ride services in the respective service areas. The contractor does not provide vehicle maintenance for the City of Lewiston or for Asotin County PTBA (unless the Asotin County shop is at capacity).
- Compensation for day-to-day operations is based on a not to exceed amount for a set time period and is paid on a monthly basis.
- The contract with Asotin County PTBA terminates on December 31, 2009 and can be extended for another 12 month period with a 90 day advance notice. The agreement with the City of Lewiston expires on September 30, 2009 and has already been extended. To extend the contract again would require approval by the Federal Transit Administration (FTA).

The PTBA agreement with Valley Transit requires monthly reports including the following information:

- Revenue and non-revenue miles
- Ridership by route
- Complaints/compliments
- On-Time Performance
- List of shelters that have been damaged
- Signed training roster
- Maintenance report for each vehicle

The contract does include any incentive payments. It specifies penalties for non-performance. The PTBA *may* deduct \$50 in payment under the following two circumstances:

- 1) The contractor fails to begin a scheduled fixed route within 15 minutes of the time assigned and it is justified that the reason for the delay is under their control.
- 2) The contractor fails to make a scheduled stop while a rider is waiting for the bus and a second vehicle is dispatched to pick up the rider.

The contract has the following four performance standards:

- 95% on time out of the gate commitment
- Personal injury or property damage shall not exceed \$500,000
- Downtime for vehicles and equipment limited to 48 hours(unless circumstances beyond the contractor's control)
- Adequate response time and follow up on passenger complaints

If the contractor fails to meet one of these standards in one calendar month, one percent of the total variable and fixed costs shall be deducted from the amount to be paid to the Contractor. The Asotin County PTBA contract includes penalties for not achieving standards although there are no incentives, which is typically included in a contract agreement.

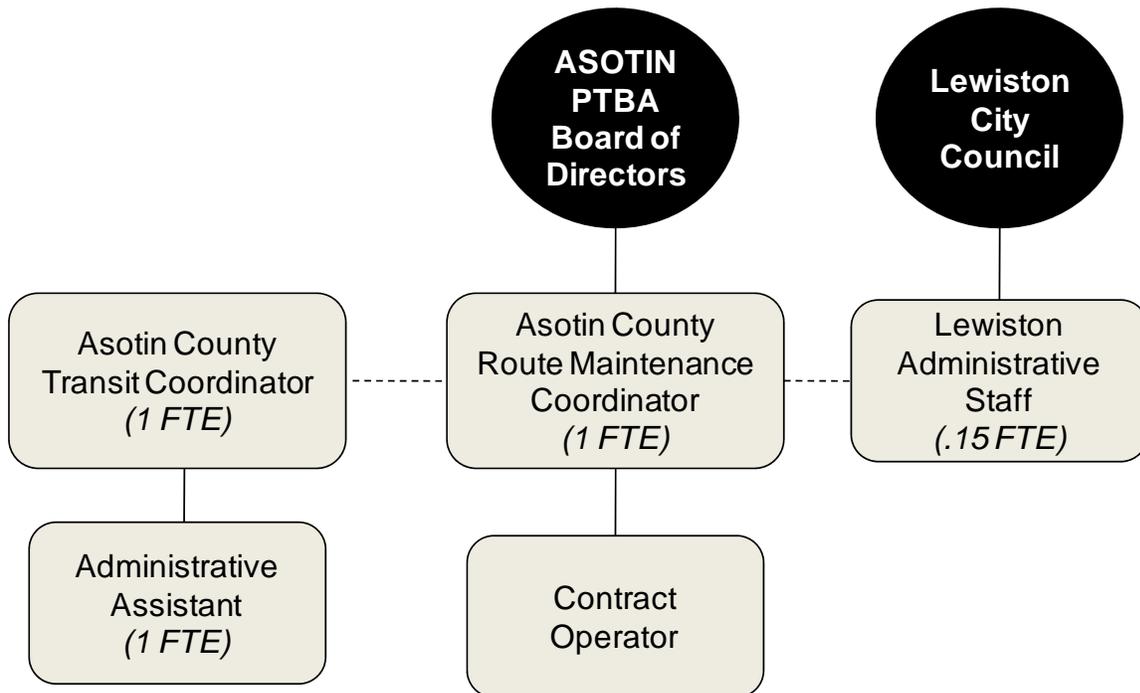
There is no uniformity in reporting requirements and there are no performance standards specified in the contract agreement between the City of Lewiston and Valley Transit. The

consultant reviewed a sample monthly report which consisted of a spreadsheet showing service miles, hours and ridership by day for fixed route and dial-a-ride services. It also included whether a vehicle was late or there was a missed trip. There was no narrative accompanying the series of tables and it included information about other services not germane to this contract agreement.

## Consolidated Contracted Service

In considering service delivery options, a determination needs to be made whether to continue using a contract operator or bring the service in-house. One option to consolidate services is to continue contracting with a private contractor. The major difference over the status quo is that the Asotin County PTBA and the City of Lewiston would issue one Request for Proposals (RFP). The Asotin County PTBA would serve as the lead agency and enter into a contract agreement with the selected contract operator. An organizational chart showing the proposed relationship between the parties is presented in Figure 4-2. The major advantage of this approach is that the contractor would be able to better utilize staff resources and vehicles and realize service efficiencies by grouping dial-a-ride trips and interlining routes. Another potential advantage is that through consolidated operations, the level of service would double, from about 8,500 service hours for Asotin County PTBA and 7,500 for Lewiston City services to a combined total of 16,000 annual service hours. This level of service might attract a broader group of potential bidders.

**Figure 4-2 Consolidated Administration and Contracted Operations**



*Legend:*  
 FTE = Full Time Equivalent Employee  
 Assumes PTBA is Lead Agency.

With any contract for transit or paratransit service, it is extremely important that quality standards and expected performance be spelled out. Moreover, there should be monetary incentives for meeting/ exceeding key performance measures as well as penalties for non-performance. Key performance measures include:

- On-time performance
- Allowable number of missed runs
- Allowable number of road calls
- Passenger lift performance standards
- Safety standards
- Vehicle maintenance
- Vehicle appearance and cleanliness
- Driver attitude and appearance

A list of recommended standards and monetary bonus or penalty payments is presented in Appendix B. To improve oversight and quality control, it is recommended that the RFP and contract agreement include provisions that enable the Asotin County PTBA, as the contracting agency, to directly monitor contractor performance. The provisions should allow the PTBA to observe contractor performance by any means necessary to ensure fulfillment of service-quality standards. The contract should specify all reporting requirements. It should also specifically state that the PTBA is allowed to survey all aspects of transit operations both routinely and at random. Experience at other transit agencies suggests that an important provision in contract agreements is to ensure that public officials and the public at large have ample opportunity to make suggestions to improve service delivery when necessary.

## Consolidated In-House Operations

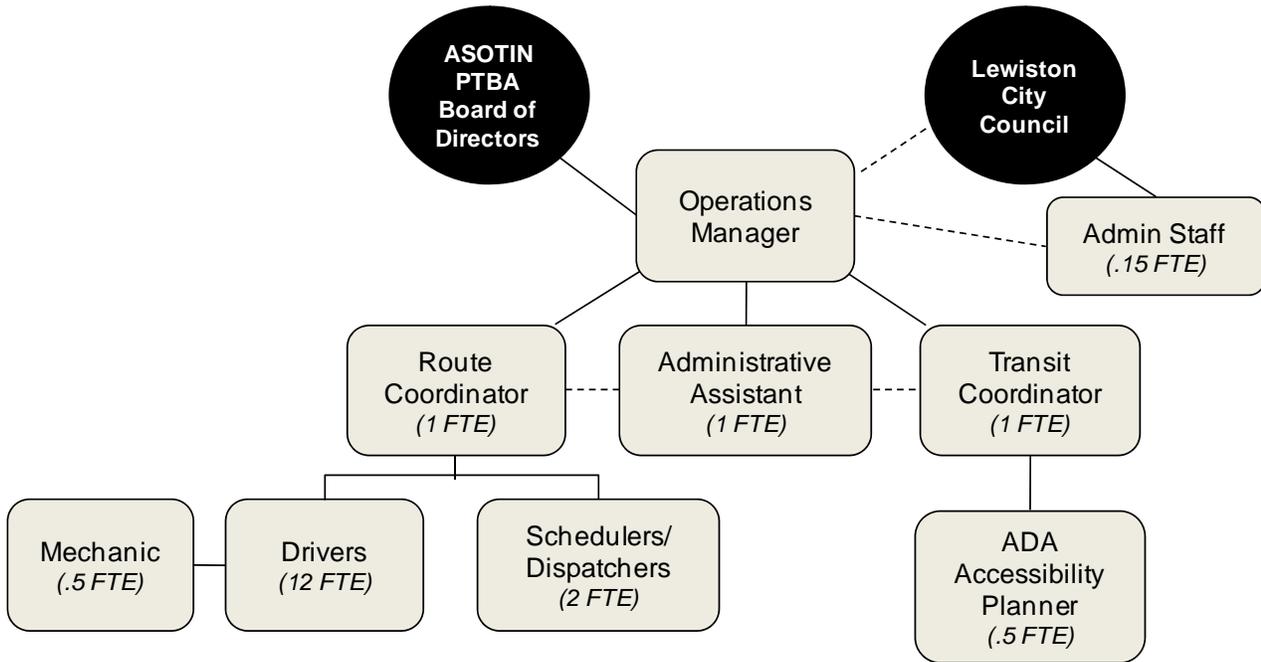
Another option for consolidating service is to provide in-house operations. Changing the operating format will require a large amount of staff time and energy. The following section describes the required key functions and staffing needs of in-house operations. It also outlines the major advantages and disadvantages.

### Staffing

Currently the contractor provides all operating personnel including drivers, dispatchers, and supervisors and provides essential functions such as driver training. Bringing the service in-house will mean directly employing all necessary staff and creating new positions to operate the combined services. This is no small task. In order to establish positions, the PTBA (assumed to be the lead agency – see page 4-11 for a discussion of lead agency role determination) must draft all job descriptions and agree upon wage rates and benefits packages. With in-house operations, the lead agency will be responsible for contributing to each employee's required Social Security and Medicare match, offering sick leave and vacation time, and administering and contributing to any employee healthcare or retirement plan; all items currently provided by the contract operator. Once all job details are established, the PTBA must establish an interview protocol and questions, post job announcements to the public and interview and hire staff.

Proposed in-house staff positions are described below along with their major functions and responsibilities. A sample staff organizational chart is presented in Figure 4-3. It shows the administrative positions and the number and type of personnel needed to support day to day operations.

**Figure 4-3 Consolidated In-House Operations**



Legend:  
 FTE = Full Time Equivalent Employee  
 Assumes PTBA is Lead Agency.

**Operations Manager**

An Operations Manager position is recommended to oversee operating personnel (drivers, schedulers and dispatchers) and provide a strong leadership role. The Operations Manager is responsible for general operations and oversight to ensure that the service is running smoothly and safely. Duties include budgeting and fiscal management, performance evaluation, ensuring compliance with federal and state laws, maintaining proper labor relations and personnel practices, policy interpretation, and staff oversight. The Transit Coordinator, Route Coordinator, and Administrative Assistant (described below) report directly to the Operations Manager. The position reports to and answers directly to the Asotin PTBA Board of Directors and Lewiston City Council.

**Transit Coordinator**

The Transit Coordinator will provide the chief administrative support to the Operations Manager. The primary tasks of this position will be to work with the Operations Manager to prepare and analyze annual budgets, prepare grant applications and reports, review contracts, and prepare and issue requests for proposals (RFPs) when needed. The Transit Coordinator will also act as the lead service planner for the agency. This includes analyzing performance trends, responding to community needs, and proposing and implementing new services and service modifications.

## **Administrative Assistant**

The Administrative Assistant provides support to the staff and conducts general administrative tasks as needed. Tasks include customer service and answering passenger inquiries, general accounting and cash handling (passenger fares), issuing transit passes and overseeing pass sales, data entry, and other general office duties. The Administrative Assistant will also act as the marketing lead for the agency.

## **Route Coordinator**

A Route Coordinator position is recommended to manage dispatchers, drivers, and general on-the-road issues. He is responsible for ensuring safe and smooth day-to-day operations, enforcing driver discipline, and working with drivers to schedule work assignments. In addition, the Route Coordinator conducts all driver training including classroom and behind-the-wheel training, administers the drug testing program, and maintains current records and any miscellaneous items required by the Idaho Division of Motor Vehicles and the Washington State Department of Licensing. The proposed staff member must be a certified Idaho Division of Motor Vehicles and Washington State Department of Licensing trainer.

In addition to training and scheduling functions, the Route Coordinator is the “first responder” to vehicle and passenger issues and must have a presence in the field. The Route Coordinator must have the ability to meet vehicles in service and address any passenger issues or conflicts and troubleshoot basic maintenance issues. The Route Coordinator also performs timechecks on routes to monitor on-time performance.

## **ADA/Accessibility Planner**

The ADA/Accessibility Planner is a part-time position that would assume responsibility for managing the Americans with Disabilities Act (ADA) eligibility process and ensure that all ADA requirements are met. The position will be responsible for processing requests for ADA paratransit service and handling appeals, ensuring that all vehicles are accessible, and maintaining and updating the eligible rider’s database. This position will provide sensitivity training to paratransit drivers and staff who work with ADA passengers and also travel training directly to eligible riders who are not familiar with using transit services.

## **Dispatchers/Schedulers**

Dispatchers are in charge of ensuring that dial-a-ride service is operating properly and vehicles are arriving at their destinations on-time. Dispatchers are typically more experienced drivers who can easily dispatch vehicles efficiently and troubleshoot any number of vehicle and passenger issues that may arise. In addition to basic dial-a-ride supervision, dispatchers schedule dial-a-ride trips requested by passengers, make the daily dial-a-ride driver schedules and ensure dial-a-ride service is operating efficiently. Dispatchers also monitor the communications for fixed-route drivers and address issues or problems they may experience in the field.

## **Drivers**

Drivers are the backbone of any transit service. They are the face of the agency and provide transportation to the riding public. With in-house operations, the lead agency will need to directly hire all drivers. As part of the hiring process, agency staff will have to administer a drug testing program through a local clinic or hospital and perform background checks with local law enforcement. The PTBA will need to conduct all training including classroom and behind-the-

wheel training required to receive a Class B license, route training, sensitivity training for dial-a-ride drivers who serve seniors and people with disabilities and other human resources issues such as sexual harassment in the workplace and the general code of conduct. Safe vehicle operations are absolutely key to offering a public service and staff must pay special attention to passenger safety issues, proper securement procedures for passengers with disabilities, and vehicle safety procedures such as pre-trip inspections, post-trip inspections, and accident policies.

The simplest way to handle the transition from a contracted to in-house operation would be to post the driver hiring notice and encourage all current drivers working for the contract operator to apply for the positions. This could result in a large pool of already trained drivers familiar with the service to apply for the positions.

## **Maintenance**

The maintenance functions are to ensure that daily shop operations and work schedules are handled and that all preventative maintenance is completed on-time according to regulations, and that vehicles are safe to operate.

Maintenance is currently handled by the City of Lewiston and Asotin County with private shops filling in when necessary. This model should be continued under a consolidated operations structure using in-house personnel. By increasing the number of vehicles to maintain it may be necessary to hire an additional part-time or full-time mechanic.

## **Facilities**

If services are consolidated and brought in-house, the lead agency will need to identify where all service functions should be located. Ideally, all functions—administration, operations, and maintenance—would be located under one roof to maximize efficiency and communications.

### **Maintenance Facility**

With service consolidation, a joint facility is preferred. Currently City of Lewiston staff uses city facilities and the PTBA uses Asotin County facilities. A maintenance shop should be located close to vehicle storage and dispatch and should be able to handle the entire maintenance requirements for the fleet. As the service expands over time, the PTBA may want to consider building an independent maintenance facility that can also house other transit functions. In this case, the City of Lewiston would no longer be responsible for maintaining the vehicles it owns, but to transfer additional funds to the PTBA for these services.

### **Parking**

A safe and secure area is needed to store rolling stock. The City of Lewiston currently stores vehicles at an unsecure parking lot at the Community Center and the PTBA stores vehicles at a County facility. Ideally, vehicles should be stored together in a fenced area with limited access to ensure vehicle safety. With the significant investment placed in these public vehicles, it is in the PTBA and City of Lewiston's best interests to protect these public assets.

### **Dispatch**

With a consolidated service, dispatch would be provided centrally for the combined operations. Dispatch should ideally be located on-site with maintenance and storage although this is not

necessary. The dispatch facility should provide a quiet location for a dispatcher to schedule trips, answer telephone calls, and address any incoming transmissions. If possible, the facility should include a separate driver break room with secure storage for belongings for driver breaks and meetings so that the dispatcher can work without interruption.

Current operations use the Lewiston Community Center to dispatch vehicles. The current site is small and cannot adequately handle current operations. The PTBA should consider finding a new facility which can comfortably house dispatch and other staff functions. The PTBA and City of Lewiston need to keep in mind any impacts such a move away from the Community Center would have on the City's soft match and access to FTA funds.

## Vehicles

Both entities own all their revenue service vehicles. Under an in-house operation, it will be necessary to have non-revenue vehicles added to the fleet such as trucks or sedans for supervisors and maintenance personnel to use in order to conduct field checks, supervise drivers on the road, and access vehicles in active revenue service. These could be PTBA property with the City of Lewiston contributing an appropriate amount toward their use.

## Miscellaneous Equipment

Besides basic facilities, essential equipment must be procured before initiating in-house operations. One of the most pressing needs would be for an adequate number of computers to schedule dial-a-ride trips, make driver rosters, track operating statistics and fare revenues, etc. and a communication system for dispatchers and supervisors to maintain wireless communications with drivers. Similarly, these could be procured by either entity, and the intergovernmental agreements specifying an appropriate cost sharing methodology.

## Advantages and Disadvantages of In-House Operation

As is the case with many transit agencies, the City of Lewiston and the Asotin County PTBA must consider the advantages and disadvantages of providing in-house service delivery versus contracting with a private provider. Cost, service quality and efficiency are all issues that must be considered in deciding whether to contract out or provide in-house service.

### Advantages

- **Operations Oversight and Service Monitoring.** One major advantage of in-house service provision is that it would provide a high level of control regarding oversight and service monitoring. Currently the contract operators are "middlemen" between agency staff and the drivers operating the service. With this arrangement, resolving issues with service quality, operations data collection, vehicle safety monitoring, complaint investigation, and invoice reconciliation can be difficult. Refuting any contractor information can be time-consuming and requires constant recordkeeping by the agency. Non-responsive contractors can be exceptionally hard to manage and can waste a lot of the agency's management time, not to mention the possibility of hurting their reputation. By bringing services in-house, the "middleman" is eliminated and administrative and operating staff work directly together. Control of the operation is direct and immediate. With more direct control, in-house operators generally feel they offer a higher level of customer-focused service.

- **More Accountability.** With in-house operations, all operating personnel are directly accountable to PTBA staff. Employees are accountable for their actions directly to transit management and for those employees who do not perform up to standard they can be disciplined and removed from service quickly. As a result of more accountability, the administration builds trust with operating staff and relationships can improve.
- **Recruiting and Hiring.** With in-house operations, the lead agency will have direct control over recruiting and hiring drivers, schedulers and dispatchers. This will allow the PTBA to have a direct hand in staff quality and hiring procedures. PTBA staff will be more familiar with day to day operations and have a closer relationship with all transit staff.
- **Continuity and Stability.** In-house operations provide an entirely public-run transit system, providing a measure of stability. Staff tends to remain in the public sector for many years whereas working with a private for profit contractor can go through transitions especially during slumping markets or corporate buy-outs. It can also mean extensive transition periods and extra expense when a longtime contractor is replaced.

## Disadvantages

### Higher Cost

Contract operators are typically more cost efficient than in-house operations. However, this is dependent upon the labor agreement between the two parties and how efficient the contract staff is relative to in-house staff. It is worth noting that a study by the University of Michigan analyzed the cost efficiency of public versus private operations by examining National Transit Database (NTD) data from 1993 to 2004. The study did show a 20% savings by contracting out demand response operations compared to in-house operations.

- **Higher Level of Effort Required.** Private contractors typically operate service with little day-to-day interaction from the administrative agencies. With in-house operations, the administrative agency will be in direct control of the service and must hire additional operating staff to manage the service and perform all operations functions currently handled by the contractors. The administrative staff will likely be much more involved in service delivery than with a contract operator.
- **Risk.** Using a contract operator typically reduces the overall risk to the administrative agency. The contractor assumes the risks associated with its staffing functions and vehicle operations. With in-house operations, the lead agency will be responsible for all risk management issues.
- **Recruiting and Hiring.** Recruiting and hiring can also be a disadvantage. Currently, the contract operator handles the largest personnel function required by the operating -recruiting and training bus operators and other operations staff. If brought in-house, administrative staff must go through the time consuming process of posting job announcements, interviewing applicants, and hiring all staff in addition to training all staff.

### Cost Control over Time

The Yolo County Transportation District (YCTD) in California's Central Valley operates local and intercity fixed-route and dial-a-ride service. Over the years, the District has hired many for-profit

contract operators to perform the District's operating and maintenance functions with mixed results. In 2005, the District considered bringing all functions in-house with the expiration of their operating contract. The District's governing board was asked to weigh the advantages and disadvantages of providing in-house service. Direct control over staff and operations was identified as the major advantage of changing operating formats. Ultimately, however, the Board recommended that YCTD maintain contract operations and maintenance citing the concern for unforeseen escalating costs such as providing healthcare insurance and retirement plans to staff.

## Monitoring System Performance

Whether consolidated service is operated in-house or under a contractual arrangement, it is important to monitor system performance. Performance standards and measures can provide a consistent framework to effectively manage and evaluate transit services. Service performance standards should:

- Reflect and support community goals for transit, program objectives and service policies. *Goals, objectives and policies provide a "foundation" for public transit, whereas standards provide a formal, quantifiable structure for how the service should perform and be implemented.*
- Ensure compliance with all applicable federal, state and or regulatory requirements. *Are the services operated within the law?*
- Facilitate simple, straightforward service evaluation. Ensure that the *system can be monitored and evaluated with the existing staff resources and technology.*
- Provide a clear rationale for service increases (increased frequency or service span), service expansion (route extensions or new routes to areas not currently served) and service reductions (what services should be reduced when budgets are cut or if resources have to be reallocated to increase or expand service elsewhere). *Service standards help management justify critical decisions affecting service delivery.*
- Provide benchmark measures that can be written into approved service and operating policies.

The audience for standards must be broadly defined. Users of standards are not just for management and staff at the City and PTBA, but also the policy boards and also the larger community that they represent. A useful set of performance standards usually has the following features:

- **Measurability.** A standard is something that you can express numerically, and then measure in the system.
- **Consistency.** If you set a ratio of two measurable things, A/B, and another one for B/C, and a third one for A/C, the third one had better be consistent with the product of the other two.
- **Right level.** Should standards be set to the level of current performance, so that they simply enforce the status-quo? Or should they be set higher, to motivate improvement?

The following section proposes the types of standards recommended for local fixed route and dial-a-ride services. They are intended to measure operational efficiency and productivity and require data that both systems already collect such as operating cost, farebox revenue recovery,

vehicle revenue miles, vehicle revenue hours and boardings (passenger trips). These performance standards will provide staff, management and the policy boards with a good picture of how well service is doing. Recommended **efficiency performance** for fixed route services include:

- **Operating Cost per Passenger:** Calculated by dividing all operating and administrative costs by total passengers (with passengers defined as unlinked trips). The subsidy cost per passenger is a further refinement of this measure and is calculated by subtracting farebox revenue from gross operating and administrative costs and dividing by total passengers. This route-by-route measure is useful when service cuts or enhancements are being considered and justified.
- **Operating Cost per Revenue Hour:** Calculated by dividing all operating and administrative costs by the total number of vehicle revenue hours (with revenue hours defined as time when the vehicle is actually in passenger service). Operating cost per revenue hour measures systemwide efficiency and should be tracked on a monthly and annual basis.
- **Passengers per Revenue Hour:** Calculated by dividing the total number of passengers (unlinked trips) by the total number of vehicle revenue hours. The number of passengers per hour is a good measure of service productivity and critical to the establishment of design standards and benchmarks for the expansion of transit service.
- **Farebox Recovery Ratio:** Calculated by dividing all farebox revenue by total operating and administrative costs. Farebox recovery evaluates both system efficiency (through operating costs) and productivity (through boardings). Farebox recovery ratio benchmarks are critical to the establishment of passengers per revenue hour benchmarks and benchmarks for design standards.

The indicators selected comply with the basic performance indicators required by the National Transit Database (NTD) and are largely consistent with operating and cost data already collected by both services.

In addition to these performance standards, it is recommended to develop standards to measure **service quality and reliability** including:

- **On-Time Performance** – it is common industry practice to measure on-time performance. Some very high percentage of trips should be no more than 0 to 5 minutes late. This is a yes/no standard. Running 20 minutes late is no worse than running six minutes late, nor is there a necessary distinction between running late and running early. This applies to fixed route service only.
- **Passenger Complaints/Passengers Carried** - Requires the systematic recording of passenger complaints and measured against a number of passengers. This is an important indicator as it addresses service quality. Feedback from riders and addressing service quality is important to maintain good customer relations.
- **Preventable Accidents/Revenue Mile** - This is an important safety measure that is also common in the transit industry. While there should be no preventable accidents, a benchmark should be established that is roughly *“no more than 3 preventable accidents per 100,000 revenue miles.”*

## Administrative Consolidation

Currently, Asotin County PTBA and the City of Lewiston each administer transit services. Each entity incurs personnel and administrative overhead costs plus other related direct expenses. Under a consolidated administration, all administrative functions currently being performed separately by each entity would be performed under one administration. A breakdown of administrative and operating costs for Asotin County PTBA and the City of Lewiston is presented in Figure 4-4.

**Figure 4-4 Breakdown of Administrative and Operating Costs - Asotin County PTBA and City of Lewiston**

Costs	Asotin County PTBA			City of Lewiston		
	FY 2008 (Actual)	FY 2009 (Budgeted)	Percent of Total FY 2009 Costs	FY 2008 (Actual)	FY 2009 (Budgeted)	Percent of Total FY 2009 Costs
Administration	\$90,923	\$121,526	18.1%	\$44,296	\$42,296	8.9%
Valley Transit Contracted Service	\$404,128	\$425,000	63.4%	\$366,171	\$372,077	78.7%
City Maintenance					\$31,680	6.7%
Fuel					\$20,000	4.2%
Insurance					\$7,000	1.5%
Other Transit Costs (1)	\$88,794	\$123,678	18.5%	\$0		
<b>Total Operating Costs</b>	<b>\$583,845</b>	<b>\$670,204</b>	<b>100%</b>	<b>\$410,467</b>	<b>\$473,053</b>	<b>100%</b>

1) Includes \$60,000 of vanpool costs

It shows that Asotin County PTBA currently devotes approximately 18% of its operating budget toward administration. Lewiston County spends less than ten percent of its budget to administer transit service. However, it is the consultant’s understanding that the City of Lewiston may not be capturing all of its administrative costs especially this past year when major issues were being addressed by the staff and at the City Council level. There are many functions that each entity performs on a regular basis, resulting in many duplicative tasks that could be consolidated and carried out more efficiently under one administration. Two practical options for the administrative or lead agency are the Asotin County PTBA or the City of Lewiston. Since one of the objectives of this study is to streamline administrative functions and costs, a new agency was not considered a viable alternative. The advantages and disadvantages of the existing entities serving as lead agency are discussed below.

## City of Lewiston

Currently the City Community Development Department administers the transit service. One advantage of the city serving as the lead agency is that the city has been administering the FTA funds since they have been eligible to receive such funds and have been providing service in the city. However, staff is not specifically trained in transit nor do they necessarily have staff expertise in transit operations. One potential advantage of the city serving as the lead agency is that the Community Development Department interacts with other city departments such as public works for solving routine operational problems. For example, if there is an issue with a bus stop location, it is probably easier for city staff to work with the public works department (within the city) than to

coordinate with staff from the county. The biggest disadvantage is that the city has expressed some frustration with the commitment and staff time necessary to deal with the myriad of issues associated with transit services. This suggests that the city may be interested in getting out of the day-to-day business of transit and may not want this increased responsibility.

## **Asotin County PTBA**

The Asotin County PTBA is 100% devoted to transit and paratransit service. Its mission is to “provide a safe, high quality and cost efficient public transportation, vanpool, and dial-a-ride services”. With this primary and singular objective, it suggests that the Asotin County PTBA is the logical lead agency under a consolidated administration. The staff has expressed interest in assuming this responsibility and it is anticipated that the agency could assume additional administrative responsibilities. If the decision is to continue providing day to day service under a contract arrangement, then the existing staff of three full time employee equivalents (FTEs) would be sufficient. However, if a decision is reached to bring service in-house, then additional staff would be warranted.

The organization charts (see Figures 4-2 and 4-3) show how administrative staff would be organized under an in-house operation and a private contract arrangement assuming the PTBA is the lead agency. Cost considerations are presented below.

## **Cost Considerations**

This section presents a comparative analysis of existing and projected administrative and operating costs for the two services. The comparison assumes a consolidated administration with the PTBA serving as the lead agency under two different consolidated operating scenarios: 1) contracted service and 2) in-house operation. The costs assume that the service levels remain unchanged with approximately 16,000 annual service hours. All costs are presented in 2009 dollars and include operating costs *only*. The cost estimates are presented in Figure 4-5 and explained below.

**Figure 4-5 Existing and Projected Costs Assuming Administration Consolidation Under Two Operating Scenarios**

Asotin County PTBA	Existing Administrative Costs and Contracted Service (Status Quo)	Consolidated Administrative Costs and Contracted Service (PTBA as Lead Agency )		Consolidated Administrative Costs and In-House Operation (PTBA as Lead Agency )	
	2009 Budget	Staff	Wages & Benefits	Staff	Wages & Benefits
<b>Administrative Costs</b>					
<b>PTBA</b>					
Administration	\$121,526				
Core Staff (FTE)	3.0	3.0		4.5	
Admin Assistant	1.0	1.0	\$23,930	1.0	\$23,930
Transit Coordinator	1.0	1.0	\$52,520	1.0	\$52,520
Route & Maintenance Coordinator	1.0	1.0	\$44,616	1.0	\$44,616
Operations Manager				1.0	\$60,000
ADA/Accessibility Planner				0.5	\$18,408
<b>City of Lewiston</b>					
Administration	\$42,296		\$21,148		\$21,148
Core Staff (FTE)	0.25	0.12		0.12	
<b>Subtotal Admin Costs</b>	<b>\$163,828</b>		<b>\$142,214</b>		<b>\$220,622</b>
<i>Est. (Savings)/Increase</i>			<i>-\$21,614</i>		<i>\$56,794</i>
<b>O &amp; M Costs</b>					
Valley Transit Contracted Service (1)	\$797,077		\$797,077		
Other Costs (2)	\$182,358		\$182,358		
<b>In-House Operation</b>					
Miscellaneous Costs (3)					\$218,358
Maintenance					\$105,180
Fuel					\$70,000
Drivers				12	\$423,360
Schedulers/ Dispatchers				2.0	\$92,820
Mechanic				0.5	\$21,000
<b>Subtotal O &amp; M Costs</b>	<b>\$979,435</b>		<b>\$979,435</b>		<b>\$930,718</b>
<i>Est. (Savings)/Increase</i>			<i>\$0</i>		<i>-\$48,717</i>
<b>Total System Costs</b>	<b>\$1,143,263</b>		<b>\$1,121,649</b>		<b>\$1,151,340</b>
<i>Est. (Savings)/Increase</i>	<i>(Existing)</i>		<i>-\$21,614</i>		<i>\$8,077</i>

Notes:

(1) Contracted costs includes both Asotin County PTBA and City of Lewiston

(2) Includes maintenance, insurance, fuel and other miscellaneous costs.

(3) Represents all other costs currently incurred by Valley Transit for both Asotin County PTBA and City of Lewiston transit services. Also includes \$3,000 for maintenance of software. Does not include rental payments as needed.

Wages and benefits based on local pay rates and 30% benefits for full time employees. Assumes no benefits for part time employees.

Does not include capital costs.

## Administrative Cost Estimates

- **Status Quo** - The far left hand column in Figure 4-5 outlines budgeted costs for 2009. The top half lists the administrative positions and costs for Asotin County PTBA and the City of Lewiston totaling nearly \$164,000 in administrative costs for both services.
- **Contracted Service** - The next two columns list the administrative positions and the corresponding wages and benefits under a contractual arrangement and an in-house operation. It shows that if the PTBA were the lead agency and that service was operated under a contract agreement, the staffing levels could remain at three FTEs. Even though the PTBA would handle all aspects of the administration, the City of Lewiston would still be required to devote staff resources to transit, even though only an extremely limited basis. The administrative costs under this scenario are estimated at \$142,000 representing a cost savings of \$21,000 per year over current administrative costs now handled under separate entities.
- **In-House Operation** - If services were brought in-house, the PTBA would be required to hire new administrative staff. A full time Operations Manager is recommended and a part time ADA planner (for a description of the roles and responsibilities of these positions, please refer to Staffing discussion beginning on pages 4-5 above). As with the contracted service, it is anticipated that a small amount of time would be needed for some administrative tasks to be performed by the City of Lewiston staff. Under this scenario, administrative costs are projected at \$220,600, representing an increase of nearly \$57,000 over the status quo option.

## Operating Cost Estimates

- **Status Quo** - The bottom portion of the Figure 4-5 shows budgeted operating and maintenance costs under a status quo scenario. That is, the budgeted contracted costs for Valley Transit is listed at \$797,000 combining contract costs for Asotin County PTBA and the City of Lewiston. Other costs of \$182,000 consist of maintenance, fuel and other miscellaneous costs. The combined total is \$1.1 million.
- **Contracted Service** – Our model uses the status quo for comparisons to the in-house operation.
- **In-House Operation** - Under an in-house operation, operating and maintenance costs are estimated at \$930,700. These costs assume the PTBA as the lead agency would hire operating personnel. Based on current service levels and vehicle requirements, drivers (12.0 FTE)<sup>1</sup>, schedulers and dispatchers (2.0 FTE) and one mechanic (.5 FTE) would be needed to handle day-to-day operations. It is assumed that the City would continue to handle maintenance as it currently does, and maintain all transit vehicles. Maintenance and fuel costs are added to labor costs as well as all other costs currently incurred by the private contract operator. A sampling of these costs includes office supplies and materials, lubricants, advertising, printing and other miscellaneous expenses.

## Bottom Line Costs

The last two rows in this figure show the total system costs and estimated savings or increase compared to the status quo. It shows that under a consolidated operation and a contract agreement for day to day operations costs are estimated at \$1.1 million with an annual savings of

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<sup>1</sup> For a conceptual driver schedule, please see Appendix C.

\$21,600. If service were brought in-house, it is estimated that costs would slightly increase; by \$8,000 on an annual basis.

## Scheduling and Reporting Software

The use of scheduling and reporting (or Computer Aided Dispatch (CAD)) software provides a number of benefits but can come at high costs. The benefits to the PTBA and City of Lewiston would primarily be in the area of accountability and reduced administrative costs to generate reports. The costs would entail actual costs to procure the software and the efforts to train staff on how to use and maintain the software.

### Benefits

The benefits derived from scheduling and reporting software can be achieved under both contracted and in-house service models. Under the contracted service model, the PTBA could either provide the appropriate tools to the contractor and specify its use in a contract or have the agreement specify the required functions and reports.

Many of the popular software packages are offered as tiered products ranging from manual scheduling to semi-automated (or computer assisted) scheduling to fully automated scheduling. Many vendors allow a migration path where lower tiered products are easily upgraded with customers only paying for the new features. Common to all product levels are data management functions that help collect and report data on vehicle operation and passenger trips.

### Reporting Tools

The need for consistent, flexible, accurate and easy to use data management is the primary reason small- to mid-sized transit providers use scheduling and reporting tools. On the front end of the process, these tools maintain a database of riders including characteristics such as:

- Home locations;
- Common trip destinations;
- Regularly repeated trips;
- Eligibility status; and
- Fare levels or program discounts if appropriate

These features help schedulers easily create trip sheets and vehicle manifests. On the backend, the rider information and trip logs facilitate the generation of reports including those required for: WsDOT reporting requirements; and cost sharing analysis between the PTBA and City of Lewiston. Most of the software applications support brokerage operations and/or Medicaid transportation where detailed reports are required to show the allocation of trips by rider for multiple programs.

If the standard reports do not meet the needs of the PTBA and/or City of Lewiston, the software usually allows the end user to customize reports, or the vendors can create unique reports as part of the installation process or part of their maintenance program. By automating these aspects of data management, the PTBA and City of Lewiston can expect to see lower administrative costs relative to fully manual procedures, but at an ongoing cost to maintain the scheduling and reporting software.

## Scheduling Features

For small systems, automated scheduling may not be appropriate. Manual scheduling works well when the schedulers know their community and core group of riders. This is especially the case if many of the rides are made on a regular, reoccurring basis. This may be the case for the current operations. For example, the PTBA services reported a productivity of four demand-response riders per hour in 2007. This is above the statewide averages for small urban and rural providers as well as the thresholds typically used to trigger an evaluation of a dial-a-ride operation. So even with the use of manual, paper systems, the current operation appears to be using the PTBA vehicle efficiently.

The setting up of in-house operations or the use of a new contractor may result in new scheduling and dispatch staff that are not as familiar with the community and ridership base. In this case the use of semi-automated or computer-assisted scheduling may prove beneficial. These tools can provide mapping features to: aid in the identification of trip origins and destinations; calculate trip times; and generally help verify that shared rides will operate properly. The greater the amount of automation, the greater the complexity inherent to the application, requiring more staff training and set up time. Many agencies have found themselves with high-end tools, but only using them for basic operations. Most vendors offer an initial training running between three and six days. Expanded training is suggested when staff are not experienced with general scheduling and dispatch procedures. Up to two weeks of training is often suggested in these cases.

Earlier research<sup>2</sup> indicated that medium sized systems (those with ten or more demand-response vehicles in operation) benefit the most from semi-automated applications. Systems providing more than 100 trips per day are more apt to realize these benefits. The combined PTBA and City of Lewiston operations are small when using the 10 vehicle threshold, but they provide nearly 90 trips per day indicating that the advanced technologies may be appropriate, especially if the service area and ridership base grows and new dispatch staff are brought in.

## Costs

Scheduling and reporting systems have both upfront costs for software licenses and computer hardware, as well as ongoing annual maintenance fees to cover application updates/upgrades and ongoing customer support. Some funding programs, including grant programs in Washington State allow the bundling of one or two years of maintenance into the initial capital expenditure, reducing the burden on operating revenues.

Software license costs for manual systems are in the range of \$22,000 to \$30,000. Semi-automated applications can cost between \$35,000 and \$45,000. Fully automated tools, allowing for the batch processing of a large number of ride requests, can cost \$56,000 and above. An application server and dispatch computer set up can be procured for roughly \$1,000.

The licensing costs usually include a basic level of training. Expanded training (for special applications or for new staff) is often available for an additional \$800 to \$1,000 per day.

Annual maintenance fees are either set as flat fees or a percentage of the license costs. These typically range between \$3,000 and \$4,000 a year. Programs that include software upgrades (as opposed to just updates for bug fixes etc.) or those that provide more intensive customer support are priced at the higher end of the range.

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<sup>2</sup> *TCRP REPORT 76 Guidebook for Selecting Appropriate Technology Systems for Small Urban and Rural Public Transportation Operators* Transportation Research Board, 2002.

Current quotes for small-system packages are from Mobilitat ([www.mobilitatsoftware.com](http://www.mobilitatsoftware.com)) and RouteMatch ([www.routematch.com](http://www.routematch.com)). Trapeze ([www.trapezegroup.com/solutions/ct\\_novus.php](http://www.trapezegroup.com/solutions/ct_novus.php)) has developed a product for small systems called NOVUS and other vendors have a variety of products including Shah Software ([www.shahsoftware.com](http://www.shahsoftware.com)) and CTS ([www.cts-software.com](http://www.cts-software.com)).

## Summary/Conclusions

This chapter presented opportunities for the City of Lewiston and the PTBA to consolidate transit services from both an administrative and operations perspective. It described the qualitative benefits of consolidation and provided a quantitative analysis by estimating the costs under different scenarios. It is important to emphasize, however, that the costs estimates are not intended to be definitive numbers with a high degree of accuracy, but rather order of magnitude cost estimates given the number of variables and assumptions.

Based on the analysis, experience with other consolidation studies and input from key stakeholders, the consultant recommends proceeding with consolidation providing there is a strong commitment from both the PTBA and City of Lewiston staff as well as the policy oversight boards. This recommendation is based on the many qualitative benefits to integrating the two systems including opportunities to streamline service, and plan for new services without regard to jurisdictional boundaries, implement a uniform fare structure that is easy for passengers to understand and use, develop one set of marketing and public information materials with one consistent branding identify and provide seamless travel for the transit riding public in the Lewis Valley. Given these benefits, there will likely be more interest in transit and ultimately an increase in transit ridership.

While the two entities are working on an intergovernmental agreement, synchronizing the scheduling for contracted services is a worthwhile good first step. The two entities should band together and issue a consolidated Request for Proposals (RFP) for day-to-day transit operations. One contractor would be selected to operate both services. One of the major benefits of this approach is that it reduces administrative responsibility by selecting one lead agency, the PTBA, to issue the RFP and follow-through with contract negotiations. Both parties will want to be involved in on-site interviews and reviewing proposals or bid documents, although this level of effort is minimal compared to the responsibilities of the lead agency. A more detailed implementation plan and timeline for proceeding with consolidation is presented in the following chapter.



## Chapter 5. Implementation Timeline and Action Plan

This chapter outlines the major components that need to be addressed to implement consolidated operations and a consolidated administration. Major tasks are identified and a schedule is proposed to implement the transition. Figure 5-1 outlines the major components and the tasks related to each as well as the estimated timeframe for completing them.

### Operations Consolidation

Once a decision is reached to consolidate operations, the next decision point is to determine whether service should be operated by public employees or should continue to be provided by a private contractor. Determining how service would be operated is an extremely important policy decision. The advantages and disadvantages of public and private contracting are discussed in Chapter 4 including a cost analysis.

The timeline in Figure 5-1 lists the tasks separately for a contracted operation or in-house operation. Regardless of the decision, both the City of Lewiston and Asotin County PTBA would need to extend their current contracts with Valley Transit to allow adequate time to consolidate operations. If the decision is reached to provide operations with a contract operator, then it is estimated that approximately nine months will be needed to issue an RFP, select a contractor and negotiate an agreement. Alternatively, if a decision is reached to transition to an in-house operation, then it is projected the process would take one year because recruiting, hiring and training new operating personnel is time consuming. Prior to implementing in-house operations, a procedures manual should be developed. This manual would govern day-to-day operations and include such items as a uniform fare policy, public information and accessibility, among others. While many of these items may appear to be routine, there would be policy implications which may require policy board approval.

Monitoring service after implementing a consolidated operation is a critical step and should be done quarterly with reports provided to respective policy boards on performance.

### **Administration Consolidation**

The administrative function of an agency refers to the routine tasks in overseeing a systems' daily operation, as well as the planning, financing and overall performance monitoring of a transit service. To transition to a consolidated administration requires several steps. First, it is important to point out that both Washington code (RCW 35.57A.080) and Idaho statutes (67-2326 though 67-2333) allow for the PTBA and the City of Lewiston to enter into contracts to consolidate administrations and create a unique policy board if desired.

The first decision to make is a determination on which entity will serve as the lead agency. While the analysis in Chapter 4 suggests that the PTBA should assume this role, this is a major policy decision and will require a formal intergovernmental agreement and policy board approvals. The agreement will need to address the following elements:

- Terms of the agreement
- Financial contributions
- Transfer of assets

- Cost sharing for operations and capital investments
- Committees or other formal communication channels
- Reporting requirements
- Service provision (contracting or in-house operations)

Among the most important elements of the proposed intergovernmental agreement is assigning and sharing costs between the PTBA and the City of Lewiston. Cost sharing for administrative costs could be broken down further to consist of:

- Administrative costs
- Marketing costs
- Service Costs

Sharing administrative costs for systems that have two or more entities varies from place to place. Some agencies simply split the administrative labor costs equally between parties. An administrative budget is prepared and agreed upon by the participating entities and funds are exchanged to make each entity “whole.” Other agencies have arrangements whereby one agency provides in-kind services as their financial contribution rather than “cutting a check.” It is recommended that the PTBA, acting as the lead agency, prepare an annual budget to administer the services and that the two parties agree on a mechanism for Lewiston to contribute its fair share of funds and/or in-kind services to the PTBA for assuming the lead agency function.

Since the PTBA has access to a larger share of funding, it may be appropriate for the PTBA to assume a greater share of the marketing costs for a consolidated system. If the two services proceed with operations consolidation, new marketing materials will be necessary to roll out any change in service, fares and schedules. After preparation of start-up material, the incremental cost of maintaining the marketing materials could be borne by the PTBA. The details of such an agreement must be considered “fair and equitable” to both parties.

Cost sharing for day to day operations provides a mechanism for cooperatively funding “bus service on the street.” There are many different examples in the transit industry for sharing operations costs and there is no single ideal method for doing so. Each community or city needs to adopt a model that meets its unique political and geographic environment and transit service and funding requirements. Some agencies share costs based on service hours, others based in service miles and some split costs based on a population formula. Others rely on a funding formula that is based on residency of ridership. Still other agencies use a combination of factors which may be desirable to reflect the complexities involved in developing an equitable funding formula. The City of Lewiston and the PTBA are encouraged to agree on a formula that they believe is “fair and equitable” to both parties and will not result in an administrative burden to recalculate on an annual basis.

The process of drafting and executing such an agreement could take up to one full year depending on the complexity of the issues.

The other major tasks are to recruit and hire new staff. It should be noted that if the decision is reached to continue contracting service, then it is projected that no new administrative staff is needed. If however, it is decided to transition to an in-house operation, then an increase in administrative staff is recommended; from 3 FTEs to 4.5 FTEs. The new positions are an

Operations Manager and a part time ADA/Accessibility Planner. Even with a consolidated operation, the City of Lewiston would still have some responsibility, mainly in reporting to FTA and other grant funders.

To make the transition from two separate administrations to one, developing a transition plan is recommend outlining staff responsibilities, office procedures, back up of positions and other important transition details. Development and execution of a transition plan will require six-nine months.

## Planning and Marketing

Under a consolidated operation, there is an opportunity to revisit routing and scheduling. While this is not to suggest a comprehensive restructuring is warranted, it does allow for some minor tweaking that may provide more seamless travel from the passenger's perspective. One change that is recommended is development of a uniform fare structure.

Marketing and public information is critical to inform existing and potential riders about the service. Consolidating operations provides an opportunity to revisit transit information including the availability and distribution of written materials. Therefore several tasks are identified to review information to ensure that the public has good information about the available transportation services. Transportation marketing is primarily about providing information to boost ridership and awareness of the transit services. Promotional materials, activities and special events are secondary to the quality of information provided, but can attract new riders.

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**Figure 5-1 Implementation Tasks and Timeline**

IMPLEMENTATION TASKS AND TIMELINE	2009				2010				2011			
	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr
<b>Operations Consolidation</b>												
Reach decision on contracted operation or in-house operation		■										
<b>Contracted Operation</b>												
Lewiston seek approval from FTA to extend existing contract agreement with VT for one year.		■										
Asotin County PTBA extend contract agreement with VT for one year.			■									
Asotin County prepare draft RFP and contract agreement and review with City of Lewiston.				■								
Finalize RFP and advertise widely including state and national publications.					■							
Interview and select Contract Operator.						■						
Conduct Negotiations and Enter in Contract Agreement.							■					
Seek Policy Board approvals.								■				
Procure software and train personnel.									■			
Implement contract agreement.										■		
<b>In-House Operation</b>												
Develop job descriptions, establish pay rates and benefit package.			■									
Seek Policy Board approvals.				■								
Recruit, interview and hire staff.					■							
Prepare procedures manual for operations.						■						
Procure software and train personnel.							■					
Establish a Division of Motor Vehicles driver training program.								■				
Plan schedule for operator training program.									■			
Develop process and procedures for determining ADA eligibility.										■		
Conduct staff training with all operators and dispatch staff.											■	
Transfer assets.												■
Implement in-house operations.												■
<b>Monitoring After Implementation of Consolidated Services</b>												
Monitor service on an ongoing basis.												■
Report to respective policy boards.												■
Adjust service schedules and make other revisions as necessary.												■
<b>Administration</b>												
Finalize Asotin County PTBA will serve as the lead agency.		■										
Prepare intergovernmental agreement between Asotin County PTBA and City of Lewiston			■									
Seek Policy Board approvals on agreement and execute.				■								
Develop job descriptions and pay rates for new positions.					■							
Recruit, interview and hire staff.						■						
Develop transition plan.							■					
Implement transition plan.								■				
<b>Monitoring After Implementation of Consolidated Services</b>												
Monitor service on an ongoing basis.												■
Report to respective policy boards.												■
Adjust service schedules and make other revisions as necessary.												■

IMPLEMENTATION TASKS AND TIMELINE	2009				2010				2011			
	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr
<b>Planning and Marketing</b>												
<b>Planning</b>												
Review routes and schedules to determine if changes are warranted under consolidated operations.												
Develop uniform fare structure.												
Transfer planning and capital grants as necessary.												
<b>Marketing</b>												
Review and update transit information materials (written and on websites).												
Prepare updated information for dispatchers and other staff.												
Conduct public information for consolidated service kick-off event.												

# APPENDIX A

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## SAMPLE RFP FOR CONTRACTED SERVICES



**Request for Proposal  
for  
Union City Transit Service  
for  
the City of Union City**

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**Notice to Potential Proposers**

The City of Union City is seeking proposals to operate the Union City Transit Service. The selected Contractor will receive a contract to provide fixed route service with the potential to add paratransit service during the tenure of the contract. All Contractors must submit bids for fixed route and paratransit services. There is an optional bid for a shelter maintenance program. The contract is for a three-year period with a two (2) year option to extend. This Request for Proposals (RFP) includes a description of the work to be performed.

A pre-proposal conference will be held on March 7, 1996 at 2:00 PM, at the administrative offices of Union City, 34009 Alvarado-Niles Road in Union City, in the Council Chamber. Staff will be prepared to answer questions regarding the RFP at that time. You are encouraged to attend. All follow-up questions shall be submitted to Union City in writing. Union City will respond to all written questions and will forward its response to all prospective proposers.

Submission of proposals may be done by mail or in person. No electronic filing of proposals will be accepted. Proposals must consist of one (1) original unbound document accompanied by five (5) two-sided, bound copies. Proposal length should be limited to 35 pages excluding appropriate appendices. They must be received at the address below no later than 4:00 P.M. Monday, April 1, 1996. Proposals received after this time will not be considered. Proposals and all required copies must be delivered in a sealed package(s) with the proposing company name on the outside and clearly marked: "Proposal for Union City Transit Service". Address proposals to:

Ms. Judith Harrison  
City of Union City  
34009 Alvarado-Niles Road  
Union City, CA 94587

Proposals must represent a firm offer which will remain in effect for ninety (90) days from the designated date for receipt of proposals, unless mutually extended. No compensation will be made to firms for proposal preparation, interviews, or other proposal costs. Issuance of the RFP does not commit Union City to award a contract. The City reserves the right to accept or reject any or all proposals, reject all incomplete proposals, cancel all or part of this RFP and waive any minor irregularities in the proposal or proposal procedure.



# TABLE OF CONTENTS

	<u>Page</u>
B. Paratransit Service .....	20
C. Shelter Maintenance Program (Optional Bid) .....	24

## Appendices

- A. Draft Contract Agreement
  - Penalties and Incentive Program
- B. Union City Transit Brochure
- C. Fleet Inventory and Vehicle Maintenance Guidelines
- D. Facilities and Equipment
- E. Union City Paratransit Service Boundaries
- F. Cost Proposal Worksheets
- G. Information for Permit Applicants

# TABLE OF FIGURES AND EXHIBITS

	<u>Page</u>
Figure 1 Locations of Bus Shelters in Union City .....	25
Exhibit 1 Evaluation Criteria .....	27



## I. INTRODUCTION

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### **History**

Union City is located in the rapidly developing southern portion of Alameda County. The city is bordered by the larger municipalities of Hayward in the north, Fremont in the south, Newark and San Francisco Bay in the west, and undeveloped hills in the east. The city itself is flat, with the exception of the "Seven Hills" and Tamarack area in the eastern portion. While settlement in the area dates back at least to the 1890's, the city was not incorporated until 1959. At that time, the area was primarily agricultural. Heavy industry moved into the area in the 60's and 70's. The 1980's electronics and microchip revolution in Silicon Valley touched off a residential boom in conveniently located Union City where land was relatively inexpensive, and the city has grown exponentially as a bedroom community for San Jose, Oakland, and San Francisco, while attracting and maintaining a healthy mix service industry and heavy manufacturing. Union City is currently one of the most ethnically diverse communities in the nation. The California Department of Finance estimates the 1995 population at 58,484.

By 1990, Union City was a bustling suburb, conveniently located between the two regional economic hubs and straddling rail and highly used transport links. As the result of a 1992 study<sup>3</sup>, the transit system was redesigned to provide more efficient service from residential areas to shopping, schools, and the BART station. In particular, more frequent service was implemented on the heavily traveled Alvarado-Niles corridor and two-way service provided to the largest residential clusters. The 1994 Short Range Transit Plan<sup>1</sup> recommended extending service to the growing Dyer Triangle retail core.

### **Service Description**

Union City Transit (UCT) is the primary local fixed route bus service provider of Union City, California. The system currently operates between the hours of 4:15 AM and 9:20 PM Monday through Friday, and 7:00 AM to 9:25 PM Saturdays. UCT operates four basic routes on the headways detailed below. A & B segments circulate in opposite directions on the terminal portion of each route.

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<sup>3</sup>This and other relevant studies are available for review at City Hall.

<u>Route</u>	<u>Headway</u>
1A/B - Alvarado-Niles	30 Minutes (15 minutes peak)
2 - Whipple	30 Minutes
3 - Almaden	60 Minutes
4 - Seven Hills	60 Minutes

A copy of the Union City Transit brochure is shown in Appendix B. All UCT routes connect with the Union City BART station. The Union City BART station is located roughly half a mile from Union City Hall, and is the hub of most area transit activity. AC Transit provides connections from the BART station to Hayward, Fremont, Newark and other Alameda County locations. AC Transit provides limited local service within Union City via portions of several routes. AC Transit route 97 links Union City to Hesperian Blvd, corridor.

The Dumbarton Express (DB) service is operated under a Joint Powers Agreement (JPA) between Union City, AC Transit, BART, San Mateo and Santa Clara County. This is a weekday commute period service which runs between the Union City BART station, downtown Palo Alto, and the Stanford Research Park.

The full cash fare is \$.75 and the discounted senior/certified disabled fare is \$ .25. Transfers between Union City routes are free; transfers from BART, AC Transit, and Dumbarton Express are accepted with a \$.25 surcharge. Union City Transit participates in the BART Plus pass program; BART Plus holders may ride at no additional charge. UCT 20-ride discount punch passes for students, seniors and disabled persons are available by mail or at City Hall. During FY 1996/97 Union City will introduce a monthly flash pass on its fixed route service. This pass would be available to the general public and is expected to attract regular riders who now pay a cash fare.

The Tri-Cities Paratransit Program offers demand-responsive, disabled accessible services within Fremont, Newark and Union City. This service functions as UCT's American's with Disabilities Act (ADA) mandated complementary paratransit service. The two other fixed route operators in the area, BART and AC Transit, have formed a consortium to provide their ADA service using a broker, and may or may not continue their relationship with Tri-City Paratransit. Union City is in the process of evaluating its current relationship and may elect to provide paratransit service on its own if the current arrangement is no longer viable. If Union City elects to operate paratransit service, the City will require the services of a contract operator. This potential paratransit program is discussed in more detail in Section V.

## **Administration**

Union City Transit is administered by a full-time Transit Coordinator. The Transit Coordinator provides day-to-day contract monitoring, administration, planning, budgeting, marketing and community liaison activities. The Transit Coordinator reports directly to the Assistant City Manager. The Transit Coordinator receives assistance from a full-time Administrative Aide. A third staff person, providing clerical and administrative assistance is scheduled to begin in FY 1996/97. Transit administration is headquartered at City Hall located at 34009 Alvarado-Niles Road in Union City.

### **Funding**

Union City Transit is primarily funded through monies made available through the State of California Transportation Development Act (TDA). TDA is a state authorized revenue source which returns a cent of tax revenues to the county of origin for transportation purposes.

### **Equipment and Facilities**

Union City owns a fleet of 11 lift-equipped vehicles, seven of which are operated during the normal service day. Two of the vehicles have recently been replaced with an additional six vehicles scheduled for replacement within the next 18 months. A complete listing of the vehicle fleet as of February 28, 1996 is shown in Appendix C.

Union City's corporation yard is located at 34900 Alvarado-Niles Road, Union City. All Union City Transit revenue vehicles are fueled at this facility. Housing and maintenance of the vehicles shall be provided by the contract operator. (Details are presented in Section V, Number 6 of this Request for Proposals).

## **II. PROJECT ORGANIZATION**

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This section provides an overview of how the project is organized and the general responsibilities of Union City and the selected contract operator. A more complete discussion of the Contractor responsibilities are found in Section VI, the Scope of Services.

### **Union City Responsibilities**

Union City will perform planning, budgeting and financing for Union City Transit. Staff will also be responsible for quality assurance and performance monitoring. The City will also assume lead responsibility for marketing/public information, route planning and service policy, and preparation of system schedules and service brochures. If service changes are planned during the contract period, Union City will notify the Contractor in writing at least 60 days in advance of any scheduling or route restructuring.

The City will provide all of the vehicles necessary to operate fixed route service described herein. Union City will provide all fuel necessary to support Union City transit operations. The fueling facility is located at the City Corporation Yard.

Currently, the City does not operate paratransit services, however, the City reserves the right to initiate paratransit service during the contract period. If the City decides to pursue this option, the City will notify the Contractor in writing at least 60 days in advance of service start-up. The City does not currently own paratransit vehicles, although it is scheduled to acquire two vans in FY 1997/98. The Contractor will be required to provide all additional paratransit vehicles. (See Section V, page 22).

### **Contractor Responsibilities**

The selected Contractor will be responsible for providing all technical, personnel and operating services necessary for the daily operation of Union City Transit. The Contractor will employ, train and supervise all personnel including drivers, supervisors, mechanics, dispatchers and other personnel needed to operate and maintain Union City Transit. The Contractor will assume responsibility for driver training and other necessary training such as sensitivity/empathy training.

The Contractor is responsible for maintaining all vehicles in a safe and efficient manner as defined herein. The Contractor shall provide a facility to house and maintain the vehicles and will provide all of the tools and related maintenance equipment for maintaining the fleet.

The Contractor must provide its own administrative office to house its employees. The Contractor is responsible for data collection including, but not limited to ridership by passenger type, total vehicle miles, and total revenue miles and all other required elements for the National Transit Database (formerly known as FTA Section 15 reporting). The Contractor will be required to submit monthly management reports including all data elements prescribed by the City. The data elements in the monthly report must comply with the requirements of the Transportation Development Act (TDA) and the Federal Transit Administration (FTA).

## **III. EVALUATION CRITERIA AND SELECTION PROCESS**

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### **Evaluation Criteria**

The specific requirements in this RFP will function as a standardized framework for the evaluation of a prospective Contractor's qualifications.

As part of the evaluation process, prospective Contractors may be requested to appear for oral interviews after evaluation of submitted written proposals. The evaluation criteria and rating factors for selection and award are as follows:

- X Proposal Quality
- X Operational Management
- X Technical Competence
- X Project Management
- X Cost Proposal

Proposed Submittal Contents. Prior to the evaluation of the technical and cost proposals, the following mandatory selection criteria must be met:

**Pass/Fail Items**

- X Proper documents submitted and executed/signed/notarized
- X Compliance with Proposal deadline
- X Minimum Insurance Requirements
- X Minimum Financial Requirements
- X Compliance with Equal Opportunity/Affirmative Action requirements
- X Qualified to conduct business in California

All proposals meeting this screening step would go on to evaluation. All proposals not meeting the screening criteria will be rejected as incomplete and considered a "no-bid".

This RFP is not seeking firms for a public works project nor is this a purchase of materials and supplies contract. It is similar in nature to a professional services contract. The City is interested in the best possible service at the lowest price. The following evaluation criteria including the assignment of points describes how the low bidder will be determined. A detailed breakdown of how points will be assigned in each of the five categories is shown in Exhibit 1 on page 28.

- X Proposal Quality  
This criteria addresses the overall quality of the proposal including responsiveness and comprehensiveness.  
**(10 POINTS)**
  
- X Operational Management  
Operational management will be evaluated for demonstrated experience with projects similar in size and scope for fixed route and paratransit service, methodology of operations, passenger reporting and service monitoring, and references from similar projects, including on-site visits by Union City staff (if desired).  
**(20 POINTS)**
  
- X Technical Competence

This criteria refers to the overall technical capability and understanding of the requirements of the RFP including administrative procedures, operations, scheduling, and training and safety program for drivers.  
**(25 POINTS)**

X Project Manager

The qualifications and relevant experience of the proposed on-site project manager will be evaluated against the needs of Union City Transit including experience with fixed route and paratransit operations.  
**(15 POINTS)**

X Cost Proposal

Proposed costs will be evaluated in relation to the proposed quality of service. Union City is interested in selecting the lowest responsive cost bidder for the highest quality service. Consideration will be given separately for fixed route service and paratransit service.  
**(30 POINTS)**

### **Selection Process**

Union City will be responsible for coordinating the selection process of awarding the operator contract for Union City Transit. Interviews will be conducted by a panel made up of Union City representatives and city designees. Proposers shall be prepared to have the proposed on-site project manager available for these interviews. The City has retained the consulting firm of Nelson\Nygaard to assist in the Contractor selection process. Final authorization to enter into a contract with the selected entity will be made by the City Council.

Notification to Proposers of Selection. The successful proposer will be notified of selection by phone and follow-up letter. If negotiations are deemed necessary, proposer will be asked to appear for negotiations when notified of selection. All other proposers will be notified by letter that they were not selected at the time a selection is made and negotiations are concluded. Unsuccessful proposers will be notified by letter following Council approval of the selected vendor.

Bidder's Security Bond A \$10,000 Bidder's security is required of all Contractors submitting proposals in response to this RFP. The Bidder's security can be in the form of a bond, cashiers check or cash. The Bidder's security will be returned to all unsuccessful bidders.

## Schedule

The following schedule has been developed for selecting a contract operator for Union City Transit.

<u>Actions</u>	<u>Date</u>
Release of RFP to prospective Proposers	February 26, 1996
Proposer's Conference (2:00 PM)	March 7, 1996
Proposals due to Union City (4:00 PM)	April 1, 1996
Cost Proposal Opening (9:00 AM)	April 2, 1996
Selection Committee Meets (candidate interviews, if necessary)	April 8, 1996
City option to conduct on-site visits	April 8 - April 12
Union City/Contractor Negotiations	April 15 - April 19
Operator selection with City Council approval	April 23, 1996
Start-up of operations	July 1, 1996

## **IV. PROPOSAL CONTENT REQUIREMENTS**

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The following information should be included in the proposal:

### **Organizational Information**

Statement of the firm's organizational structure, experience, history, legal status (i.e. partnership, corporation, etc.) capabilities, financial solvency, list of owners and officers and management philosophy. Financial statements for the past three years should be included in an appendix of your proposal. Particular attention to management philosophy is important since Union City is interested in how you intend to manage the staff and system. For example, "will you have local people, hire full-time or mostly part-time people?"

### **References**

List at least (3) references, preferably from similar operations (size/and/or type) that your firm has provided during the preceding five (5) years. Include the name of the agency, contract person and telephone number. The City retains the right to conduct on-site visits at any property where the Contractor is currently operating service to review current operations.

### **Driver Training**

Submit a description of the hiring and training programs for drivers and other employees. Include any on-going training programs provided to employees. Indicate the level and number of hours involved in these programs.

### **Key Resumes**

Submit resumes indicating qualifications of the proposed management team. A resume of the proposed on-site project manager and maintenance supervisor must be included along with other supervisors and training staff members.

### **Employee Work Rules and Compensation Package**

Submit Contractor's specific work rules and benefit package that will be provided to employees. Please include incentive, motivational or awards program that are provided by your company.

### **Vehicle Maintenance, Servicing, and Repair**

Submit a detailed description of dispatch and maintenance facilities and services to be provided throughout the contract term. Information shall include, but not be limited to: location(s); size and description of facilities; proposer's interest in the facilities (e.g. partnership, lease/rental, or other contract); identification of entity or persons providing maintenance services, with their relationship to proposer, and a description of their background, experience, qualifications, and training.

### **Job Classification and Wage Scale**

Submit a detailed breakdown of staffing, including job classifications and wage scales. Indicate whether employees are paid at differential rates for time worked which is not in revenue service.

### **Road Supervision**

Submit a description of the formal procedure and schedule for road supervisory personnel, including vehicles for use and monitoring of service. Describe any other functions which will be assigned to road supervisors.

### **Performance Monitoring and Quality Control Program**

Submit a list of Contractor's performance monitoring measures and quality control program, including operations and maintenance.

### **Safety and Risk Management**

Submit a description of the formal safety programs you intend to implement which will encourage safety in the operations and maintenance of the system.

### **Vehicle Scheduling/Dispatching**

Submit a description of the scheduling and dispatching process you would use if Union City elects to operate paratransit service.

### **Handling Operational Emergencies and Requests**

Submit a description of practices used by the Contractor in handling routine emergencies. This should also include a description of the Contractor's approach to responding to requests for service changes in fixed route service as well as responding to start-up of paratransit services.

### **Insurance Coverage**

Submit proof of ability to obtain insurance as specified in Section 7 of the attached draft agreement. This proof shall take the form of a current certificate of insurance. If the certificate does not cover the requirements as specified in the draft agreement, verification of availability of required insurance to the Contractor shall be provided in the form of a letter of confirmation from the proposer's insurance broker.

### **Cost Proposal**

The cost proposal shall be submitted separately for fixed route and paratransit services. A detailed breakdown of costs shall be provided according to the cost proposal worksheets shown in Appendix F. An optional bid for shelter maintenance is included in the cost proposal worksheet for fixed route service. Costs must be provided in the format specified. Failure to use specified format will result in proposal rejection.

### **Draft Agreement**

A draft contract agreement between the City of Union City and the Contractor is shown in Appendix A. All proposers are encouraged to carefully review this agreement and state whether they have any exceptions to this agreement.

## **V. SCOPE OF SERVICES AND TECHNICAL SPECIFICATIONS**

The Contractor shall perform the duties and accept the responsibilities associated with Union City Transit's fixed route operation described in Section A below. Union City Transit may initiate paratransit services during the tenure of this contract. The duties and responsibilities associated with paratransit services are described in Section B below. The Contractor shall perform the duties and accept the responsibilities described in Sections A and B. If a duty or responsibility has inadvertently been omitted, it shall not relieve the selected Contractor from providing such duty or responsibility if it is a usual and customary responsibility associated with fixed route and paratransit operations. Section C describes the shelter maintenance program, an optional bid component of this Request for Proposals. The last section, Section D, describes the incentives and penalties program.

It is mandatory for all proposals to include bids for both Union City Transit's fixed route and paratransit services. The shelter maintenance program is an optional bid.

**A. Fixed Route Services**

1. Operations - General

The Contractor shall assume responsibility for all aspects of day-to-day operation of Union City Transit. The service shall be operated according to the system brochure found in Appendix B. The service shall be provided in a safe, professional and courteous manner. The specific Contractor responsibilities are outlined below:

- a. Operation of four (4) basic fixed routes on a daily basis using seven vehicles. In FY 1994/95 Union City Transit operated 29,818 annual revenue service hours and is budgeted to operate 31,130 revenue service hours during FY 1995/96. During the course of this agreement, Union City Transit will be evaluating the systems' cost effectiveness and productivity, and as a result, may adjust service hours and/or service schedules. It is anticipated that the change in service levels would not exceed ten (10) percent increase/decrease over the core annual revenue service hours.
- b. Weekday service operates between the hours of 4:15 AM and 9:20 PM. Saturday service is provided between 7:00 AM and 9:25 PM.
- c. No service shall be provided on the following holidays: New Year's Day, Presidents Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day and Christmas Day. The City may direct the Contractor to operate at reduced service levels on additional days. Such days may include, but are not limited to Martin Luther King Day, Veterans Day, the day after Thanksgiving, Christmas Eve and New Year's Eve. If a particular holiday falls on a non-service day (currently Sunday), there will not be an alternate holiday observance day.

2. Operations Management

The Contractor shall provide operations management at a level sufficient to oversee its functions and personnel responsible for operating Union City Transit. The Contractor is required to conduct monthly meetings with all employees to review safety procedures, ridership forms, and other routine procedures as well as to keep employees apprised of the services and functions provided by Union City departments (police, fire, etc). The following section identifies key management positions and describes the roles and responsibilities of these key personnel.

### Project Manager

The Contractor shall designate a full-time on-site Project Manager, who shall oversee the operation of Union City Transit. The Project Manager should be dedicated full-time to Union City Transit's fixed route operation (Should Union City elect to operate paratransit service, the Project Manger would devote approximately 10% of his/her time to such service exclusive of start-up operations). The person serving as full-time Project Manager shall be approved by Union City and shall not perform duties for the Contractor other than managing Union City Transit operation. While the primary emphasis is on fixed route operations, the Project Manager is expected to have experience in both fixed route and paratransit operations. The Project Manager will serve as the liaison with Union City staff and shall be required to attend weekly meetings with the Transit Coordinator. The Project Manager will also represent the Contractor at City Council meetings, and serve as a spokesperson at the Chamber of Commerce, business associations, and major employers or other organizations as requested by the Transit Coordinator.

The Project Manager assumes ultimate responsibility for the day-to-day operation of Union City Transit. He/she will be responsible for all aspects of the system including, but not limited to: service quality, fare collection, vehicle maintenance, and ridership. Union City expects that the Project Manager will, on a regular basis, make recommendations to improve the performance of the daily operation. This includes working with City staff in developing service schedule changes, identifying opportunities for increasing ridership and enhancing rider satisfaction. The Project Manager shall promptly report to the City any operations problems, accidents, passenger complaints and results of CHP/CPUC inspections. The importance of the Project Manager cannot be overstated as the Project Manager sets the overall tone for the service and ensures a high quality operation and develops a close working relationship with Union City staff. The Project Manager shall not be substituted without prior approval of Union City staff. If it becomes necessary to replace the Project Manager, the Contractor must present a transition plan. This would allow an overlap period for the existing Project Manager to provide on-site training to the new Project Manager.

### Road Supervisor/Driver Trainer

The Contractor shall designate a full-time road supervisor/driver trainer. This individual shall be responsible for driver training, including classroom (in-house) training and road training. Duties will also include monitoring driver performance, collecting key data, and performing other duties as directed by the Project Manager.

### Maintenance Supervisor

The Contractor shall designate a full-time maintenance supervisor. This individual shall have at least three (3) years of recent experience as a lead mechanic or maintenance supervisor and will assume responsibility for the overall maintenance program including preparation of maintenance records and reports and assisting the City in preparing the annual maintenance budget.

### 3. Personnel

The Contractor shall retain all personnel necessary to operate the Union City Transit services described herein. Employees shall at all times be and remain the sole employees of Contractor, and Contractor shall be solely responsible for payment of all employees wages and benefits. Contractor, without any cost or expense to the City, shall faithfully comply with the requirements of all applicable State and Federal enactments with respect to employees liability, workers compensation, unemployment insurance and other forms of Social Security and also with respect to withholding of income tax at its source from the wages of said employees and shall indemnify and hold harmless City from and against any and all liability, damages, claims, violation of such enactments or from any claims of subrogation provided for in such enactments or otherwise.

City shall not attempt to directly discipline or terminate any Contractor employee. City may advise Contractor of any employees performance which has a negative impact on the services being provided, and Contractor shall take prompt action to remedy the situation. In extreme cases, the City may demand the removal of a Contractor employee, and the Contractor shall effect removal immediately.

In hiring personnel, Contractor shall give first consideration to qualified employees of the present Contractor, and in any event, ensure that it will hire employees from the local area whenever possible, with the exception of the Project Manager and Maintenance Supervisor, who may be transferred from another area. The Project Manager must reside in the local area to ensure adequate response to emergency situations.

The specific job requirements for bus drivers and supervisors to support Union City Transit operations are presented below.

### Bus Drivers and Supervisors

All drivers and supervisors shall be employees of the Contractor. Drivers shall be scheduled by the Contractor in a manner that ensures a consistently high quality service. Additionally, drivers shall meet the following requirements and observe the following rules:

- a. Meet the requirements established by Union City to obtain a permit to operate a public transit vehicle. The specific requirements are outlined in Appendix G.
- b. Receive and maintain a permit through the Union City Police Department if not already in possession.
- c. Wear a clean uniform at all times when on duty. Each driver will be identified by either a name badge or an ID number. This identification must be worn on the outer garment during all revenue service hours and when on City property.
- d. Be able to handle customer complaints and problems in a professional manner as required.
- e. Not be under the influence of any narcotic, intoxicant, drug or prescribed medicine or any other substance when on duty.
- f. Immediately report any vehicle defects to his/her supervisor.
- g. City may notify the Contractor in writing of complaints regarding one or more operators by name. Contractor shall conduct an appropriate investigation and report the findings to the Transit Coordinator.
- h. City may require the Contractor to remove any driver or supervisor from service upon written evidence of a driver's violation of any rule herein.
- i. Operators may be required to honor special passes, issue bulletins and other materials, and perform occasional surveys or other actions as required by the City.
- j. City rules for proper behavior, passenger relations and other operator/vehicle-related items as distributed from time to time shall also apply to the Contractor's operators. The Contractor shall perform annual DMV pulls of all drivers and provide the City of all results. Drivers will be disqualified from operating a vehicle under this agreement for the following offenses:
  - i. Operating a vehicle while under the influence of alcohol, a narcotic drug, or a derivative of a narcotic drug.
  - ii. A felony for serious misdemeanor involving violence.
  - iii. A felony involving the use of a motor vehicle.

iv. Leaving the scene of a traffic accident which resulted in personal injury or death.

v. A sex offender.

4. Training

Contractor shall provide thorough training for all its personnel in the proper performance of their duties. The Contractor's training program shall be submitted to the City for approval.

Contractor's Employees providing services under this Contract shall receive proper training and instruction at the time of hiring, and prior to being assigned to the service.

Contractor's driver training program must include, at a minimum, the following:

- a. Eight (8) hours of behind-the-wheel instruction (must be one-on-one) including emergency preparedness and evacuation procedures.
- b. Four (4) hours of defensive driving instruction (encompassing the National Safety Council Defensive Driving course).
- c. Training in the proper use of wheelchair lift operation.
- d. Four (4) hours of community relations and sensitivity training in assistance of elderly and/or disabled passengers. This includes persons with various disabilities (vision impaired, developmentally disabled, frail elderly, wheelchair-bound).
- e. A re-training program which will be a requirement for each driver who experiences a preventable accident and for drivers who have identified performance problems. Driver must be retrained as soon as possible following the accident. Said retraining must take place and be verified by City prior to the driver being placed back into service under this Contract.
- f. Advanced training for all existing, trained drivers conducted annually; this must be at least eight (8) hours long and include an overview of all elements in the new driver training program as described above.
- g. A driver incentive program to reward excellent drivers.

Contractor must submit to the City evidence of and written certification of each employee's completion of all elements of the driver training program

before employees are assigned to operate the service covered by this Contract.

5. Facilities and Equipment

The City and Contractor's responsibilities for providing the facilities and equipment necessary to support Union City Transit operations are summarized below. The specific details are outlined in Appendix D.

<u>City to Provide:</u>	<u>Contractor to Provide:</u>
Fueling Station and Fuel Buses	Maintenance Facility
Radio and Farebox Equipment	Tools, Maintenance Equipment and Supplies
Vehicle Safety Equipment	Maintenance Service Vehicles
Oil, Grease and Fluids	Office Space
Tires, Batteries, Spare Parts	Office Equipment and Supplies
Major Replacement Components	Telephone Equipment
All parts related to the Preventative Maintenance Program (filters, lights, nuts, bolts, fittings, belts, hoses, wipers, etc)	Bus Washing Equipment and Cleaning Supplies
	Uniforms for Drivers
	Secure Bus Parking Area
	Bus Washing Area
	Monthly Telephone charges for one line from City Corp. Yard to Contractor's Office

The above items to be provided by City are available to the Contractor for use exclusively for UCT revenue service and UCT training, and shall not be used for any other purpose unless authorized or requested by the Transit Coordinator. Contractor shall account to the City for the location and status of all City-provided equipment and items.

Upon completion or termination of this agreement, Contractor shall return the coaches and other City-provided equipment and items to the City with no deferred maintenance, damage, or graffiti, and ready for use in regular revenue service less reasonable wear and tear; and/or shall cooperate in good faith in turning over said equipment to any successor Contractor. The City will withhold final payment to the Contractor until a satisfactory vehicle inspection of all vehicles and City-provided equipment is complete. The Contractor is responsible for repairing damage to any City-owned property as a result of improper use.

6. Vehicle Maintenance

The Contractor shall perform the duties and accept the responsibilities described below in connection with the maintenance of City owned vehicles and equipment. For a detailed description of the vehicle maintenance program including preventive maintenance, minor and major repairs and warranty requirements, please refer to Appendix C.

At all times, the Contractor shall maintain all components of each vehicle, including body, frame, furnishings, mechanical, electrical, hydraulic or other operating systems in proper working condition free from damage and malfunction. The Contractor shall employ preventive maintenance principles which shall meet or exceed the OEM specifications and requirements. Preventive maintenance inspections and repairs shall occur at or before the designated time or mileage intervals, whichever occurs first. Contractor's overall preventative maintenance program shall also be sufficient so as not to invalidate or lessen any warranty coverage of any city-provided buses and equipment.

The Contractor will furnish and maintain all necessary support vehicles in order to ensure field supervisor mobility and road call maintenance throughout the service area at all times.

Exterior and interior vehicle cleaning shall be performed on a regular basis. Union City has a goal of maintaining a high quality fleet to ensure a positive image of the system. The Contractor shall meet the minimum standard of washing the exterior of each vehicle at least three times a week. A log book must be maintained showing date each vehicle is exterior washed. A log book must be made available upon request. The interior of each vehicle shall be swept, seats vacuumed, graffiti removed, and window interiors cleaned prior to the commencement of each service day. Interior floor will be wet-mopped or shampooed once a week. The interior of each vehicle shall be maintained free from roaches and other vermin at all times. Vermin control products hazardous to passenger health and well-being shall not be used. Vehicle interiors shall be maintained free from engine exhaust fumes.

#### Wheelchair Lifts

The Contractor shall maintain all wheelchair lifts and securement devices in full operating condition and ensure that wheelchair lifts be cycled twice daily: once prior to beginning the service day, and once again at the end of the service day. During all preventive maintenance inspections, the lift will be checked to ensure it is capable of lifting 600 pounds. No vehicle may be placed in revenue service with a malfunctioning or untested lift. If a vehicle has a malfunctioning wheelchair lift it must be pulled from service and replaced with a vehicle that has a working lift.

7. Fare Collection

Contractor shall assure that each transit patron pays the appropriate fare prior to being provided transportation. All cash fares will be paid by patrons in the exact amount due for their appropriate fare classification; no change is available. The fare shall be deposited by each patron in the fareboxes provided by the City in every vehicle. Contractor will collect and process all transfers, tickets, and other non-cash fares as directed by the City. All fares collected are the sole property of the City. (The fare structure and acceptable fare instruments are described in the introduction on page 2 of this RFP). The fare structure may be revised from time to time by the City. If rates are revised, the City shall provide Contractor with a copy of the new fare structure at least ten (10) days prior to the effective date.

Contractor shall remove farebox vaults from the buses daily, and the vault contents shall be deposited to the City's account by Contractor's employees, as directed by the Transit Coordinator. The City reserves the right to oversee the money counting activities, independently count revenues, or otherwise verify the total fares contained in each vault box. The City will routinely conduct a reconciliation of farebox revenues to bank receipts.

8. Reports, Records and Surveys

Contractor shall be responsible for collection and maintenance of data for all phases of transit operations, as specified herein, and/or necessary for the preparation of required reports or records.

Monthly Reports

All reports shall be submitted in a format approved by the City. The Contractor is encouraged to include a sample report(s) from other transit properties when submitting its proposal to provide Union City with an example of a typical monthly report format. To portray Union City Transit trends/patterns, the Contractor is encouraged to include written text, tables of figures, charts and graphic presentations in the monthly reports. The Contractor should state the software program(s) that will be used for generating reports and the office location where the reports will be prepared. All monthly reports must be complete and submitted to the City by the 10th of each month.

The Contractor shall collect all required data on a daily basis and submit monthly summary reports to the Transit Coordinator. The required reports will include, may not be limited to the following:

- X Total ridership by day, trip number and fare category
- X vehicle revenue service hours by day and vehicle
- X vehicle revenue service miles by day and vehicle
- X Operating and maintenance costs

- X farebox revenues by fare category
- X accident and incident report
- X miles between road calls
- X number of missed trips
- X on time performance
- X vehicle appearance
- X lift maintenance
- X vehicle maintenance schedule
- X passenger complaints, compliments and service requests

Union City recently received federal funds to pay for vehicle replacements. The Contractor shall be prepared to assist the City in gathering data and preparing the required reporting documents in compliance with the National Transit Database (formerly known as FTA Section 15 guidelines).

#### Financial Records

Financial records for paratransit operations must be separately maintained from financial records for fixed route service. All financial records pertaining to paratransit operations shall be consistent with the requirements set forth for fixed route operations.

#### Vehicle Records

Contractor shall keep and maintain (separate by vehicle) all work orders, warranty dockets and maintenance records on City-provided buses and equipment for as long as City owns such vehicles or until this agreement terminates.

#### Accident Reports

The Contractor shall notify the City by telephone within one hour in the event of an accident. Contract shall fax a preliminary accident report to the City within four (4) hours of any accident. Final accident report will be mailed to the City within three days of an accident. All non-injury accident reports shall be mailed to the City within three (3) business days.

#### California Highway Patrol (CHP) Compliance Reports

CHP safety reports are to be submitted to the City within two (2) business days after CHP submits said report(s) to Contractor.

#### Surveys

The City will be periodically conducting surveys of passengers onboard the vehicles. The Contractor will be asked to cooperate with the City in the

survey of passengers and may be asked to conduct the collection of other data as required by local, regional, state and federal reporting requirements.

9. Telephone Information Service

The Contractor shall provide customer information service to the public during all hours of system operation. During all other times, Contractor shall provide and utilize an answering device or answering service to provide information on Union City Transit service.

Contractor shall install and maintain at his/her expense, a telephone with one rollover line, dedicated to Union City Transit. The number shall be: (510) 471-1411, as currently in use by the present Contractor. The Transit Coordinator shall be responsible for coordinating the telephone service changeover among the outgoing Contractor, the successor Contractor, and the telephone service provider.

These lines shall be used solely for the purpose of providing customer information and shall not be used by the Contractor for any other purpose. A telephone line is available at City Corporation Yard for Contractor use. The Contractor shall pay monthly charges.

The Contractor shall provide information operators who are knowledgeable of time schedules, routes and services of Union City Transit and all other systems in the Union City Transit operating area as is necessary to answer questions in a courteous, timely, and professional manner.

Upon termination of the contract, Contractor shall release the information telephone number to the City, or to any successor Contractor as directed by the City.

10. Marketing/Public Information

The City shall provide route/schedule information/brochures and the Contractor shall be responsible for their distribution. The Contractor shall post notices onboard buses and distribute them to passengers when requested by the City. Distribution of UCT schedules, brochures and other information may also include the Union City BART station. All time-dated notices must be inserted and removed from holders onboard buses (and at the Union City BART station) in a timely manner. The Contractor may be asked to represent the system at local civic groups such as the Chamber of Commerce, business associations, major employers, and for travel training classes.

## 11. Complaints

Currently, complaints are received by both the present Contractor and at City offices. The City intends to modify this arrangement during FY 1995/96 and direct all passenger complaints to City offices once the City staff has been assigned to handle such calls and a telephone number is established for this purpose. At that time, the City will record all passenger complaints and forward them to the Contractor who will provide a response within two calendar days. The City will assume responsibility for responding to the passenger in oral or written form.

### **B. Paratransit Service**

Paratransit services are now provided by the Tri-Cities Paratransit Program. This accessible door-to-door service functions as Union City Transit's Americans with Disabilities Act (ADA) complementary paratransit service and is operated within Union City, Fremont, and Newark. The Tri-City program is the sole provider of ADA paratransit service in this area, serving the needs of three fixed route operators who share the service area: AC Transit, BART and Union City Transit. The City retains the option of providing its own paratransit service during the tenure of this agreement. If Union City elects to do so, the details of the service parameters will need to be developed. The following provides general parameters for this RFP.

#### 1. Operations - General

The Contractor shall assume responsibility for all aspects of the day-to-day operation of Union City's paratransit/ADA service. The service shall be provided on the same days and hours of operation as fixed route service. On weekdays, service shall be available between the hours of 4:15 AM and 9:20 PM and between 7:00 AM and 9:25 PM on Saturdays. Union City projects that paratransit services would operate approximately 3,000 revenue service hours, including both ADA and non-ADA service hours. The system is expected to carry approximately 4,500 annual passengers. If Union City elects to operate paratransit service, the Contractor shall provide service in a safe, professional and courteous manner.

Union City Transit provides an extensive paratransit program for Union City residents and visitors that far exceeds the ADA requirements in terms of service area. The Contractor shall provide service to all destinations within Union City. The Contractor may be asked to extend service to the two adjacent cities of Newark and Fremont, however the exact boundaries have not been determined at this time. The boundaries of Union City Transit's required ADA service area are shown in Appendix E.

The Contractor shall accept advance reservations consistent with the Americans with Disabilities Act (ADA) guidelines. Reservations may be made from 10 to 14 days in advance. At the same time, subscription trips must be restricted to no more than 50% of capacity during any time period in the service day.

Immediate response trips may also be required on a space available basis. For immediate response, the Contractor shall pick up passengers within 30 minutes of service requests. That is, if a passenger requests a pick up time of 11:00 AM, the Contractor must make every attempt to accommodate this request at the specified time, however the Contractor must pick up the customer no later than 11:30 AM or no earlier than 10:30 AM.

To help prospective proposers understand Union City paratransit ridership, it should be noted that a very large proportion of the ADA trips provided within Union City Transit's service area are for dialysis. Union City is the site of one of the area's few dialysis treatment centers, drawing a significant number of trips. The current operator estimates that about 50% of all Union City ADA paratransit trips are for dialysis. A recent survey of Union City based paratransit showed that 46% of all trips originating in Union City were destined for locations within Union City.

As with the fixed route service, no paratransit service shall be provided on the following holidays: New Year's Day, Presidents Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day and Christmas Day. The City may direct the Contractor to operate at reduced service levels on additional days. Such days may include, but are not limited to Martin Luther King Day, Veterans Day, the day after Thanksgiving, Christmas Eve and New Year's Eve.

## 2. Operations Management

The Contractor shall provide operations management at a level sufficient to oversee its functions and personnel responsible for operating paratransit service in the Union City service area. The Contractor is encouraged to conduct monthly meetings with all employees to review safety procedures, ridership forms, and other routine procedures as well as to discuss opportunities for enhancing service quality and increasing system productivity. Additional staff dedicated to paratransit would also be required for dispatch, scheduling and other functions as described below.

Certifying and registering passengers as ADA eligible is presently handled by Tri-City's Paratransit staff. While the majority of riders have already completed the ADA eligibility process, there will be an ongoing need to certify new riders. Union City will assume responsibility for registering passengers according to the regionally adopted established procedures.

*The key management positions described for fixed route services would also serve as key management positions for paratransit operations. These include the Project Manager and the Road Supervisor/Driver Trainer.*

### Personnel

The Contractor shall retain all personnel necessary to operate Union City's paratransit services described herein. This includes drivers and supervisors who must possess the qualifications and training described in Section V, Number 3 above for fixed route service.

### Schedulers/Dispatchers

The Contractor shall employ an adequate number of schedulers and dispatchers to accommodate an advance reservation system and to respond to requests for immediate service. The Dispatch Center will provide communications between its central dispatchers and the vehicles for purposes of scheduling trips and assignment of vehicles and drivers. The goal is to schedule all trips requests in an efficient manner to maximize productivity and assure service quality. It is desirable for the Contractor to employ an automated (computer aided) dispatching system. Dispatching must be conducted consistent with the provisions of ADA.

The Contractor shall ensure there is an adequate number of people on-duty to answer telephone calls from the public and to perform dispatching functions. The Contractor shall maintain a minimum of two (2) telephone lines dedicated to service requests. These telephone lines can be the same lines used for Union City Transit's fixed route service. Scheduling and dispatching personnel shall possess excellent communication skills and be sensitive to the travel needs of elderly persons and persons with mobility limitations. Scheduling and dispatching staff should also understand radio protocol to ensure effective communication with drivers and passengers. The Contractor is encouraged to monitor personnel and provide refresher training as necessary.

### 3. Training

The training requirements described in Section V, Number 4 for fixed route services also apply for paratransit services.

### 4. Facilities and Equipment

The facilities and equipment provided by the City and the Contractor are defined in Section V, Number 5 above.

### 5. Vehicles

Union City has applied for federal grant application to purchase two paratransit vans in FY 1997/98. At that time, the City will provide these vehicles to the Contractor for paratransit operations. Until such time that these vehicles are available, the Contractor shall provide all necessary vehicles to operate the service. All vehicles shall be approved and accepted by the City. The Contractor shall provide a maximum of four vehicles (including the backup vehicle) of the following type:

- X A minimum of 10-13 passenger capacity

- X Have two wheelchair tie-downs
- X Shall be 1993 model year or newer
- X One backup vehicle shall be available at all times.

All vehicles shall be in full compliance with the ADA requirements.

6. Vehicle Maintenance

The vehicle maintenance requirements described in Section V, Number 4 for fixed route services also apply for paratransit services.

7. Fare Collection

Contractor shall assure that each transit patron pays the appropriate fare prior to being provided transportation. The Contractor must collect fares according to the fare structure adopted by UC Transit. The current fare structure is \$1.50 for travel within Union City and cash is the primary form of payment. There are currently no pre-paid fare instruments. All fares collected are the sole property of the City. The fare structure may be revised from time to time by the City. If rates are revised, the City shall provide Contractor with a copy of the new fare structure at least ten (10) days prior to the effective date.

Contractor shall remove farebox vaults from the buses daily, and the vault contents shall be deposited to the City's account by Contractor's employees, as directed by the Transit Coordinator.

8. Records, Reports and Surveys

Contractor shall be responsible for collection and maintenance of data for all phases of paratransit operations, as specified herein, and/or necessary for the preparation of required reports or records. The monthly reporting requirement for paratransit operations shall be consistent with the requirements set forth for fixed route operations.

The Contractor shall collect all required data on a daily basis and submit monthly summary reports to the Transit Coordinator. The required reports will include, may not be limited to the following:

- X Total ridership by day, trip number and fare category
- X vehicle revenue service hours by day and vehicle
- X vehicle revenue service miles by day and vehicle
- X farebox revenues by fare category
- X accident and incident report
- X number of road calls
- X on-time performance

- X Lift assisted trips (wheelchair vs. ambulatory)
- X trip denials
- X no shows
- X cancellations
- X Customer complaints, compliments and service requests

9. Telephone Information Service

The Contractor must provide a telephone system. This system must have an automatic call-sequencing and after hours message-taking capability with adequate capacity to accommodate all callers. There should also be enough lines and reservationists to ensure that callers are not kept waiting an unreasonable length of time. The telephone system must include Telephone Devices for the Deaf (TDD) service for the hearing impaired.

10. Marketing/Public Information

The Contractor shall be responsible for distribution of materials provided by Union City. This may include, but not limited to mailing materials to current riders, distributing brochures to passengers and social service agencies, posting flyers onboard vehicles, and making presentations about the service to local public and private social service agencies including the Alameda County Paratransit Advisory Council, (PAPCO) and the City Advisory Committee.

11. Complaints

Passenger complaints shall be handled in the same manner as fixed route operations. The procedures the Contractor shall follow are outlined in Section V, Number 11 for fixed route service.

**C. Shelter Maintenance Program (Optional Bid)**

The City of Union City currently assumes responsibility for cleaning its passenger bus shelters associated with Union City Transit. The City is evaluating alternative arrangements for its shelter maintenance program. A key factor in its analysis will be the cost effectiveness of entering into a private contract for this function. Costs will not be the sole criterion in Contractor evaluation, but will be used internally by Union City staff and management to decide whether or not to subcontract this function.

Contractors submitting proposals for fixed route and paratransit services may elect to include an optional bid for the shelter maintenance program. The services to be performed could be provided directly by the Contractor or the Contractor may enter into a subcontract arrangement with an outside vendor. If an outside vendor is proposed, the name and address of the firm must be included as well as its organizational structure, legal status, financial solvency, list of owners and officers and management philosophy. At least three relevant references must be included.

The evaluation process for the shelter maintenance program will be a separate process from the evaluation of fixed route and paratransit service operation. The evaluation criteria for the shelter maintenance program are described below, including the assignment of points.

X Scheduling and Frequency of On-Site Visits

This criteria addresses the level of detail included in the proposer's plan for routinely checking the passenger shelters. The City is interested in the scheduling of on-site visits (time of day), the frequency of these visits (number of times per day/week), and how these visits will be conducted (drive-by shelters, walk through, etc).

**(35 POINTS)**

X Prior Relevant Experience

Union City recognizes that a wide variety of proposers may be interested in this type of project. Firms who have not maintained passenger shelters may have other relevant experiences which have applicability to this project. This criteria considers the types of facilities the proposer has maintained, the years of experience and other relevant factors as suggested by the proposers.

**(25 POINTS)**

X Project Manager

The qualifications and relevant experience of the proposed project manager will be evaluated against the needs of the shelter maintenance program.

**(15 POINTS)**

X Cost Proposal

Proposed costs will be evaluated in relation to the proposed quality of service. Union City is interested in the proposer's ability to provide a high quality shelter maintenance program at a competitive price.

**(25 POINTS)**

Type and Location of Bus Shelters

There are currently 12 passenger bus shelters located at strategic points throughout the City. Union City has plans to install an additional five shelters during FY1996/97. They are graphically shown in the map on the following page. The shelters are glass paneled, have three sides with a front opening. Most have a bench inside the enclosed area with a trash receptacle located outside each shelter.

### Contractor Responsibilities

A major goal of Union City's passenger shelter program is to provide its passengers with a clean and safe waiting area with protection from inclement weather. To achieve this goal, the Contractor shall propose a schedule in terms of timing and frequency for cleaning and maintaining Union City's passenger bus shelters. A well maintained bus shelter would have clean glass (without paint or graffiti) and have no trash or debris in the immediate surrounding area. (Please refer to Appendix A, page A-10 for details on the penalties and incentives program).

The specific duties and responsibilities associated with maintaining Union City's bus shelters are listed below.

1. Pick up litter in and around the shelter. Empty all trash containers.
2. Remove all graffiti (paint over painted surfaces and use cleaner on all glass and structure frames).
3. Remove any signs and tape that may be on the structure.
4. Wash all windows, slabs and benches.
5. Weed around shelter within the public rights-of-way.
6. Report any vandalism or damage to the City. The Contractor would not be responsible for correcting structural damage to the shelter.
7. Provide all materials necessary for maintaining the bus shelters (exclusive of materials to be provided by city described in the following section).

### City Responsibilities

The City's responsibilities associated with the shelter maintenance program are listed below.

1. The City will provide all of the cleaning products including the paint, cleaning agents and liners for the trash receptacles.
2. The City will assume responsibility for making all repairs and correcting all damages to the shelters. This will include replacing glass panels, lighting, and other structural repairs.

### Cost Proposal

Cost proposals for the shelter maintenance program shall be provided in Attachment 1 of the cost proposal worksheet shown in Appendix F. The top portion of this attachment provides space for fixed route service costs. The last row of this worksheet provides space for shelter maintenance costs for years 1, 2, and 3 including a three year total.

**Exhibit 1**  
**Evaluation Criteria**  
**Fixed Route and Paratransit Services**

There are five major categories for evaluating proposals. The maximum number of points a proposal can receive for all categories is 100. For each major category there are subcategories listed below indicating the range of scores in the left hand column. Each category with the exception of costs will be assigned a range of points based upon the evaluator's assessment of quality. Assignment of points will be made by individual members of the selection committee.

The process for assigning points in the cost category will be handled differently. Proposals with the lowest cost in each of the identified subcategories will be assigned the maximum possible score. All other proposals will be assigned a proportional score based on the percentage difference between cost proposals. The City of Union City (rather than members of the selection committee) will assign points in this category.

**Proposal Quality (10 Points)**

- 0-5 points* Organization of the proposal
- 0-5 points* Well written and clarity of proposal

**Operational Management (20 Points)**

- 0-5 points* Demonstrated relevant experience (minimum of five years) in operating a fixed route system of similar size and scope (a municipal system in a suburban setting operating approximately 100,000 annual revenue service hours with a fleet size of about 10)
- 0-5 points* Demonstrated experience (minimum of five years) in operating a demand responsive service for elderly and disabled passengers
- 0-5 points* Proposal includes three relevant references. References will be checked to determine their rating.
- 0-5 points* Quality of proposed procedures for reporting required passenger and operational data and methodology for preparing monthly management reports



### **Technical Competence (25 Points)**

*0-10 points* Quality of the training and safety program for all personnel including a refresher and re-training course

*0-10 points* Quality of the proposed procedures for quality control and emergency situations

*0-5 points* The approach to fixed route service adjustments and strategy for paratransit service start-up

### **Project Manager (15 Points)**

*0-5 points* Longevity at prior engagement is highly desirable. One point will be given for each year the project manager remained on his/her last assignment for a total of five points.

*0-5 points* Minimum of 3 -5 years of experience in managing a fixed route operation similar in size and scope to Union City Transit

*0-5 points* Experience in managing a "start-up" demand responsive service

### **Cost Proposal (30 Points)**

*0-10 points* Total (fixed and variable) cost for fixed route service in Year 1

*0-10 points* Total (fixed and variable cost) for fixed route service for 3 year total

*0-5 points* Total (fixed and variable cost) for fixed route and paratransit service in Year 1

*0-5 points* Total (fixed and variable cost) for fixed route and paratransit service for 3 year total



# APPENDIX B

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## SAMPLE PENALTIES AND INCENTIVES



## Sample Penalties and Incentives

The contractor shall provide a high level of performance. The following table describes the incentive/penalty areas, the definition and method of data collection and the penalty (reduction in payment) or increase (bonus) in monthly billings.

Category	Substandard Performance		Standard Performance	Above Standard Performance	
	Measure	Penalty	Measure	Measure	Bonus
On-Time Performance % runs within 5 minutes of schedule	Less than 90%	\$250/month based on timepoint	90%	Above 90%	\$250/month based on a minimum 20 timepoint samples
Lift Maintenance Wheelchair lift equipped buses placed in service without being fully operational	Any infraction	\$25 per bus per day	No infraction	Not applicable	Not applicable
Passenger Complaints Rider complaints related to vehicle condition or driver behavior	12/year	\$500/year	Less than 6/year	Less than 4/year	\$500/year
Vehicle Condition Vehicles meeting standards for appearance and cleanliness	Failure to meet standard	\$50/occurrence	100%	Not applicable	Not applicable
Vehicle Safety Maintain a high safety standard	Failure to meet standard	\$1,000 for every quarter in which standard is not met.	Less than 1.5 preventable accidents per 100,000 miles	More than 1.5 preventable accidents per 100,000 miles	None
Total Vehicle Miles Between Roadcalls	Less than 5,000 total miles	-\$0.01 per service mile	5,000-7,000 miles	More than 7,000 total miles	-\$0.01 per service mile



# APPENDIX C

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## CONCEPTUAL DRIVER SHIFT SCHEDULE



## Conceptual Driver Shift Schedule

Driver Shifts	Fixed Route	DAR
Lewiston	6 AM-3 PM (1FTE)	6 AM- 3 PM (3FTE)
	3 PM- 6:30 PM (.5 FTE)	3 PM- 6:30 PM (1.5 FTE)
PTBA	6 AM-3 PM (2 FTE)	6 AM-3 PM (2 FTE)
	3 PM-6:30 PM (1.0 FTE)	3 PM-6:30 PM (1.0 FTE)
<b>TOTALS</b>	<b>4.5 FTE</b>	<b>7.5 FTE</b>
	3 FTE	5 FTE
	1.5 part time	2.5 Part time

The schedulers/dispatchers will fill in lunch breaks and shift changes.

