



## AGENDA REGULAR MEETING

### COUNCIL OF SAN BENITO COUNTY GOVERNMENTS

- DATE:** Thursday, October 20, 2016  
3:00 p.m.
- LOCATION:** **Board of Supervisors Chambers**  
**481 Fourth St., Hollister, CA 95023**
- DIRECTORS:** Chair Tony Boch, Vice Chair Ignacio Velazquez  
Anthony Botelho, Victor Gomez, and Jerry Muenzer  
Alternates: San Benito County: Jaime De La Cruz;  
City of Hollister: Mickie Luna; City of San Juan Bautista: Jim West  
Ex Officio: Caltrans District 5

*Persons who wish to address the Board of Directors must complete a Speaker Card and give it to the Clerk prior to addressing the Board. Those who wish to address the Board on an agenda item will be heard when the Chairperson calls for comments from the audience. Following recognition, persons desiring to speak are requested to advance to the podium and state their name and address. After hearing audience comments, the Public Comment portion of the agenda item will be closed. **The Opportunity to address the Board of Directors on items of interest not appearing on the agenda will be provided during Section C. Public Comment.***

#### 3:00 P.M. CALL TO ORDER

- A. Pledge of Allegiance**
- B. Verification of Certificate of Posting**
- C. Public Comment** (Opportunity to address the Board on items of interest on a subject matter within the jurisdiction of the Council of Governments and not appearing on the agendas. No action may be taken unless provided by Govt. Code Sec. 54954.2 Speakers are limited to 3 minutes.)
- D. Executive Director's Report**
- E. Caltrans Report – Gubbins/Loe**
- F. Board of Directors' Reports**

#### CONSENT AGENDA:

*(These matters shall be considered as a whole and without discussion unless a particular item is removed from the Consent Agenda. Members of the public who wish to speak on a Consent Agenda item must submit a Speaker Card to the Clerk and wait for recognition from the Chairperson. Approval of a consent item means approval as recommended on the Staff Report.)*

1. **APPROVE** Council of Governments Draft Meeting Minutes Dated September 15, 2016 – Gomez
2. **RECEIVE** Construction Projects Report – Caltrans District 5

*Council of San Benito County Governments ▪ Measure A Authority  
Airport Land Use Commission ▪ Service Authority for Freeways and Expressways*

*330 Tres Pinos Road, Suite C7 ▪ Hollister, CA 95023 ▪ Phone: 831-637-7665 ▪ Fax: 831-636-4160*

*www.SanBenitoCOG.org*

3. **APPOINT** Social Services Transportation Advisory Council Member – Valentine

**REGULAR AGENDA:**

4. **RECEIVE** Presentation on Triennial Performance Audit for Fiscal Years 2012/2013 through 2014/2015 – Postigo
5. **2040 San Benito Regional Transportation Plan** – Lezama
  - a. **RECEIVE** a Presentation on the 2040 San Benito Regional Transportation Plan Update; and
  - b. **COMMENT** and **APPROVE** the Draft Goals and Draft Transportation Project List for Inclusion in the Draft 2040 San Benito Regional Transportation Plan.
  - c. **DIRECT** COG Staff to Submit the Approved Draft Project List to the Association of Monterey Bay Area Governments (AMBAG) for Inclusion in the Project List for the Draft 2040 Metropolitan Transportation Plan/Sustainable Communities Strategy.
6. **DISCUSS** Planning for a Transportation Sales and Use Tax to be Considered in an Election in 2018 – Gilbert

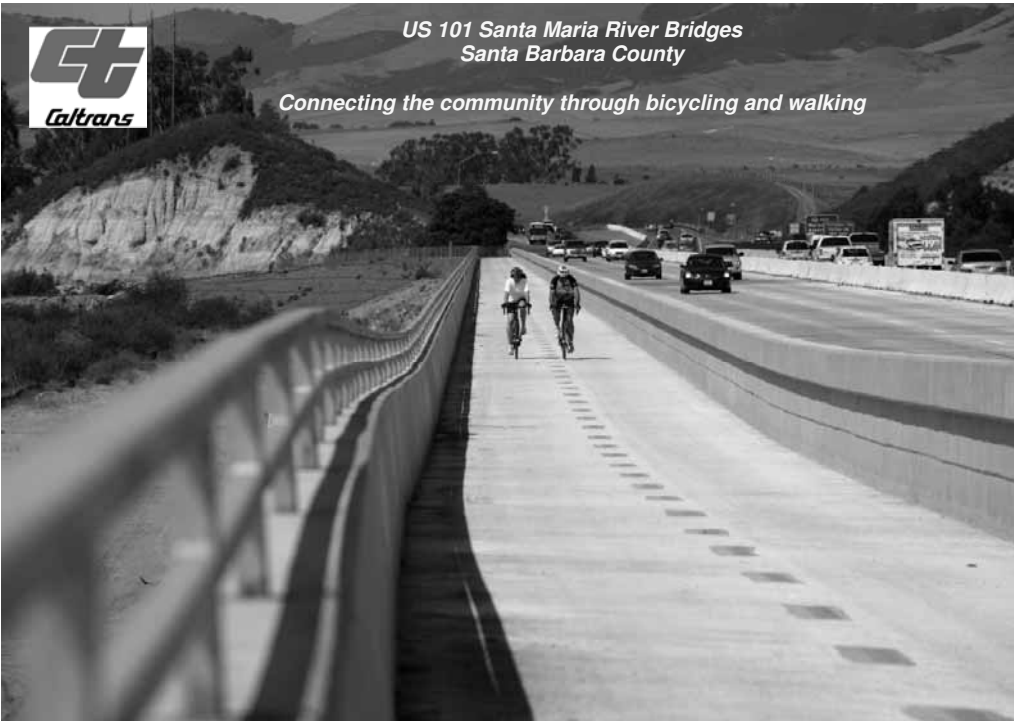
**Adjourn to COG Meeting on November 17, 2016. Agenda Deadline is Tuesday, November 1, 2016 at 12:00 p.m.**

*In compliance with the Americans with Disabilities Act (ADA), if requested, the Agenda can be made available in appropriate alternative formats to persons with a disability. If an individual wishes to request an alternative agenda format, please contact the Clerk of the Council four (4) days prior to the meeting at (831) 637-7665. The Council of Governments Board of Directors meeting facility is accessible to persons with disabilities. If you need special assistance to participate in this meeting, please contact the Clerk of the Council's office at (831) 637-7665 at least 48 hours before the meeting to enable the Council of Governments to make reasonable arrangements to ensure accessibility.*



US 101 Santa Maria River Bridges  
Santa Barbara County

Connecting the community through bicycling and walking



FALL 2016

# Caltrans District 5



District Director

Timothy Gubbins

*Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability.*

## District Director's Report

A quarterly publication for our transportation partners



CTP 2040

The *California Transportation Plan 2040* provides a framework for transportation to help meet the state's climate goals by promoting livable communities, economic growth, greenhouse gas emission reduction, and a fix-it-first approach for highways, roads and bridges. It features the following six major goals for a *whole system* approach:

- Improve multimodal mobility and accessibility for all people
- Preserve the multimodal transportation system
- Support a vibrant economy
- Improve public safety and security
- Foster livable and healthy communities and promote social equity
- Practice environmental stewardship

*Continued on back*

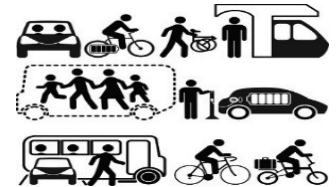


### US 101 Linden/Casitas interchanges

Caltrans recently joined its local partners to celebrate the groundbreaking of the US 101 Linden/Casitas interchanges project in Santa Barbara County. Caltrans Director Malcolm Dougherty noted the project will improve traffic flow and reduce congestion on this busy corridor.

The \$60 million project will reconstruct and widen the US 101 overcrossings at Linden Avenue and Casitas Pass Road, install a new landscaped median, sidewalks and bicycle paths, and extend the adjacent frontage road—connecting the community to local streets for in-town trips.

The Carpinteria Creek overcrossing will be widened to accommodate the highway's future widening in this area. Security Paving Company of Sylmar, Calif. is the contractor for the project scheduled for completion in 2020.



### Origin-Destination Survey

Studying travel behaviors of regional and interregional trips on US 101 in and between Ventura, Santa Barbara and San Luis Obispo counties is the primary goal of the recently completed 2016 *Central Coast Origin-Destination Survey*. The survey collected travel data to help calibrate Santa Barbara County Association of Governments' (SBCAG) regional travel demand model and support planning efforts to improve regional transit and rail services.

Key study findings confirm previous planning assumptions, including the heavy peak hour congestion across the Santa Barbara-Ventura county line and prevailing truck traffic using US 101 over SR 154. They also show a major awareness gap regarding some regional transit services.

SBCAG partnered with the San Luis Obispo Council of Governments and the Ventura County Transportation Commission to conduct the study funded through a Caltrans *Strategic Partnerships* transportation planning grant. More information at: [http://www.sbcag.org/uploads/2/4/5/4/24540302/Central\\_coast\\_o-d\\_survey\\_final\\_report\\_7-8-2016.pdf](http://www.sbcag.org/uploads/2/4/5/4/24540302/Central_coast_o-d_survey_final_report_7-8-2016.pdf)

## CTP 2040 continued

The plan builds upon the state's Interregional Plan, Freight Plan, Rail Plan, Aviation Plan, Transit Plan, Bicycle and Pedestrian Plan and Regional Transportation Plans. It also includes 15 strategies addressing mode shift, transportation alternatives, pricing and operational efficiency.

The state's first priorities for sustainable mobility is investing in bicycle/pedestrian infrastructure and transit. Caltrans aims to triple bicycling and double walking and transit use statewide by 2020. This supports the state's goal to reduce greenhouse gas emissions to 1990 levels by 2020, and 80 percent below those levels by 2050.

Caltrans conducted extensive public outreach statewide for the plan's development. This included two public comment periods, focus groups, public workshops, interactive website, news releases, social networking and webinars. Continued collaboration between Caltrans, local agencies, communities and all transportation stakeholders is essential to successfully achieving the state's high priority goals. The plan and more information is available at:

<http://www.dot.ca.gov/hq/tpp/californiatrnsportationplan2040/final-draft-ctp2040/index.shtml>

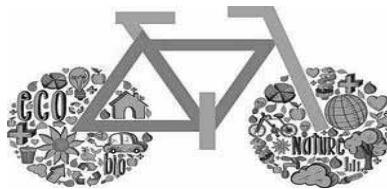


## Sustainable Grants

A call for projects is under way for the 2017-2018 Sustainable Transportation Planning grants. About \$7.8 million is available statewide for the Sustainable Communities grants, and \$1.5 million for Strategic Partnerships.

These grants promote a balanced, comprehensive multimodal transportation system supporting Caltrans' key objectives of sustainability, preservation, mobility, safety, innovation, economy, health and equity. Applications are due to Caltrans **Friday, November 4, 2016**. Applications, guidebook and more information is available at:

<http://www.dot.ca.gov/hq/tpp/grants.html>



## Critical Rural Freight Corridors

California is the nation's largest gateway for international trade and domestic commerce with an interconnected system of ports, railroads, highways and roads facilitating freight movement nationwide. The system supports one-third of the state's economic product and jobs. In 2014, freight-dependent industries provided more than \$740 billion in gross domestic product and more than five million jobs.

US 101 and Highways 46 and 156 are integral to this system. Caltrans is recommending their designation as critical rural freight corridors within the Interim National Multimodal Freight Network. Working in partnership with local agencies, Caltrans recently submitted this recommendation, among others, to the U.S. Department of Transportation for consideration.



## Federal Transit Funding

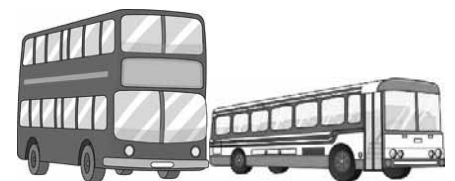
Providing more modern, reliable bus service nationwide is a top priority for the Federal Transit Administration's Bus and Bus Facilities Grant Program. Sixty-one projects across the country will receive about \$211 million to replace, rehabilitate and purchase transit buses and related equipment/facilities. These include \$4.3 million to Caltrans to construct a new maintenance facility in the Monterey-

Salinas area, \$4 million to the San Luis Obispo Regional Transit Authority for a new transit center, \$5.7 million to the Santa Barbara Metropolitan Transit District to purchase new buses, and \$3.7 million to Monterey-Salinas Transit to replace buses and provide workforce development training. More information at:

<https://www.transit.dot.gov/about/news/us-department-transportation-announces-211-million-grants-new-buses-facilities-improve>

## Transit Plans Coordinate City/Regional Services

The San Luis Obispo Regional Transit Authority (RTA) and the City of San Luis Obispo recently released their jointly developed 2016 *Short Range Transit Plans*. Both plans provide operational, capital, institutional and implementation guidelines for the agencies to better coordinate their services. Caltrans funded the five-year plans with a *Transit Planning for Sustainable Communities* grant.



Countywide, 77 percent of residents live within one-half mile of a public transit route, contributing to more than one million riders annually. In fact, RTA ridership increased 270 percent in 2013 from the previous decade and the city's, 64 percent.

To meet future travel demand, both plans recommend enhancing, modifying and expanding daily transit services—including evening runs—as well as purchasing new buses, improving bus stops and operations/maintenance facilities and providing a new downtown transit center. More information at:

<http://slocog.org/sites/default/files/SLORTA-SRTP-2016-Final-web.pdf>  
<http://www.slocity.org/government/department-directory/public-works/slo-transit/general-service-information/short-range-transit-plan>

**SAN BENITO COUNTY  
COUNCIL OF GOVERNMENTS  
REGULAR MEETING**

**September 15, 2016, 3:00 P.M.**

**DRAFT MINUTES**

**MEMBERS PRESENT:**

Chair Boch, Director Gomez, Director Muenzer, and Director Velazquez  
Ex Officio: Kelly McClendon Caltrans District 5

**MEMBERS ABSENT:**

Director Botelho

**STAFF PRESENT:**

Deputy County Counsel, Shirley Murphy; Executive Director, Mary Gilbert; Transportation Planner, Veronica Lezama; Transportation Planner, Regina Valentine; Secretary I, Monica Gomez

**OTHERS PRESENT:**

Jill Morales, Caltrans District 5; Brent Barnes, San Benito County Resource Management Agency; Heather Adamson, Association of Monterey Bay Area Governments

**CALL TO ORDER:**

Chair Boch called the meeting to order at 3:01 P.M.

**A. PLEDGE OF ALLEGIANCE**

**B. CERTIFICATE OF POSTING**

*Upon a motion duly made by Director Muenzer, and seconded by Director Gomez, the Directors acknowledged the Certificate of Posting. Vote: 4/0 motion passes.*

**C. PUBLIC COMMENT:**

Chair Boch stated for the record that the COG Board received Joe Thompson's public comment correspondence dated August 23, 2016 through September 14, 2016. The correspondence was entered into the public record.

**D. EXECUTIVE DIRECTOR'S REPORT: Gilbert**

Ms. Gilbert reported that funding through Cap & Trade program has allowed staff to implement two new County Express routes to Gilroy. The routes are better aligned to connect with the Valley Transportation Authority (VTA) bus services that operate out of the Gilroy transit center. Staff will be monitoring the performance of these routes.

Ms. Gilbert reminded everyone that County Express will be providing free shuttle service to and from the 2016 San Benito County Fair. Staff is working with County Fair staff to advertise the service to the community.

**E. CALTRANS DISTRICT 5 REPORT:** Gubbins/ McClendon

Kelly McClendon from Caltrans District 5 reported that he would be filling in for Brandy Rider for a couple of months as she has moved on to the Project Management position in District 5. Ms. Rider will still be very involved with San Benito County because she will be handling San Benito projects.

Mr. McClendon announced that Caltrans next cycle of Planning Grants is open. The deadline for these grants is November 4, 2016. He mentioned that Caltrans planning staff is open to collaborating with COG staff on any idea developments. Caltrans will be holding a webinar at a later date and they will provide more details as it becomes available.

Mr. McClendon also announced that the California Transportation Plan 2040 (CTP 2040) was recently finalized. The CTP is updated every five years and it has a long-term planning horizon which extends to the year 2040. Mr. McClendon provided handouts and copies of the CTP 2040 and mentioned that there are several resources available on-line as well.

Director Velazquez asked COG staff to reach out to City of Hollister, City of San Juan Bautista, and San Benito County staff to ensure that they are aware of the Caltrans Planning Grant opportunities.

**BOARD OF DIRECTORS REPORTS:**

Director Muenzer reported out on the Mobility Partnership meeting that he attended along with fellow COG Director Velazquez and Supervisor Barrios earlier in the week. He reported that the Committee is looking into forming a JPA and having attorney's research next steps to do so. The purpose is to pursue the study, building, and operations of the State Route 152 Realignment. They also discussed that local funding would come up short and how they would have to look at a private/public partnership and the collection of tolls

**CONSENT AGENDA:**

1. **APPROVE** Council of Governments Draft Meeting Minutes Dated August 18, 2016 – Gomez
2. **RECEIVE** Construction Projects Report – Caltrans District 5

There was no public comment on the Consent Agenda.

*Upon a motion duly made by Director Gomez, and seconded by Director Velazquez, the Directors unanimously approved Items 1 and 2 from the Consent Agenda. Vote: 4/0 motion passes.*

**REGULAR AGENDA**

**TRANSPORTATION ITEMS:**

3. **ADOPT** Resolution 2016-05, Amending Resolution 2008-17 Regarding the Alignment of the Proposed State Route 152 Trade Corridor – Gilbert

Ms. Gilbert reported that this item was follow up from last month's meeting. The primary objective of Resolution 2016-05 is to allow study of all potential corridors or alignments for State Route 152.

Director Gomez stated that with regards to the Mobility Partnership and discussions of entering into a potential Joint Powers Agreement, he encouraged them to consider broadening the discussion to members of the community that are interested in transportation related issues. He stated that it would be a valuable resource to consider having a member of the public from South Santa Clara County and San Benito County as public representatives on the committee.

Director Velazquez agreed with Director Gomez stating that including interested members of the public to be a part of the meetings has been a part of the discussions at the Mobility Partnership meetings as well.

Ms. Gilbert noted that an Outreach Plan was put together by the consultant working with the VTA, and Eileen Goodwin from APEX Strategies. They will meet with local agencies as well as with the Economic Development group, other members of the public, and the Highway 25 stakeholder group to bring them up to date on discussions.

There was no public comment

*Upon a motion duly made by Director Velazquez and seconded by Director Gomez, the Directors unanimously adopted Resolution 2016-05. Vote: 4/0 motion passes*

#### **4. ACCEPT Final Highway 25 Widening Design Alternatives Analysis Report – Gilbert**

Mary Gilbert asked that the Board accept the final Highway 25 Widening Design Alternatives Analysis Report. The alternatives presented in the report reflect the comments discussed during the planning stages, and also considered comments and recommendations from the COG Board.

Ms. Gilbert noted that there were some comments received from Caltrans with some potential concerns with some alternatives that are described in the report. This was noted in the final report and staff also noted that as they move forward with any projects they would have to go through further project development processes and work together with Caltrans to ensure that any concerns would be addressed in the future.

#### **PUBLIC COMMENT:**

**Kristina Chavez-Wyatt  
San Benito County Business Council**

Ms. Chavez Wyatt stated that on behalf of the San Benito Business Council, she requested that staff considers lowering the Impact Fees as soon as the formal adoption of the smaller project alternative is accepted.

*Upon a motion duly made by Director Gomez, and seconded by Director Muenzer, the Directors unanimously accepted the Final Highway 25 Widening Design Alternatives Analysis Report. Vote: 4/0 motion passes.*

#### **5. RECEIVE Report on Local Streets and Roads Funding – Gilbert**

Mary Gilbert provided a Power-Point presentation and handouts to the Board.

Director Velazquez inquired about the Vehicle License Fees (VLF) and why they are not listed as part of a funding source for roads. He also asked if the VLF fees are used at the State level for some of their maintenance needs.

Kelly McClendon with Caltrans District 5 stated that he would have to look into it and report back to Director Velazquez.

#### **PUBLIC COMMENT:**

**Kristina Chavez-Wyatt**

Ms. Chavez-Wyatt stated that it is very important to continue working and communicating with the public. She stated that we need to better communicate the deficiencies in our budget and how our road improvements are funded. Also, informing the community on what is the role of the COG, the City, and

the County etc. and the role of passing a tax measure to help support our roadway infrastructure. She stated that if they can work with staff on getting an executive summary that can be put out as a press release, which can also be delivered by the Board during their respective public meetings about reporting findings from COG as a Director. Those things would be very helpful for us to pass our future tax.

There was brief discussion about providing a Pavement Condition Index (PCI) presentation on County and City roads to the Board.

Ms. Gilbert stated that both City and County staff who are members of the Technical Advisory Committed were amenable to providing a PCI presentation to the Board. Ms. Gilbert stated that she would place the item on a future COG agenda.

**6. DISCUSS Planning for a Transportation Sales and Use Tax to be Considered in an Election in 2018 – Gilbert**

Ms. Gilbert stated that staff echoed the public comment that was received. Staff recommended that outreach and public education be the primary focus for the next several months, including education about COG as the Regional Transportation Planning Agency and the issues surrounding transportation funding in California. She mentioned that the COG Board may consider hiring outside consultants for the purpose of assisting with public education and development of the measure.

Director Velazquez stated that they have to work on separating the two issues which are: fixing our local roads and Highway 25. He mentioned how trucks making a left turn at the Z-Best business are creating major traffic issues on Highway 25.

Director Muenzer stated that in discussions with the Mobility Partnership, he believes that Santa Clara County is committed in putting money towards the Interchange at Highway 25 and 101 if they are able to pass their tax measure. If their measure doesn't pass, San Benito County may be looking at toll roads.

Chair Boch stated that stakeholder meetings have to get started as soon as possible in order to educate the public.

Director Gomez agreed with Director Velazquez' comment about traffic issues at the Z-Best location and he asked San Benito County Mobility Partnership members if Santa Clara Mobility Partnership members have offered a solution with regards to trucks that are making a left turn at the Z-Best business location. He stated that it is a valid point because one truck backs up traffic for up to 4 miles.

Ms. Gilbert stated that staff will be meeting with Caltrans District 4 representatives, VTA staff, Mayor Woodward and Mayor Velazquez to discuss the issue at Z-Best.

There was no public comment.

The Board directed staff to keep this item as a standing item on future COG agendas.

*Upon a motion duly made by Director Velazquez, and seconded by Director Muenzer, the Directors Unanimously adjourned the COG meeting. The meeting was adjourned at 3:52 p.m. Vote: 4/0 motion passes.*

**ADJOURN TO COG MEETING OCTOBER 20, 2016 at 3:00 P.M.**





# PROJECT UPDATE – SAN BENITO COUNTY

PREPARED FOR THE OCTOBER 20, 2016 SAN BENITO COUNTY COUNCIL OF GOVERNMENTS' MEETING

## CONSTRUCTION PROJECTS

	Project	Location	Description	Construction Timeline	Construction Cost	Funding Source	Project Manager (Resident Engineer)	Contractor	Comments
1.	<b>Hwy. 25 Curve Realignment (0T6404)</b>	On Route 25 Near Hollister, from 0.8 mile north of San Benito Lateral to 2 miles south of Rte 146 (PM 18.8/19.5)	Realign roadway and widen lanes and shoulders	June 8, 2015- December 9, 2015	\$1.99 Million	SHOPP	Brandy Rider (KB)	John Madonna Construction Co.	Project completed and accepted on Dec. 9, 2015 Note: Emergency roadwork completed to repave and reopen old roadway due to unstable cut slopes. Work continues on investigating the final design strategy to be scoped by Winter 2017.
2.	<b>Hwy. 156 San Juan Bautista CAPM (1C8704)</b>	In and near San Juan Bautista from State Route 156/101 Separation to the Alameda (PM 0.0/3.0)	Pavement Preservation	Fall 2016- Winter 2016/17	\$4.8 Million	SHOPP	Brandy Rider (TBD)	TBD	Bids Open on October, 20; pending award and approval.
3.	<b>Hwy. 156 Hollister CAPM (1C8404)</b>	Near Hollister from 0.5 miles west of Hudner Overhead to Santa Clara County Line (PM 10.0/18.4)	Pavement Preservation	Fall 2016- Winter 2016/17	\$5.6 Million	SHOPP	Brandy Rider (TBD)	TBD	Bids Open on October, 20; pending award and approval.



# PROJECT UPDATE – SAN BENITO COUNTY

PREPARED FOR THE OCTOBER 20, 2016 SAN BENITO COUNTY COUNCIL OF GOVERNMENTS' MEETING

## PROJECTS IN DEVELOPMENT

	Project	Location	Description	Construction Timeline	Construction Cost	Funding Source	Project Manager	Phase	Comments
4.	<b>Hwy. 25 Route Adoption Hollister to Gilroy (48540_)</b>	Near Hollister and Gilroy on SR 25 in SBT & SCL Counties (SBT-25-51.5/60.1) (SBT-156-R10.5/12.2) (SCL-25-0.0/2.6)	Route Adoption (SBT-25-51.5 to SCL-25-2.6)	N/A	N/A	Local	Brandy Rider	PA&ED	Final Environmental Document and Project Report approved for Route Adoption. Route Adoption scheduled for October CTC agenda for approval.
5.	<b>Hwy. 156 Improvement Project (34490_)</b>	On SR 156 in and near San Juan Bautista from The Alameda to 0.2 mi east of 4th St. near Hollister (PM 3.0/R8.2)	Construct 4-Lane Expressway	Summer 2019 to Summer 2021	\$44.6 Million	STIP, IIP, RIP, Local	Brandy Rider	PS&E	Project design on-going. Right of Way appraisals in progress. Controlled Access Highway Agreement approved. Utility relocation design coordination almost complete. 95% design complete, target January 2017. May CTC action to delay project for 2 years. Project unfortunately did not receive Tiger Grant award.
6.	<b>Hwy. 25 Super Elevation Adjustment and Culvert Extension (1C260_)</b>	In San Benito County, from La Gloria Road and to the North of La Gloria Road (PM R25.9/R26.2)	Curve Correction	Spring 2019	\$2.1 Million	SHOPP	Brandy Rider	PA&ED	Final Project Report circulating for final approval. Project design on-going. Right of way acquisition and utility work to begin now that environmental documents finalized.
7.	<b>Hwy 25 Roadway Safety Improvements (1F430_)</b>	In San Benito County in Hollister from Sunnyslope/Tres Pinos Rd. to San Felipe Rd. (PM R49.9/R52.2)	Rte Deficiency Corrections	October 2018	\$6.9 Million	SHOPP	Brandy Rider	PS&E/RW	Project design continues with concurrent right of way acquisitions and utility work. The 65% constructability review was completed 8/23.



## Staff Report

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To: Council of Governments  
From: Regina Valentine, Transportation Planner      **Telephone:** (831) 637-7665 Ext. 205  
Date: October 20, 2016  
**Subject: Social Services Transportation Advisory Council Membership**

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### **Recommendation:**

**APPOINT** Social Services Transportation Advisory Council Member.

### **Summary:**

The candidate for membership will be serving on the Social Services Transportation Advisory Council as a “representative from an operator,” per the Public Utilities Code.

### **Financial Impact:**

There is no financial impact.

### **Background:**

Social Services Transportation Advisory Council (SSTAC) members are appointed by the Council of Governments Board of Directors. They are recruited from social service agencies and transit providers representing the elderly, persons with disabilities and persons of limited means, in accordance with the Public Utilities Code (Article 3, Section 99238).

The Council of Governments strives to achieve a balanced geographic and minority representation when appointing committee members. This committee consists of 10 members, including:

- One representative of potential transit users who are 60 years of age or older;
- One representative of potential transit users who are disabled;
- Two representatives of the local social service providers for seniors, including one representative of a social service transportation provider, if one exists;
- Two representatives of a local social service for persons with disabilities, including one representative of a social service transportation provider, if one exists;
- One representative of a local social service provider for persons of limited means;
- Two representatives for the Consolidated Transportation Services Agency, if one exists, including one representative from an operator, if one exists;
- One concerned citizen who has expressed interest in social service transportation.

**Staff Analysis:**

Currently Mr. Tony Mercado, General Manager at MV Transportation, serves on the SSTAC representing a public transit operator as MV Transportation is the contractor who operates County Express. Mr. Mercado has informed staff that he will no longer be able to serve on SSTAC since he will be relocating. Additionally, staff has been notified that Ms. Caroline Medina will be overseeing Mr. Mercado's responsibilities. For this reason, Ms. Medina has requested to serve on the SSTAC.

With the inclusion of Ms. Medina, the Advisory Council's membership will be full and there will be no vacancies. Each member has a term of three years and is eligible for reappointment at the end of their term.

**Staff recommends that the Council of Governments APPOINT Ms. Caroline Medina to the Social Services Transportation Advisory Council (SSTAC).**

Executive Director Review: \_\_\_\_\_

Counsel Review: N/A



Agenda Item: \_\_

## Staff Report

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To: Council of Governments Board of Directors  
From: Kathy Postigo, Administrative Services Specialist **Telephone:** (831) 637-7665  
Date: October 20, 2016  
**Subject: Triennial Performance Audit**

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### **Recommendation:**

**RECEIVE** presentation on Triennial Performance Audit for fiscal years 2012/2013 through 2014/2015.

### **Summary:**

The Transportation Development Act requires the Council of Governments and Local Transportation Authority to perform a performance audit every three years. The past performance audit was completed in July 2014. Under a contract with COG, Michael Baker International has prepared the Triennial Performance Audits for both the Council of Governments and the Local Transportation Authority.

### **Financial Considerations:**

The total cost for the Council of Governments and Local Transportation Authority Audits is \$19,380. This item is included in the 2015/2016 Fiscal Year Council of Governments' and the Local Transportation Authority's budget.

### **Background:**

To ensure program compliance performance audits are conducted every three years and include performance measures that verify the efficiency and effectiveness of planning agencies and Transit operators as required by the TDA regulations, Michael Baker International prepared the performance audit of the Council of Governments. Derek Wong of PMC will provide a brief presentation of the audit findings at the COG meeting.

The Council of Governments' audit has three elements: 1) compliance requirements, 2) responses to prior audit recommendations, and 3) detailed review of the Regional Transportation Planning Agency's functions and activities.

*Council of San Benito County Governments* ■ Measure A Authority  
*Airport Land Use Commission* ■ Service Authority for Freeways and Expressways

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[www.sanbenitocog.org](http://www.sanbenitocog.org)

The Local Transportation Authority's audit has five elements: 1) evaluation of compliance with relevant statutes and regulations, 2) follow-up of prior performance audit recommendations, 3) verification and analysis of performance indicators, 4) review of major functional areas, and 5) key findings and recommendations.

**Staff Analysis:**

Both audits found no compliance issues for either agency. The Council of Governments' audit included four recommendations for performance improvement these recommendations can be found on Page 34 of the report. The Local Transportation Authority's audit included three recommendations, which can be found on page 33 of the report. Staff will work to incorporate the recommendations into the Council of Governments and Local Transportation Authority work plans over the next two years.

Following review by the COG Board, staff will submit the audits to the State Controller's Office.

Executive Director Review: \_\_\_\_\_

Counsel Review: N/A

Supporting Attachments:

1. Triennial Performance Audit of Council of San Benito County Governments
2. Triennial Performance Audit of San Benito Local Transportation Authority



**FY 2013-2015**  
**Triennial Performance Audit**  
of Council of San Benito County  
Governments

Prepared for  
Council of San Benito County Governments

October 2016

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## **Executive Summary**

The Council of San Benito County Governments (San Benito COG) retained Michael Baker International to conduct its Transportation Development Act (TDA) performance audit for fiscal years (FY) 2012–13 through 2014–15. San Benito COG is required by Public Utilities Code (PUC) Section 99246 to prepare and submit an audit of its performance on a triennial basis to the California Department of Transportation (Caltrans) as a condition of receiving TDA funding. TDA funds are expended for San Benito COG administration and planning of public transportation, and distributed to the Local Transportation Authority (LTA) for operations of public transit systems as well as to local jurisdictions for nonmotorized projects and streets and roads.

This performance audit is intended to describe how well San Benito COG is meeting its administrative and planning obligations under the TDA, as well as to present a description of its organizational management and efficiency. To gather information for the TDA performance audit, Michael Baker conducted interviews with agency staff, reviewed various documents, and evaluated San Benito COG's responsibilities, functions, and performance of the TDA guidelines and regulations.

Below are findings from the analysis:

1. San Benito COG has satisfactorily complied with all applicable state legislative mandates for regional transportation planning agencies (RTPA). One mandate was not applicable to the COG with respect to revenue ratios for transportation operators providing services in urbanized and new urbanized areas.
2. Of the four prior performance audit recommendations, San Benito COG fully implemented three recommendations, while the fourth, pertaining to a review of the organizational structure, no longer applied. Alternative structures have been considered; however, the COG/LTA is not proposing major changes to its organizational structure.
3. San Benito COG's mission is reflected in the multifaceted role that the COG plays in enhancing and sustaining the county's multimodal transportation infrastructure. The various roles under the COG's purview are carried out by a small yet competent staff.
4. COG staffing experienced a number of changes during the audit period, in particular a change in the executive director. San Benito COG has streamlined its organization by not filling the transportation planning manager position. Given that the current executive director formerly served in this position, efficiencies are being made to accomplish these responsibilities with leaner technical staff.
5. A significant accomplishment was the completion of the 2014 Regional Transportation Plan (RTP) in June 2014, including extensive public outreach activities and coordination with

regional partners. Outreach efforts included presentations to stakeholder groups and maintaining an online presence for the RTP.

6. The Monterey Bay Region's Coordinated Public Transit-Human Services Transportation Plan was prepared collaboratively in October 2013 by the Association of Monterey Bay Area Governments (AMBAG), its regional transportation partners including San Benito COG, and the public transit operators in the tri-county area, such as County Express and Jovenes de Antaño. Also, an updated LTA Short- and Long-Range Transit Plan was developed to improve and enhance regional public transportation in the San Benito County service area.
7. Staff prepares a detailed and thorough report and discussion of the unmet needs process, analysis of public comment, and a resolution approving the annual unmet transit needs findings. Each year, the COG Board reaffirms the adopted definitions of unmet transit needs and reasonable to meet. Resolutions adopted by San Benito COG during the unmet needs process in San Benito County found that there were no unmet transit needs that were reasonable to meet in each of the three audit years.
8. The unmet transit needs process is promoted extensively to ensure ample participation and comment from the public. Notice of the hearings was given 30 days in advance and provided in English and Spanish. In addition, the COG posted English and Spanish flyers around Hollister and San Juan Bautista and on-board County Express vehicles while distributing the flyer through an email blast to a list of subscribers.
9. As part of its public information and marketing efforts, San Benito COG utilizes a number of approaches that emphasize electronic and social media. The COG website contains an extensive array of information and documentation. The COG has a Facebook page associated with the San Benito RideShare program. Twitter and YouTube page links are also accessible through the San Benito RideShare website.
10. Under Proposition 1B, Public Transportation Modernization Improvement and Service Enhancement Account (PTMISEA), and California Office of Emergency Services, San Benito COG applied for and received funds toward upgrading transit fueling infrastructure, transit maintenance and operations improvement, customer service enhancements, and new bus vehicles.

## **Performance Audit Recommendations**

Four recommendations are provided to improve San Benito COG's administration and management of the TDA program and its organization.

**1. Maintain on file the cover letter accompanying submittal of TDA triennial performance audits to Caltrans.**

A cover letter typically accompanies the submission of the transportation planning agency TDA triennial performance audit to Caltrans. The letter drafted by the transportation planning agency indicates the completion of all required performance audits including for both the COG and the transit operator(s). Although the auditor was able to verify submission of the last performance audit with Caltrans for compliance, San Benito COG should maintain on file the letter and/or email message accompanying the audits.

**2. Ensure TDA claim prepared by the LTA includes all required attachments.**

The auditor's review of copies of TDA claims submitted by the LTA show several attachments that were not consistently included with the claim. These attachments are identified in the Annual Verification of TDA Compliance form and include a signed cover sheet of the State Controller Transit Operator's Financial Transactions Report; CHP terminal inspection certification; certified copy of the claimant's governing board approving the claim; description of the current fare structure; and reporting on efforts to implement the prior performance audit recommendations. While these attachments are available in other COG/LTA files, they should all be consistently attached to the claim packet for presentation of a full and complete submittal. San Benito COG, as the RTPA, should verify and ensure that a completed claim packet including all attachments is submitted and filed prior to approving the claim.

**3. Evaluate merits of allocating Local Transportation Funds (LTF) for bicycle and pedestrian safety education programs.**

San Benito COG allocates 2 percent of LTF for bicycle and pedestrian projects as allowed by the TDA statute. These revenues can be claimed by local jurisdictions (city or county) for eligible projects. One such eligible use of these allocated funds is for bicycle and pedestrian safety education programs. The COG and the local jurisdictions are members of Safe Kids California San Benito Partners which works to prevent unintentional childhood injuries through the collaborative efforts of community agencies to provide education and public awareness of bicycle and pedestrian safety. San Benito COG could evaluate the merits of reviewing potential TDA claims by a city or the county for such programs, and work with the partner agencies on funding opportunities.

**4. Update in-house TDA guidelines for inclusion of new state legislation.**

San Benito COG has an in-house document guiding TDA funding in the county. A few changes have occurred in relation to the TDA and transit operations within the last year. New legislation (Senate Bill [SB] 508) passed in October 2015 significantly modified several provisions of the TDA. The legislation has several objectives, including simplifying fare recovery requirements; authorizing funding of bicycle and pedestrian safety education programs; and modifying State Transit Assistance (STA) qualifying criteria for operations. San Benito's TDA guidelines should be updated to reflect these changes and identify the responsible party for implementing the updates, such as the fiscal auditor for the farebox recovery calculation. San Benito COG should also communicate these changes to the LTA and transit contractor and determine what implications, if any, the changes might have on transit operations.

SB 508 rationalizes performance metrics, for example, by applying the same operating cost exemptions to both the farebox recovery ratio and the STA qualifying criteria. In addition, this bill clarifies a few terms that should help ensure expectations are applied uniformly to the transit operators. Highlights of the bill are summarized in the last section of the audit.

## Section I

### Introduction – Initial Review of San Benito COG Functions

The Council of San Benito County Governments (San Benito COG) retained Michael Baker International to conduct its Transportation Development Act (TDA) performance audit covering the most recent triennial period, fiscal years (FY) 2012–13 through 2014–15. San Benito COG is required by Public Utilities Code (PUC) Section 99246 to prepare and submit an audit of its performance on a triennial basis to the California Department of Transportation (Caltrans) as a condition of receiving TDA funding.

This performance audit, as required by the TDA, is intended to describe how well San Benito COG is meeting its administrative and planning obligations under the TDA.

#### Overview of San Benito County and San Benito COG

San Benito County is located in the Coast Range Mountain region of central California bordered by Santa Clara County to the north, Monterey County to the west and southwest, Santa Cruz County to the northwest, Merced County to the east, and Fresno County to the east and southeast. The county was named after the San Benito Valley and established in 1874 from parts of Monterey County. A demographic snapshot of key cities and the county is presented in Table I-1:

Table I-1  
San Benito County Demographics

City/Jurisdiction	2010 US Census Population	Change from 2000 US Census	Population 65 years & older	Land area (in square miles)
Hollister	34,928	1.5%	7.4%	7.3
San Juan Bautista	1,862	20.2%	11.9%	2.6
Total San Benito County	55,269	3.8%	9.7%	1,391

Source: 2010 US Census

The City of Hollister is the county seat and largest city. The county and its two incorporated cities saw modest growth between the 2000 and 2010 US Censuses. San Juan Bautista saw the highest percentage increase in population. The senior citizen population, comprising residents aged 65 and over, is 9.7 percent countywide. The 2016 population for San Benito County is estimated to be 56,648 as reported by the state Department of Finance.

Agriculture is the chief industry in San Benito County. Several important local industries, such as canning and food processing, are related to agriculture. Retail trade is the second largest industry, in terms of employment. Other leading employment sectors in San Benito County include manufacturing, construction, and educational services. Pinnacles National Park became

the 51st National Park in January 2013. As a result, Pinnacles National Park is expected to draw visitors to the region.

Residential construction fueled economic growth as San Benito County provided affordable housing for commuters traveling to work in the Bay Area, as evidenced by almost half of the workforce living in the county commuting to work sites located in other counties, according to the US Census. Major highways traversing San Benito County include US 101 and State Routes (SR) 25, 33, 129, 146, and 156. SR 156 is the main east–west highway connecting the cities of Hollister and San Juan Bautista with US 101. SR 25 is the main north–south highway that runs through Hollister and also connects with US 101 in Gilroy. US 101 runs north–south through the western portion of the county adjacent to San Juan Bautista, providing connections to Gilroy, Salinas, and San Jose.

In its capacity as a regional transportation planning agency (RTPA) for TDA administration, San Benito COG administers and allocates TDA revenues to eligible claimants, including the Local Transportation Authority (LTA) and local jurisdictions for street and road purposes. Among its planning responsibilities, San Benito COG is required to develop and approve a four- to five-year transportation improvement program that is updated every two years, as well as a short-range transit plan. In addition, San Benito COG plans and programs local and regional transportation projects for funding and coordination with regional programs.

San Benito COG’s audited TDA allocations for administration and plans/programs during the fiscal years addressed by this audit ranged from \$159,749 in FY 2012–13, to \$294,451 in FY 2013–14, and to \$281,375 in FY 2014–15.<sup>1</sup>

Role and Structure of San Benito COG

San Benito COG was created in December 1973 under a joint powers agreement (JPA) between the Cities of Hollister and San Juan Bautista and the County of San Benito. The JPA was amended in May 1974 with rules and regulations governing activity of the COG amended in May 2012 and March 2013. San Benito COG serves a multifaceted role in the planning and administration of transportation-related programs and projects throughout the county. The COG’s activities are governed by TDA regulations, the California Code of Regulations, and Memorandums of Understanding with Caltrans. The designated roles and functions of the San Benito COG are summarized in the table below:

**Table I-2  
San Benito COG Functions**

Designated Roles	Functions
Regional Transportation Planning Agency (RTPA)	The COG is responsible for the development of the Regional Transportation Plan (RTP) as well

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<sup>1</sup> Source: Annual Basic Financial Statements - State of Revenue, Expenditures, and Changes in Fund Equity General Administration Fund.

Designated Roles	Functions
	as the allocation of annual TDA funds to local jurisdictions and transit operators.
<b>Consolidated Transportation Service Agency (CTSA)</b>	The LTA, staffed by COG employees, is currently the designated CTSA and provides coordination of social service transportation activities and needs within the county. The CTSA was established under a JPA in September 1986.
<b>Local Transportation Authority (LTA)</b>	Established under a JPA by the Cities of Hollister and San Juan Bautista and the County of San Benito in June 1990, the LTA administers the regional public transportation system serving the county. The LTA Board of Directors is the same board as the COG. The LTA is staffed by COG employees.
<b>Area-wide Planning Organization</b>	San Benito COG is the designated Area-wide Planning Organization by the US Department of Housing and Urban Development, which is responsible for compliance with the comprehensive planning activities of Section 701 of the Housing Act of 1954.
<b>Airport Land Use Commission</b>	The commission reviews proposed land use applications within the planning areas of the two local airports: Hollister Municipal Airport and the Frazier Lake Airpark.
<b>Measure A Authority</b>	Pursuant to the San Benito County Local Roads and Highways Improvement Ordinance approved by the county's electorate in June 1988, the COG is the designated Measure A Authority that administers the local sales tax measure funding specific highway improvement projects, such as the Highway 25 bypass.
<b>Service Authority for Freeways &amp; Expressways (SAFE)</b>	The San Benito SAFE was established by the City Councils of Hollister and San Juan Bautista and the San Benito County Board of



Designated Roles	Functions
	Supervisors in September 1998 to administer and service the county’s network of 36 emergency roadside call boxes.

Source: San Benito COG

San Benito COG’s offices are located at 330 Tres Pinos Road, Suite C7, in the City of Hollister. COG Board meetings are held at the San Benito County Board of Supervisors chambers. Advisory and standing committees of the COG meet at the COG’s offices in the conference room. Unmet transit needs hearings are generally held at the Hollister Community Center and in the San Benito County Board of Supervisors chambers. Staff provides support to the COG Board of Directors as well as to four advisory and standing committees, as described below:

San Benito COG Board of Directors: The purpose of the Board of Directors is to serve as the principal policy-making body of San Benito COG. The San Benito COG Board serves as the COG’s principal governing body whose members are appointed by the member agencies. Membership of the board is composed of two members from the San Benito County Board of Supervisors; two members from the Hollister City Council; one member from the San Juan Bautista City Council; and one ex-officio member from Caltrans. The board meets the third Thursday of the month at 3:00 p.m.

Technical Advisory Committee (TAC): The TAC is composed of planning and public works representatives from each member agency, Caltrans, AMBAG, and California Highway Patrol (CHP). The purpose of the TAC is to advise the COG on matters related to transportation planning. Members include the planning directors of San Benito County and the City of Hollister, the public works administrator of San Benito County, the public works director of the City of Hollister, the city manager of San Juan Bautista, one representative from Caltrans District 5, a representative from the CHP, and a representative from AMBAG. The TAC meets the first Thursday of every third month at 2:00 p.m.

Social Services Transportation Advisory Council (SSTAC): The SSTAC is San Benito COG’s only standing committee statutorily created (PUC 99238) to serve a broad representation of elderly, disabled persons, persons of limited means, social service agencies, the transit dependent, and transit providers. The SSTAC advises the COG during the annual unmet transit needs process as well as on any matter related to mobility. The SSTAC bylaws, amended in September 2012, outline duties and responsibilities, membership, and organization and procedures. The SSTAC meets the fourth Friday of every other month at 9:30 a.m.

Bicycle & Pedestrian Advisory Committee (BPAC): The BPAC was established in 2008 and is composed of members from the general public and local agencies who are appointed by the COG Board. The committee advises the COG on matters related to bicycle and pedestrian mobility and safety. The BPAC meets the first Friday of every third month at 10:00 a.m.



*Transportation Plan Advisory Committee:* This committee was created to advise the COG on the development of the RTP, a long-range planning document that sets forth goals and policies for transportation project development in the county, establishes a list of projects that may be constructed or implemented in the next 25 years, and identifies funding available for these projects. The latest RTP update was completed in June 2014.

During parts of the audit period, San Benito COG staff was composed of an executive director, transportation planning manager, one full-time transportation planner, and an administrative services specialist. Turnover in the executive director position toward the end of the audit period was followed by the transportation planning manager becoming interim executive director, and the planning manager position remaining vacant. Administrative support staff included an administrative services specialist, transportation planner, secretary, and student intern, now an office assistant in lieu of the intern. In addition to the COG staff, the LTA employs one full-time transportation planner, a full-time mechanic, and a part-time mechanic which is currently vacant. These positions experienced turnover during the three-year period.

### Transit Operators

San Benito COG approves TDA fund claims and monitors public transportation systems in the county. Each transit service in San Benito COG's jurisdiction is currently operated on a contract basis under the LTA. Each service is described briefly below:

*County Express:* County Express operates local fixed-route service in Hollister, an intercounty fixed-route between San Benito and Santa Clara Counties, and demand-responsive services. The transit service operates Monday through Friday from 5:30 a.m. to 8:30 p.m., and Saturdays and Sundays from 7:40 a.m. to 6:00 p.m., with the intercounty routes generally operating the full hours of operations. The service does not operate on the following holidays: New Year's Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas Day. County Express is administered by the San Benito County LTA and is operated by a private contractor, MV Transportation.

*Specialized Transportation:* The LTA contracts with Jovenes de Antaño, a local nonprofit organization, to provide specialized paratransit service to seniors aged 60 and older and persons with disabilities. The service area encompasses most of San Benito County. Reservations are required at least two days in advance. An out-of-county, nonemergency medical transportation service is available to facilities in Gilroy, Palo Alto, San José, Stanford, Salinas, and Monterey. Reservations for medical transportation must be made at least one week prior to the appointment. The service is funded through contributions from the Area Agency on Aging of San Benito and Santa Cruz Counties, and from San Benito COG/LTA.

## Audit Methodology

To gather information for this performance audit, Michael Baker accomplished the following activities:

*Document Review:* Conducted an extensive review of documents, including various San Benito COG files and internal reports, committee agendas, and public documents.

*Interviews:* Interviewed San Benito COG and LTA staff, and each transit contractor (MV Transportation and Jovenes de Antaño) to gain their perspectives about the agency's efficiency and economy.

*Analysis:* Evaluated the responses from the interviews as well as the documents reviewed about San Benito COG's responsibilities, functions, and performance to TDA guidelines and regulations.

All of the activities described above were intended to provide information necessary to assess San Benito COG's efficiency and effectiveness in two key areas:

- Compliance with state TDA requirements
- Organizational management and efficiency

The remainder of this report is divided into four chapters. In Chapter II, Michael Baker reviews the compliance requirements of the TDA administrative process. Chapter III describes San Benito COG's responses to the recommendations in the previous performance audit. In Chapter IV, Michael Baker provides a detailed review of San Benito COG's functions, while Chapter V summarizes our findings and recommendations.

## Section II

### RTPA Compliance Requirements

Fourteen key compliance requirements are suggested in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, September 2008, developed by Caltrans, which was used to assess San Benito COG’s conformance with the TDA. Our findings concerning San Benito COG’s compliance with state legislative requirements are summarized in Table II-1.

TABLE II-1 San Benito COG Compliance Requirements Matrix		
RTPA Compliance Requirements	Reference	Compliance Efforts
All transportation operators and city or county governments which have responsibility for serving a given area, in total, claim no more than those Local Transportation Fund (LTF) monies apportioned to that area.	Public Utilities Code, Section 99231	San Benito COG accounts for its claimants’ areas of apportionment and has not allowed those claimants to claim more than what is apportioned for their area.  San Benito COG uses a formula based on annual California Department of Finance population estimates to determine each local jurisdiction’s apportionments.  <b>Conclusion: Complied</b>
The RTPA has adopted rules and regulations delineating procedures for the submission of claims for facilities provided for the exclusive use of pedestrians and bicycles.	Public Utilities Code, Sections 99233.3 and 99234	San Benito COG provides guidance on its TDA Claims form for the submission of claims for pedestrian and bicycle projects. The COG’s internal TDA guidance document describes the submission requirements of a claim including project description, financial plan, and certified copy by the claimant’s board/council approving the claim. The <i>San Benito County Bikeway and Pedestrian Master</i>

TABLE II-1 San Benito COG Compliance Requirements Matrix		
RTPA Compliance Requirements	Reference	Compliance Efforts
		<p><i>Plan</i>, completed in December 2009, provides a basis for expenditure of TDA funds for these projects. Claims are approved by the San Benito COG Board of Directors.</p> <p><b>Conclusion: Complied</b></p>
<p>The RTPA has established a social services transportation advisory council. The RTPAs must ensure that there is a citizen participation process which includes at least an annual public hearing.</p>	<p>Public Utilities Code, Sections 99238 and 99238.5</p>	<p>The SSTAC is currently composed of seven members who advise the COG during the annual unmet transit needs process as well as on any matter related to mobility. Although the required number of representatives in the state statute is nine members, some current members may be representing more than one interest to satisfy the makeup of the SSTAC. In addition to the annual unmet transit needs process and hearings, the SSTAC participates on a number of other issues including coordination of specialized transportation services and short-range transit planning.</p> <p>The San Benito COG unmet transit needs public hearings are scheduled in the spring at public venues in Hollister.</p> <p><b>Conclusion: Complied</b></p>
<p>The RTPA has annually identified, analyzed, and recommended potential productivity</p>	<p>Public Utilities Code, Section 99244</p>	<p>Transit performance data are generated by the operations contractor, and collected and</p>

TABLE II-1 San Benito COG Compliance Requirements Matrix		
RTPA Compliance Requirements	Reference	Compliance Efforts
<p>improvements which could lower the operating costs of those operators which operate at least 50 percent of their vehicle service miles within the RTPA's jurisdiction. Recommendations include, but are not limited to, those made in the performance audit.</p> <ul style="list-style-type: none"> <li>• A committee for the purpose of providing advice on productivity improvements may be formed.</li> <li>• The operator has made a reasonable effort to implement improvements recommended by the RTPA, as determined by the RTPA, or else the operator has not received an allocation which exceeds its prior year allocation.</li> </ul>		<p>analyzed on behalf of COG through the LTA on a monthly, quarterly, and annual basis to provide historic comparison and trend analysis.</p> <p>The 2016 <i>San Benito County Short and Long Range Transit Plan</i> designed a performance measurement system around the LTA's mission, vision, and eight guiding principles. The performance measures can be used by LTA to identify, analyze, and recommend potential productivity improvements.</p> <p>San Benito COG has not established a separate committee for the purpose of advising on productivity improvements (e.g., transit operators committee); however, the SSTAC and LTA fulfill that function.</p> <p><b>Conclusion: Complied</b></p>
<p>The RTPA has ensured that all claimants to whom it allocates Transportation Development Act (TDA) funds submits to it and to the State Controller an annual certified fiscal and compliance audit within 180 days after the end of the fiscal year (December 27). The RTPA may grant an extension of up to 90 days as it deems necessary (March 26).</p>	<p>Public Utilities Code, Section 99245</p>	<p>San Benito COG maintains files that all TDA claimants submit an annual certified fiscal and compliance audit. Since the COG serves as the LTA, the audited fiscal data for the county transit system is included in the COG's annual fiscal and compliance audit. The following fiscal audits were completed by JJACPA, Inc., a professional accounting services corporation:</p>

<b>TABLE II-1 San Benito COG Compliance Requirements Matrix</b>		
<b>RTPA Compliance Requirements</b>	<b>Reference</b>	<b>Compliance Efforts</b>
		<p><b>San Benito County Local Transportation Authority –</b>                      FY 2013: December 5, 2013                      FY 2014: December 2, 2014                      FY 2015: December 9, 2015</p> <p><b>Conclusion: Compiled</b></p>
<p>The RTPA has designated an independent entity to conduct a performance audit of operators and itself (for the current and previous triennium). For operators, the audit was made and calculated the required performance indicators, and the audit report was transmitted to the entity that allocates the operator's TDA monies and to the RTPA within 12 months after the end of the triennium. If an operator's audit was not transmitted by the start of the second fiscal year following the last fiscal year of the triennium, TDA funds were not allocated to that operator for that or subsequent fiscal years until the audit was transmitted.</p>	<p>Public Utilities Code, Sections 99246 and 99248</p>	<p>For the current three-year period, San Benito COG has retained an independent entity, Michael Baker International, to conduct the audit of San Benito COG.</p> <p>Pacific Municipal Consultants, which was acquired by Michael Baker in 2015, was retained to conduct the previous audit for the three fiscal years that ended June 30, 2012.</p> <p><b>Conclusion: Complied</b></p>
<p>The RTPA has submitted a copy of its performance audit to the Director of the California Department of Transportation. In addition, the RTPA has certified in writing to the Director that the performance audits of operators located in the area under its jurisdiction have been completed.</p>	<p>Public Utilities Code, Section 99246(c)</p>	<p>San Benito COG submitted its triennial performance audit and that of the LTA to Caltrans. A cover letter accompanying the audits was not located to verify the date of submittal. However, a check with Caltrans TDA staff confirmed receipt of the audit report on July 25, 2013.</p>

<b>TABLE II-1</b> <b>San Benito COG Compliance Requirements Matrix</b>		
<b>RTPA Compliance Requirements</b>	<b>Reference</b>	<b>Compliance Efforts</b>
		<p><b>Conclusion: Complied. San Benito COG should ensure that a cover letter accompanying the San Benito COG and LTA performance audits to Caltrans is kept on file.</b></p>
<p>The performance audit of the operator providing public transportation services shall include, but not be limited to, a verification of the operator's operating cost per passenger, operating cost per vehicle service hour, passengers per vehicle service mile, and vehicle service hours per employee, as defined in Section 99247. The performance audit shall include, but not be limited to, consideration of the needs and types of passengers being served and the employment of part-time drivers and the contracting with common carriers of persons operating under a franchise or license to provide services during peak hours, as defined in subdivision (a) of Section 99260.2.</p>	<p>Public Utilities Code, Section 99246(d)</p>	<p>A separate performance audit of the San Benito County LTA, which provides public transportation services in the county, includes the required verification of performance measures and analyses.</p> <p><b>Conclusion: Complied</b></p>
<p>The RTPA has established rules and regulations regarding revenue ratios for transportation operators providing services in urbanized and new urbanized areas.</p>	<p>Public Utilities Code, Sections 99270.1 and 99270.2</p>	<p>The transit service in San Benito County operates in a nonurbanized area.</p> <p><b>Conclusion: Not Applicable</b></p>
<p>The RTPA has adopted criteria, rules, and regulations for the evaluation of claims under Article</p>	<p>Public Utilities Code, Section 99275.5</p>	<p>San Benito COG is the designated CTSA in San Benito County. Article 4.5 funds are</p>

TABLE II-1 San Benito COG Compliance Requirements Matrix		
RTPA Compliance Requirements	Reference	Compliance Efforts
4.5 of the TDA and the determination of the cost-effectiveness of the proposed community transit services.		claimed for the provision of Americans with Disabilities Act (ADA) paratransit services. Performance measures for specialized transportation are developed and monitored quarterly in the LTA transit and specialized transportation operations report.  <b>Conclusion: Complied.</b>
State transit assistance funds received by the RTPA are allocated only for transportation planning and mass transportation purposes.	Public Utilities Code, Sections 99310.5 and 99313.3, and Proposition 116	San Benito COG allocates State Transit Assistance (STA) funds for transit operations pursuant to state statutes.  <b>Conclusion: Complied</b>
The amount received pursuant to Public Utilities Code, Section 99314.3 by each RTPA for state transit assistance is allocated to the operators in the area of its jurisdiction as allocated by the State Controller's Office.	Public Utilities Code, Section 99314.3	STA funds under this section are allocated to fund all eligible transit services.  <b>Conclusion: Complied</b>
If TDA funds are allocated to purposes not directly related to public or specialized transportation services, or facilities for exclusive use of pedestrians and bicycles, the transit planning agency has annually: <ul style="list-style-type: none"> <li>• Consulted with the Social Services Transportation Advisory Council (SSTAC) established pursuant to Public</li> </ul>	Public Utilities Code, Section 99401.5	San Benito COG conducts the annual unmet transit needs process and hearing in consultation with the SSTAC. One of the primary responsibilities of the SSTAC is to advise San Benito COG on existing public transportation needs.  The definitions of "unmet transit needs" and "reasonable to meet" are reaffirmed in the



TABLE II-1 San Benito COG Compliance Requirements Matrix		
RTPA Compliance Requirements	Reference	Compliance Efforts
<p>Utilities Code Section 99238;</p> <ul style="list-style-type: none"> <li>• Identified transit needs, including:                             <ul style="list-style-type: none"> <li>✓ Groups that are transit-dependent or transit-disadvantaged;</li> <li>✓ Adequacy of existing transit services to meet the needs of groups identified; and</li> <li>✓ Analysis of potential alternatives to provide transportation alternatives.</li> </ul> </li> <li>• Adopted or reaffirmed definitions of "unmet transit needs" and "reasonable to meet";</li> <li>• Identified the unmet transit needs and those needs that are reasonable to meet;</li> <li>• Adopted a finding that there are no unmet transit needs, that there are no unmet needs that are reasonable to meet, or that there are unmet transit needs including needs that are reasonable to meet.</li> </ul> <p>If a finding is adopted that there are unmet transit needs, these needs must have been funded before an allocation was made for streets and roads.</p>		<p>report and findings of the unmet needs process are adopted through board resolution. Evidence of published advertisement of the hearings in each jurisdiction is also provided in the report.</p> <p>LTF have only been allocated to streets and roads after completion of the unmet needs process.</p> <p><b>Conclusion: Complied</b></p>

TABLE II-1 San Benito COG Compliance Requirements Matrix		
RTPA Compliance Requirements	Reference	Compliance Efforts
The RTPA has caused an audit of its accounts and records to be performed for each fiscal year by the county auditor, or a certified public accountant. The RTPA must transmit the resulting audit report to the State Controller within 12 months of the end of each fiscal year, and must be performed in accordance with the Basic Audit Program and Report Guidelines for California Special Districts prescribed by the State Controller. The audit shall include a determination of compliance with the TDA and accompanying rules and regulations. Financial statements may not commingle with other revenues or funds. The RTPA must maintain fiscal and accounting records and supporting papers for at least four years following fiscal year close.	California Administrative Code, Section 6662	<p>San Benito COG has had an audit of its accounts and records performed for each fiscal year by a certified public accountant. San Benito COG retained the firm of JJACPA, Inc. a professional accounting services corporation.</p> <p>Completion dates were:</p> <p>FY 2013: December 5, 2013  FY 2014: December 2, 2014  FY 2015: December 9, 2015</p> <p>San Benito COG also maintains fiscal and accounting records and supporting papers for at least four years following fiscal year close.</p> <p><b>Conclusion: Complied</b></p>

**Findings from RTPA Compliance Requirements Matrix**

San Benito COG has satisfactorily complied with all applicable state legislative mandates for RTPAs. One mandate was not applicable to the COG with respect to revenue ratios for transportation operators providing services in urbanized and new urbanized areas.

With regard to the COG’s submittal of its performance audit to Caltrans, the auditor did not receive a copy of the cover letter. Even though the auditor was able to confirm with Caltrans that the RTPA has certified in writing to Caltrans that the performance audit of the LTA had been completed, it is suggested that a copy of the cover letter be retained on file.

## Section III

### Responses to Prior Triennial Performance Audit Recommendations

This chapter describes San Benito COG's response to the recommendations included in the prior triennial performance audit. For this purpose, each prior recommendation is described followed by a discussion of San Benito COG's efforts to implement the recommendation. Conclusions concerning the extent to which the recommendations have been adopted by the agency are then presented.

#### Prior Recommendation 1

Provide estimation of San Benito COG employee time allocation for Overall Work Program (OWP) elements.

#### Actions taken by San Benito COG:

In the prior performance audit, it was suggested that San Benito COG attach an equivalent allocation of staff time on each task. This recommended effort would project staffing times based on task budgeting. This added feature to the OWP indicates projected human resource commitment to each project and associated expense, and level of agency effort needed to complete the task.

During the audit period, the COG fully implemented tracking work on OWP work elements by staff hours, while the OWP budget is prepared based on the estimated number of hours by staff person. Although the OWP identifies the amounts budgeted for each work element and not the labor hours, staff is able to track expenses against labor internally.

#### Conclusion:

This recommendation has been implemented.

#### Prior Recommendation 2

Consider the implementation of a Mobility Management Plan and the appropriate CTSA designation and implementation.

#### Actions taken by San Benito COG:

This recommendation is carried over from the prior audit and concerns the adoption and implementation of a Mobility Management Plan along with the appropriate CTSA designation. The *Short and Long Range Transit Plan* described the LTA as the designated CTSA and being proactive in improving and coordinating transportation services. However, limited resources

and personnel have restricted its role. The plan includes a mobility management alternative as a longer-term strategy to be implemented when demand for the door-to-door services provided by Jovenes de Antaño exceeds available funding. The strategies in the *Short and Long Range Transit Plan* will be implemented over the coming 12–18 months.

Conclusion:

This recommendation has been implemented.

Prior Recommendation 3

Consider alternative organizational structures for an RTPA that directly administers transit services.

Actions taken by San Benito COG:

During the prior audit cycle, San Benito COG was reviewing alternative organizational structures for the administration of its RTPA responsibilities as well as those of the LTA. Sample organizational structures from other similar transportation planning agencies were provided by the auditor in an appendix in the prior performance audit.

While these have been considered, the COG/LTA indicated it is not proposing major changes to its organizational structure.

Conclusion:

This recommendation no longer applies.

Prior Recommendation 4

Establish performance criteria for evaluating transit systems under Article 4.5.

Actions taken by San Benito COG:

It was suggested in the prior performance audit that San Benito COG propose a system of four to five performance benchmarks for Jovenes de Antaño, as the provider of specialized services, and evaluate whether the operator meets a minimum of three out of five indicators, or otherwise provide recommendations for service enhancements that can help attain the standards.

Performance measures for specialized transportation are developed and monitored quarterly in the LTA transit and specialized transportation operations report. The measures include ridership, revenue service hours, passengers per revenue hour, cost per revenue hour, cost per

passenger, and operations cost. In addition to determining these measures, the percentage change by quarter compared to the same quarter in the previous year is calculated for each of these measures, which are broken down by service and system-wide for Jovenes de Antaño.

Conclusion:

This recommendation has been implemented.

## **Section IV**

### **Detailed Review of San Benito COG Functions**

In this section, a detailed assessment of San Benito COG's functions and performance as a RTPA during this audit period is provided. Adapted from Caltrans' *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, San Benito COG's activities can be divided into the following activities:

- Administration, management, and coordination
- Transportation planning and regional coordination
- TDA claimant relationships and oversight
- Public information and external affairs
- Grant applications and management

#### **Administration, Management, and Coordination**

This section discusses the overall administration of San Benito COG's functions, which include general administration, internal planning and achievements, OWP, and personnel management.

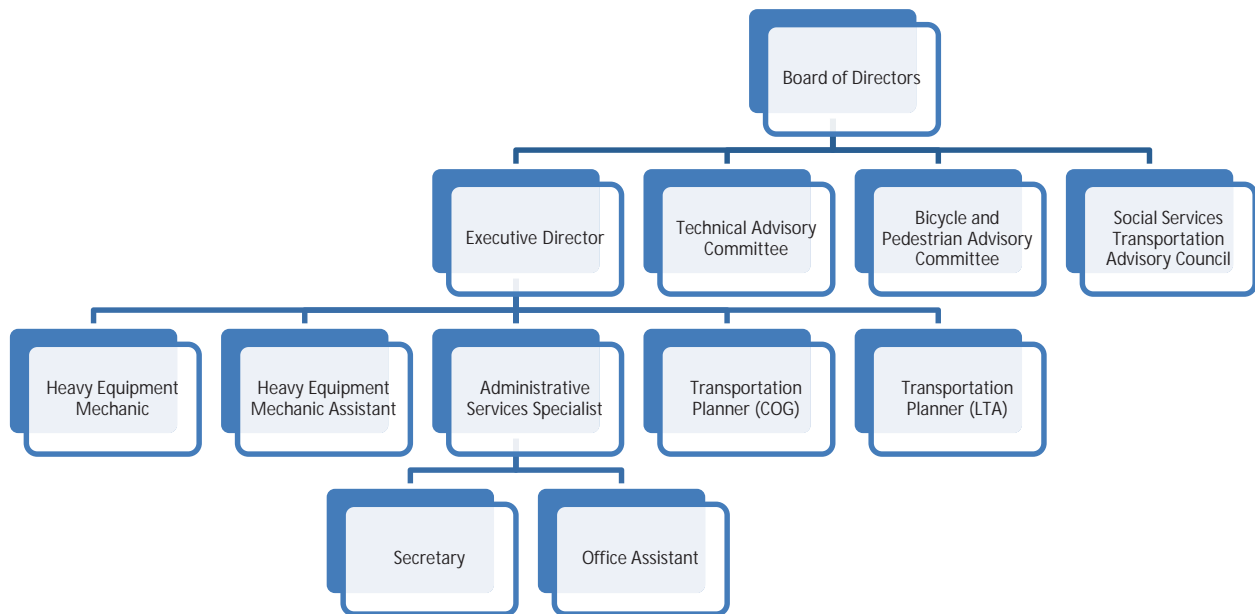
##### **General Administration**

Based upon its mission statement, the San Benito COG "improves the mobility of San Benito County travelers by planning for and investing in a multi-modal transportation system that is safe, economically viable, and environmentally friendly." The COG's mission is reflected in its multifaceted role in enhancing and sustaining the county's multimodal transportation infrastructure. Rules and regulations of San Benito COG were updated in March 2013 to identify the date and time of regular COG board meetings, and to identify recordkeeping requirements of each board meeting.

The various roles under the COG's purview are carried out by a small yet competent staff. There was a change in the executive director, which was filled on an interim basis by the former transportation planning manager. The interim title was eliminated following an open recruitment for executive director from March–July 2015, which was handled by the County, and the formal appointment of the interim executive director by the COG board. In addition to serving as the executive director for the COG, the position also encompasses the LTA, Measure A Authority, Airport Land Use Commission, and the Service Authority for Freeways and Expressways.

Although beyond the audit period, it is noted that San Benito COG has streamlined its organization by not filling the transportation planning manager position. Given that the current executive director served in this former planning management position, efficiencies are being made to accomplish these responsibilities with leaner technical staff, with all staff now reporting directly to the executive director. The transportation planning tech was also eliminated, with an office assistant position added. A part-time mechanic assistant position is currently vacant. The following figure shows the change in the organization chart.

**Figure IV-1**  
**San Benito COG Organization Chart**



Source: San Benito COG

### Internal Planning and Achievements

In addition to the transition in executive leadership and streamlining of staff, San Benito COG managed a number of transportation planning activities of importance to the San Benito County region. Several are listed below:

- Completion of the 2014 RTP, including extensive public outreach activities and coordination with regional partners. Outreach efforts included presentations to stakeholder groups and maintaining an online presence for the RTP.
- Completed the relinquishment of Highway 25 to the City of Hollister.
- On a regional level, continued coordination with Caltrans and the Santa Clara County Valley Transportation Authority (through a Memorandum of Understanding) on the Route 152

Corridor Project, and coordinated with the Central Coast RTPAs to raise the importance of US 101 and transportation needs associated with it.

- Continued implementation of the 2009 San Benito County Bikeway and Pedestrian Master Plan. The plan guides the future development of bicycle and pedestrian facilities in the San Benito County region.
- Coordinated locally with stakeholders on topics of interest including improvements to the Route 25 corridor.
- Coordination with the City of Hollister in its submittal of an Active Transportation Program grant for the construction of the West Gateway Project.
- Initiated implementation of the Safe Routes to School plan for R.O. Hardin and Calaveras Elementary Schools. The plan's recommendations led to the implementation of crosswalk and bicycle lane striping by the City of Hollister in the project area.
- Continued discussions and planning work on the Alameda circulation project in San Juan Bautista.
- Finalized coordination and assisted in the implementation of the City of Hollister's Complete Streets Plan for the Tres Pinos Corridor Project.
- Continued efforts to reduce congestion by assisting commuters and employers with RideShare commute alternatives programs such as the Vanpool Program and 511.
- Prepared 2015 Title VI Program and Language Assistance Plan for Limited English Proficiency individuals.
- Assisted AMBAG in April 2015 with the update of the Monterey Bay Area Public Participation Plan, which is a comprehensive document that aims to guide the public participation process for regional planning agencies and local jurisdictions in the tri-county Monterey Bay region that either receive federal funds or are subject to a federally required action.
- Partnered with AMBAG, the Santa Cruz County Regional Transportation Commission, and the Transportation Agency for Monterey County to develop a Complete Streets Guidebook.
- Completed work on the Traffic Mitigation Impact Fee Study update for the City of Hollister and San Benito County.

### Overall Work Program

The OWP serves as San Benito COG's annual budget and program guide. The OWP identifies the specific work elements that the COG will undertake for the coming fiscal year. Most of the OWP work elements address the COG's state and federal planning requirements; the document is subject to federal and state guidance. Other work elements included in the OWP address and resolve local transportation planning issues and priorities, including the local Measure A program.



The OWPs prepared during the audit period included three main chapters plus an appendix. The introductory section of the OWP provided an overview of what the COG does, county demographics, and public participation procedures as well as a listing of board members, committees, and staff. Chapter 2, Planning and Funding, contained an overview of the past year's OWP accomplishments and a budget summary for each work element. Chapter 3 presented the OWP work program that described the specific planning task to be undertaken by the COG. The appendix included a summary of AMBAG work elements partially funded by San Benito COG.

Following the audit period, San Benito COG revised the OWP format to separate specifically emphasized work elements. For example, the outreach, coordination, and communications work programs received their own chapter. Also, each transportation mode (highways, streets, public transportation, aviation, and goods movement) is highlighted for its importance to the county transportation system with detailed work elements assigned by function such as coordination, transportation plan update, short-range planning, and special studies. Most of the work elements addressed in San Benito COG's annual OWP have been fairly consistent during the audit period. TDA administration is categorized under the Coordination and Information work element in the OWP.

The OWP is developed by reviewing the previous year's document, which involves a staff review of the specific work elements that they are involved with. Each work element is assigned a number and title along with the designated lead agency and project manager. In addition, the work element contains the objective, previous and ongoing work assessment, tasks, work products, and budget with the funding source and amount.

### *Personnel Management*

Personnel management is undertaken by several staff members, including the executive director and the administrative services specialist. Employee recruitment is conducted through the County.

The County of San Benito *Personnel Policies & Procedures Handbook* provides personnel management guidance for San Benito COG. The handbook, dating to 1991, includes the County's personnel ordinance, personnel rules, and employer-employee relations policy. Comprehensive medical and dental plans are available for full-time employees. Vision coverage and basic life insurance coverage is provided for each employee. Regular full-time employees with up to five years of service accrue up to 10 days of annual vacation leave, with a progression of additional vacation leave based on longer years of service. Sick leave is also accrued.

San Benito COG employees participate in the California Public Employees' Retirement System under the full formula of 2 percent at 55, and employees hired after January 1, 2013 will receive 2 percent at 62. The retirement benefit is 100 percent paid by the County. In addition to the defined benefit retirement plan, employees may participate in two 457 tax-deferred retirement

savings plans. Employees may roll over funds from prior 401(k) or 457 pursuant to applicable IRS limits. Employees hired prior to January 1, 2013 contribute 7 percent toward the employee CalPERS contribution. After January 1, 2013, employees contribute 6.5 percent toward the employee CalPERS contribution.

### **Transportation Planning and Regional Coordination**

This functional area addresses planning functions required of San Benito COG, including development of the RTP and the Transportation Improvement Program. Additional planning initiatives undertaken by the COG are also discussed.

#### **Regional Transportation Plan**

The RTP is San Benito COG's long-range planning document that guides the development of transportation in San Benito County over a 20-year horizon. The RTP demonstrates how San Benito County will better maintain, operate, and expand its transportation system in a financially constrained manner. The document is updated every four years and is required by state and federal law. It also serves to expedite project approval and prioritization.

The most current RTP, titled *On the Move: 2035*, was prepared and adopted in June 2014 under the direction of the California Transportation Commission Regional Transportation Plan Guidelines. The RTP was developed with input from the COG board and committees as well as from Hollister and San Juan Bautista, San Benito County, Caltrans, neighboring RTPAs, AMBAG, and the public.

The RTP update contains an Executive Summary and seven chapters: Introduction, Regional Issues and Overall Policy Approach, Existing Conditions, Action Plan, Financial Plan, Performance Measures, and Public Participation. San Benito COG has committed to planning for complete streets in the future, and that commitment is reflected in the RTP, with significant investments in bicycle and pedestrian facilities and other enhancements to the system.

The preparation of the updated RTP was a departure from previous RTPs and involved addressing new state requirements as well as conducting additional outreach to gather opinions from community groups, policy makers, other governmental agencies, and interested residents. Several changes included:

- Expanded Funding Assumptions – provided options for addressing the gap between the amounts of money expected to be received compared with the amounts of money needed to solve transportation problems.
- Complete Streets – addressed street design to embrace everyone, including motorists, pedestrians, bicyclists, the elderly, people with disabilities, and transit users.

- Healthy Communities – addressed how transportation policy and project decision making impacts obesity, pollution, and quality of life.
- Economic Vitality – discussed the connection between transportation investments and the short- and long-term economic vitality of the region for job creation, freight mobility, and time spent stuck in traffic.
- Sustainable Communities Strategy – discussed the AMBAG Sustainable Communities Strategy, which requires RTPs to evaluate the connection between transportation and land use in relation to greenhouse gas emissions. Through the AMBAG travel demand model, provided performance measures specifically for this RTP.

Using strategies identified in its Public Participation Plan, the COG enhanced the techniques and strategies for communication and outreach for the RTP. San Benito considered an array of options for public participation and partnerships, especially for those of underserved or underrepresented minorities, low income, elderly, and disabled populations in San Benito County. Strategies included the following:

- Developed outreach presentation materials in a variety of formats (e.g., PowerPoint presentations, fact sheets, surveys, maps) to reach broad audiences.
- Enhanced website capabilities to allow posting of all RTP-related information on its website and ensure that the information is accessible and transparent to the public.
- Coordinated outreach efforts and held multiple public workshops before the release of the draft RTP to allow direct participation by interested parties.
- Involved multiple committees and task forces of COG partners, stakeholders, and interested groups to develop the key components of the RTP.
- Reached out to traditionally underrepresented and/or underserved audiences.

### *Transportation Improvement Program*

San Benito COG is responsible for preparing the Regional Transportation Improvement Program (RTIP) for San Benito County projects that have been approved for federal and state funding. RTIP development is guided by principles established by Senate Bill (SB) 45, which provides for mainly local control over the programming of projects with state and federal funding. Under SB 45, the regional share of program funds makes up 75 percent of the State Transportation Improvement Program (STIP) while the remaining 25 percent encompasses the state's share of interregional funds. The plan is financially constrained, meaning that only those projects with expected available funding can be included.

The RTIP is updated every two years, covering a five-year planning horizon, and submitted to the California Transportation Commission. The COG submitted the 2012 and 2014 RTIPs for adoption by the commission during the audit period. The 2012 RTIP covered FYs 2012–13

through 2016–2017, while the 2014 RTIP covered FYs 2014–15 through 2018–19. No new projects were proposed for programming in either the 2012 or 2014 State STIP; however, two projects were previously programmed and carried through from the 2010 STIP. The two projects include the San Benito Route 156 Improvement Project, and Planning, Programming and Monitoring activities. These proposed projects meet the commission’s adopted STIP guidelines and provisions of state law.

The COG has a Memorandum of Understanding with AMBAG, the metropolitan planning organization, to develop a Metropolitan Transportation Improvement Program. This program includes San Benito COG’s boundaries to meet federal air quality and transportation planning requirements.

### *Transit Planning*

San Benito COG, the Transportation Agency of Monterey County, the Santa Cruz County Regional Transportation Commission, Santa Cruz Metropolitan Transit District, and Monterey–Salinas Transit worked with local transportation providers, community organizations, and human service advocates, as well as members of the public, to identify the existing gaps and needs in human service transportation. The preparation and implementation of the Coordinated Public Transit-Human Services Transportation Plan (CPTP) improves coordination between transportation systems and providers in the Monterey Bay region, and strengthens transportation services for those with special needs throughout Monterey, San Benito, and Santa Cruz Counties. The CPTP is used as the region’s framework for establishing eligibility for projects to receive funding through the FTA Section 5310 Elderly Persons and Persons with Disabilities program.

In FY 2012–13, San Benito COG/LTA received a Caltrans transportation planning grant to update its short-range and long-range transit plan from 2008. With the assistance of a consultant, an updated *Short and Long Range Transit Plan* was developed and completed in February 2016 to improve and enhance regional public transportation in the service area. The transit plan involved a thorough assessment of system performance and agency financial data. Plan development also provided different forums for community input and involvement to gain insight on each community’s various needs. New goals for the current transit performance monitoring system more directly reflect the evolving system and address the LTA’s new mission, vision, and values. When financial limitations were considered, three alternatives were developed for a short-term solution: the status quo, streamlining LTA’s service delivery model through a deviated fixed-route system, and a pulsed fixed route. An operations and implementation plan was created that integrates the various options for service improvements in the short and long term.

### **TDA Claimant Relationships and Oversight**

As the designated RTPA, San Benito COG is responsible for the administration of the TDA program. This functional area addresses San Benito COG’s role as the LTA in San Benito County

and its administration of TDA provisions. The subfunctions described include administration of the program, provision of technical and managerial assistance, transit coordination, TDA claims processing, and the conduct of the unmet transit needs process.

San Benito COG Administration and Planning

The uses of TDA revenues apportioned to San Benito County flow through a priority process prescribed in state law. The LTF allocations are distributed to the jurisdictions based on the latest population figures from the California Department of Finance. In order of priority, LTF monies are allocated as follows:

- TDA fund administration (2 to 3 percent of total LTF)
- Regional transportation planning (3 percent)
- Bicycle and pedestrian facilities (2 percent)
- Public transit (Article 8)
- Streets and roads (Article 8)

Prior to apportionment of funds to the Bicycle and Pedestrian Facilities Program and the transit operators, San Benito COG is able to claim TDA revenues for fund administration and for regional transportation planning and programming purposes. During the audit fiscal years of 2013 through 2015, San Benito COG claimed the amounts shown in Table IV-1 below.

**Table IV-1**  
**LTF Revenue Claims by San Benito COG for**  
**Administration and Planning**

Fiscal Year	LTF Claim
2012–2013	\$159,749
2013–2014	\$294,451
2014–2015	\$281,375

*Source: STA and LTF audited financial statements for San Benito COG*

The increased amounts were to help pay for increased transit system administration and planning, which included maintaining current service levels and the size of the transit fleet, helping improve service efficiency, increasing accessibility of services, and developing a flexible plan for the future of its transit services.

Technical and Managerial Assistance to Operators

San Benito COG’s public transit planning and coordination efforts are handled internally through the LTA. The transportation planner or administrative services specialist assigned to the LTA completes and submits the LTA’s annual claim. Each TDA claim packet contains a Standard Assurance Form entitled “Annual Verification of TDA Compliance to Accompany LTF

and STA Claims for Transit and Streets and Roads Purposes.” The Annual Verification form contains two parts, with the second part pertaining specifically to transit claims. An Annual Project and Financial Plan is required by the claimant to describe the projects and budgets for the use of TDA funds. The claims instruction packet includes the “unmet transit needs” and “reasonable to meet” definitions and guidelines.

TDA Claim Processing

On an annual basis during the audit period, San Benito COG was responsible for managing the apportionment of between \$945,000 and \$1.12 million in LTF revenues and between \$288,000 and \$309,000 in STA funds (annual financial audit figures).

**Table IV-2  
Total TDA Funding Allocation**

Fiscal Year	Local Transportation Fund (LTF)	State Transit Assistance (STA)	Total
2013	\$945,184	\$308,800	\$1,253,984
2014	\$1,119,313	\$304,774	\$1,424,087
2015	\$1,083,160	\$288,030	\$1,371,190

Source: STA and LTF audited financial statements for San Benito COG

San Benito COG prepares and distributes several documents during the TDA claims process. The documents include the initial and final estimates of apportionment to each jurisdiction and a packet providing claimants with the necessary forms and funding information needed to prepare TDA claims. Initial revenue projections are provided by the County in January, with final revenue estimates provided in early May.

The TDA claims are generally prepared by LTA staff during autumn of the claim year. For example, the claims were prepared in October in each of the three audit years. The claims are adopted by the LTA board on behalf of its constituent members. The COG’s administrative services specialist reviews the claims and prepares the resolutions that are adopted by the LTA board.

Claims are completed for LTF and STA allocations as well as for bicycles, planning, and streets and roads. Submitted with the claim forms is the TDA Annual Project and Financial Plan form, which shows the planned expenditures of all TDA funds claimed for that fiscal year. On the form’s matrix, a brief project description is noted (e.g., “transit system”) along with the total project cost and a breakdown of the funding sources and amounts. Both STA funds and LTF revenues are noted in the Project and Financial Plan along with other funding sources (e.g., FTA grants, fares) and comply with procedures and formulas established in the TDA statute.

As a general rule, transit operator claims must include supplemental information of a number of TDA requirements, including attachment of specific documentation such as the budget, prior



year revenues and expenditures, CHP terminal inspection certification, and transit efficiency calculation if the operator chooses to use STA monies for operations.<sup>2</sup> However, several items listed in the Annual Verification of TDA Compliance form have not been consistently submitted with the claim, including a signed cover sheet of the State Controller Transit Operator's Financial Transactions Report, description of the current fare structure, CHP inspection certificate, and reporting on efforts to implement the prior performance audit recommendations. San Benito COG, as the RTPA, should verify and ensure a completed claim packet including all attachments is submitted and filed prior to approving the claim.

### *Unmet Transit Needs*

Unmet transit needs hearings are required by the TDA where claims can be made for streets and roads. San Benito COG conducts the annual unmet transit needs process for San Benito County to allow the LTA to plan for future services. The public outreach process for the three-year audit period comprised one public meeting and two public hearings. The public hearings were held at various locations including the San Benito County Board of Supervisors Chambers in Hollister, Hollister Community Center, and San Juan Bautista Public Library. The hearings were attended by members of the San Benito COG board and staff.

As a means to streamline and increase efficiency during the outreach process, the number of formal public hearings after the audit period were consolidated from two to one and held at the Board of Supervisors Chambers as part of a regular COG board meeting, while the public meetings to solicit unmet needs were increased from one to two and held in San Juan Bautista and Hollister.

Staff prepares a detailed and thorough report and discussion of the unmet needs process, analysis of public comment, and a resolution approving the annual unmet transit needs findings. Recommended findings by the SSTAC are included in the staff report. Each year, the COG board reaffirms the adopted definitions of unmet transit needs and reasonable to meet.

Pursuant to PUC Section 99401.5, San Benito COG is required to adopt formal definitions of "unmet transit need" and "reasonable to meet." This first definition is the primary tool used to evaluate the public testimony received during the initial hearing and the second definition is used to evaluate the reasonableness of meeting such requests. In July 1992, the COG board adopted definitions of "unmet needs" and "reasonable to meet" in Resolution 1992-01. Unmet transit needs "Reasonable to Meet" criteria were adopted in July 1990 (Resolution 90-12) and amended in April 2011 (Resolution 11-04).

The unmet transit needs process adopted by the COG is structured on three levels. First, unmet needs are defined "as expressed or identified needs of a significant segment of the community for public transportation services to meet basic mobility needs which are not currently being met through existing transit services or other means of transportation. Included, at a minimum,

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<sup>2</sup> Eligibility to use STA for operations is modified per SB 508 (October 2015).

are those public transportation or specialized services that are identified in the Regional Transportation Plan, Short Range Transit Plan and/or Transit Development Plan, which have not been implemented or funded.”

In the second phase, unmet needs are subject to a threshold criteria adopted by the COG. If the request fails to satisfy any of the criteria below, the request is not considered to be an unmet need:

- 1) The request fills a gap in transit service, or is identified as a deficiency in the Regional Transportation Plan;
- 2) Sufficient *broad-based* community support exists;
- 3) Request is a *current* rather than a *future* need; and
- 4) Request is not operational in nature (e.g., minor route change, bus stop change)

Once an unmet need satisfies the threshold criteria, a reasonableness determination is made based on an analysis of existing transit services, available options, potential demand, and cost estimates. After this determination has been made, the reasonable to meet definition would apply based on the following criteria summarized below:

- A. Equity
- B. Timing
- C. Cost effectiveness
- D. System performance
- E. Operational feasibility
- F. Community acceptance
- G. ADA conformity
- H. Other factors

Unmet needs hearings conducted during the audit period were properly noticed pursuant to PUC Section 99238.5, which requires at least one public hearing be held for the purpose of soliciting comments on the unmet transit needs that may exist. Notice of the hearings was given 30 days in advance and was provided in English and Spanish. In addition, the COG posted English and Spanish flyers around Hollister and San Juan Bautista and on-board County Express vehicles while distributing the flyer through an email blast to a list of subscribers. Demand-response transportation was also offered to the scheduled hearings to encourage attendance and public input.



Resolutions adopted by San Benito COG during the unmet needs process in San Benito County found that there were no unmet transit needs that were reasonable to meet in each of the three audit years. The following findings were made:

- For 2013, San Benito COG received 9 public requests from the unmet transit needs hearings. Staff made a finding that the requests do not meet the definition of an unmet transit need.
- For 2014, San Benito COG received 14 public requests from the unmet transit needs hearings of which 6 were classified as unmet transit needs, but found not reasonable to meet. The remaining 8 requests were classified as not an unmet transit need.
- For 2015, San Benito COG received 38 public requests from the unmet transit needs hearings of which 29 were classified as unmet transit needs, but found not reasonable to meet. The remaining 9 requests were classified as not an unmet transit need.

### **Public Information and External Affairs**

As part of its public information and marketing efforts, San Benito COG utilizes a number of approaches that involve more focused strategies around specific projects. There is a greater emphasis on electronic media than on print publications and collateral. San Benito COG's principal electronic portal continues to be its website (<http://www.sanbenitocog.org/>).

The San Benito COG website contains an extensive array of information and documentation. The website menu lists seven categories including links to items of general interest, meetings, planning, projects, public transit, rideshare, and a library of publications available in PDF.

The Public Participation Plan, developed in April 2015 by AMBAG in collaboration with the member RTPAs for the Monterey Bay region, provides direction for public participation activities conducted by member agencies. The plan is guided by a set of principles to conform to federal transportation legislation and to changes in state law with the passage of SB 375, which emphasizes active public engagement throughout all stages of the planning process. The Public Participation Plan sections address the regulatory setting pursuant to federal and state statutes as well as provide strategies to increase public involvement.

With regard to social media and networking sites, such as Facebook and Twitter, San Benito COG has made notable inroads into this marketing arena. Social media are both time-sensitive and labor-intensive, which may require frequent monitoring and updating. The COG has a Facebook page associated with the San Benito RideShare program, and has used Facebook to advertise open positions on the SSTAC. Twitter and YouTube page links are also accessible through the San Benito RideShare website.

San Benito RideShare provides carpooling and vanpooling matching services and information for alternative transportation including Bike Week and walking resources. Information for both

commuters and employers is available while benefits from program participation are described and quantified in terms of pollution savings. Links to County Express and Google Transit trip making are also provided. The San Benito RideShare website (<http://sanbenitorideshare.org/>) is supported through the emission reduction grant awarded by the Monterey Bay Unified Air Pollution Control District.

The COG is a member of Safe Kids California San Benito Partners, which works to prevent unintentional childhood injuries through the collaborative efforts of community agencies to provide education and public awareness of bicycle and pedestrian safety. Events have included car-seat safety checkups, helmets distributed to children, bike to school week, and an annual kids at the park fair. Participating agencies include the CHP, City of Hollister Recreation, City of Hollister Fire Department, City of Hollister Police Department, San Benito COG, County of San Benito Health & Human Services Agency, First Five San Benito County, Hazel Hawkins Memorial Hospital, Off the Chain Bikes, San Benito County Public Health Department, and the Youth Alliance. Eligibility for local transportation funds includes bicycle and pedestrian safety education programs. San Benito COG could evaluate the merits of reviewing potential claims for such programs.

### **Grant Applications and Management**

The COG's role is to review and be an integral part to state and federal funding assistance that promotes interjurisdictional coordination. Pursuant to federal law, San Benito COG is required to publish for public review an annual listing of projects for which federal funds have been obligated in the preceding year as a record of project delivery, as well as a progress report for public information and disclosure.

San Benito COG administers various grant programs derived from local, state, and federal sources. Operating in the role of the local Measure A Authority during the audit period, San Benito COG administered the half-cent transportation sales tax measure approved by San Benito County voters in 1988. The sales tax measure raised revenue toward a number of local transportation improvement projects, such as the Hollister Highway 25 bypass. With the sunset of Measure A, the COG board started discussing a new transportation measure, Measure P, in 2015 when the agency had been conducting a survey of public sentiment on transportation spending. Measure P, a proposed half-cent sales tax for 30 years for road repairs and transportation improvements, was placed on the voter ballot in June 2016 but was defeated.

The COG receives federal grants from the FTA by ensuring the programming of resources and projects in the appropriate federal implementation plans. Federal grants have played an important role in funding continued operations and capital replacement of the transit operators. FTA Section 5311 rural transit funds have been procured for transit operating assistance for County Express. San Benito COG also assists with administering other federal transit grant programs, including FTA Section 5304 planning funds, toward the development of the *Short and Long Range Transit Plan*, and FTA Section 5310 for efforts to improve elderly and disabled transit.

Under Proposition 1B, Public Transportation Modernization Improvement and Service Enhancement Account (PTMISEA), and California Office of Emergency Services, San Benito COG applied for and received funds toward upgrading transit fueling infrastructure, transit maintenance and operations improvement, customer service enhancements, and new bus vehicles.

## Section V

### Findings and Recommendations

The following summarizes the major findings obtained from the triennial audit covering FYs 2013 through 2015. A set of recommendations is then provided.

#### Findings

1. San Benito COG has satisfactorily complied with all applicable state legislative mandates for RTPAs. One mandate was not applicable to the COG with respect to revenue ratios for transportation operators providing services in urbanized and new urbanized areas.
2. Of the four prior performance audit recommendations, San Benito COG fully implemented three recommendations, while the fourth, pertaining to a review of the organizational structure, no longer applied. Alternative structures have been considered; however, the COG/LTA is not proposing major changes to its organizational structure.
3. San Benito COG's mission is reflected in the multifaceted role that the COG plays in enhancing and sustaining the county's multimodal transportation infrastructure. The various roles under the COG's purview are carried out by a small yet competent staff.
4. COG staffing experienced a number of changes during the audit period, in particular a change in the executive director. San Benito COG has streamlined its organization by not filling the transportation planning manager position. Given that the current executive director formerly served in this position, efficiencies are being made to accomplish these responsibilities with leaner technical staff.
5. A significant accomplishment was the completion of the 2014 Regional Transportation Plan (RTP) in June 2014, including extensive public outreach activities and coordination with regional partners. Outreach efforts included presentations to stakeholder groups and maintaining an online presence for the RTP.
6. The Monterey Bay Region's Coordinated Public Transit-Human Services Transportation Plan was prepared collaboratively in October 2013 by AMBAG, its regional transportation partners including San Benito COG, and the public transit operators in the tri-county area, such as County Express and Jovenes de Antaño. Also, an updated LTA *Short and Long Range Transit Plan* was developed to improve and enhance regional public transportation in the San Benito County service area.
7. Staff prepares a detailed and thorough report and discussion of the unmet needs process, analysis of public comment, and a resolution approving the annual unmet transit needs

findings. Each year, the COG Board reaffirms the adopted definitions of unmet transit needs and reasonable to meet. Resolutions adopted by San Benito COG during the unmet needs process in San Benito County found that there were no unmet transit needs that were reasonable to meet in each of the three audit years.

8. The unmet transit needs process is promoted extensively to ensure ample participation and comment from the public. Notice of the hearings was given 30 days in advance and provided in English and Spanish. In addition, the COG posted English and Spanish flyers around Hollister and San Juan Bautista and on-board County Express vehicles while distributing the flyer through an email blast to a list of subscribers.
9. As part of its public information and marketing efforts, San Benito COG utilizes a number of approaches that emphasize electronic and social media. The COG website contains an extensive array of information and documentation. The COG has a Facebook page associated with the San Benito RideShare program. Twitter and YouTube page links are also accessible through the San Benito RideShare website.
10. Under Proposition 1B, Public Transportation Modernization Improvement and Service Enhancement Account (PTMISEA), and California Office of Emergency Services, San Benito COG applied for and received funds toward upgrading transit fueling infrastructure, transit maintenance and operations improvement, customer service enhancements, and new bus vehicles.

## **Recommendations**

- 1. Maintain on file the cover letter accompanying submittal of TDA triennial performance audits to Caltrans.**

A cover letter typically accompanies the submission of the transportation planning agency TDA triennial performance audit to Caltrans. The letter drafted by the transportation planning agency indicates the completion of all required performance audits including for both the COG and the transit operator(s). Although the auditor was able to verify submission of the last performance audit with Caltrans for compliance, San Benito COG should maintain on file the letter and/or email message accompanying the audits.

- 2. Ensure TDA claim prepared by the LTA includes all required attachments.**

The auditor's review of copies of TDA claims submitted by the LTA show several attachments that were not consistently included with the claim. These attachments are identified in the Annual Verification of TDA Compliance form and include a signed cover sheet of the State Controller Transit Operator's Financial Transactions Report; CHP terminal inspection certification; certified copy of the claimant's governing board approving the claim; description of the current fare structure; and reporting on efforts to implement the prior performance audit recommendations. While these attachments are available in other COG/LTA files, they should all be consistently attached to the claim packet for presentation of a full and complete submittal. San Benito COG, as the RTPA, should verify and ensure that a completed claim packet including all attachments is submitted and filed prior to approving the claim.

- 3. Evaluate merits of allocating LTF for bicycle and pedestrian safety education programs.**

San Benito COG allocates 2 percent of LTF for bicycle and pedestrian projects as allowed by the TDA statute. These revenues can be claimed by local jurisdictions (city or county) for eligible projects. One such eligible use of these allocated funds is for bicycle and pedestrian safety education programs. The COG and the local jurisdictions are members of Safe Kids California San Benito Partners which works to prevent unintentional childhood injuries through the collaborative efforts of community agencies to provide education and public awareness of bicycle and pedestrian safety. San Benito COG could evaluate the merits of reviewing potential TDA claims by a city or the county for such programs, and work with the partner agencies on funding opportunities.

- 4. Update in-house TDA guidelines for inclusion of new state legislation.**

San Benito COG has an in-house document guiding TDA funding in the county. A few changes have occurred in relation to the TDA and transit operations within the last year. New legislation (SB 508) passed in October 2015 significantly modified several provisions of the TDA. The legislation has several objectives, including simplifying fare recovery

requirements; authorizing funding of bicycle and pedestrian safety education programs; and modifying STA qualifying criteria for operations. San Benito's TDA guidelines should be updated to reflect these changes and identify the responsible party for implementing the updates, such as the fiscal auditor for the farebox recovery calculation. San Benito COG should also communicate these changes to the LTA and transit contractor and determine what implications, if any, the changes might have on transit operations.

SB 508 rationalizes performance metrics, for example, by applying the same operating cost exemptions to both the farebox recovery ratio and the STA qualifying criteria. In addition, this bill clarifies a few terms that should help ensure expectations are applied uniformly to the transit operators. Highlights of the bill are summarized below.

#### *Farebox Recovery*

- Deletes the requirement for transit operators to maintain higher farebox requirements based on 1978–79 fiscal year.
- Revises definition of “local funds” to mean any nonfederal or nonstate grant funds or other revenues generated by, earned by, or distributed to an operator.
- Revises definition of “operating cost” to exclude principal and interest payments on capital projects funded with certificates of participation.
- Exempts startup costs for new transit services for up to two years.
- Exempts additional categories of expenditures from “operating cost” (cost increases above the Consumer Price Index for fuel, alternative fuel programs, power, insurance premiums and claims, and state and federal mandates).

#### *Claims for Funds*

- Authorizes the funding of bicycle and pedestrian safety education programs up to 5 percent of the 2 percent bicycle and pedestrian allocation found under Article 3 (PUC Section 99234(a)).

#### *STA Qualifying Criteria for Operations*

- Uses of a “sliding scale” to reduce the operator's STA allocation for operations, rather than “pass/fail.”
- STA qualifying criteria requirement is exempt through FY 2015–16.
- New “sliding scale” effective July 1, 2016.

The farebox recovery ratios calculated in the next annual TDA fiscal audit should account for these changes, given that operator eligibility for TDA funds is determined in large part by the audited farebox ratios. The revised STA sliding scale test that San Benito COG must also

apply would have certain budgeting and planning implications for the operations of the County Express, as a reduced amount of STA funds might be available for operations through the new test.





**FY 2013-2015  
Triennial Performance Audit  
of San Benito Local  
Transportation Authority**

Prepared for  
Council of San Benito County Governments

October 2016

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## Section I

### Introduction

California's Transportation Development Act (TDA) requires that a triennial performance audit be conducted of public transit entities that receive TDA revenues. The performance audit serves to ensure accountability in the use of public transportation revenue.

The Council of San Benito County Governments (San Benito COG) engaged Michael Baker International to conduct the TDA triennial performance audit of the public transit operators under its jurisdiction in San Benito County. This performance audit is conducted for the San Benito Local Transportation Authority (LTA or Authority) covering the most recent triennial period, fiscal years 2012–13 through 2014–15.

The purpose of the performance audit is to evaluate the Authority's effectiveness and efficiency in its use of TDA funds to provide public transportation in its service area. This evaluation is required as a condition for continued receipt of these funds for public transportation purposes. In addition, the audit evaluates the Authority's compliance with the conditions specified in the California Public Utilities Code (PUC). This task involves ascertaining whether the Authority is meeting the PUC's reporting requirements. Moreover, the audit includes calculations of transit service performance indicators and a detailed review of the transit administrative functions. From the analysis that has been undertaken, a set of recommendations has been made which is intended to improve the performance of transit operations.

In summary, this TDA audit affords the opportunity for an independent, constructive, and objective evaluation of the organization and its operations that otherwise might not be available. The methodology for the audit included in-person interviews with management, collection and review of agency documents, data analysis, and on-site observations. The *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities* published by the California Department of Transportation (Caltrans) was used to guide in the development and conduct of the audit.

### Overview of the County and Transit System

San Benito County is located in the Coast Range region of Central California bordered by Santa Clara County to the north, Monterey County to the west and southwest, Santa Cruz County to the northwest, Merced County to the east, and Fresno County to the east and southeast. The county was named after the San Benito Valley and established in 1874 from parts of Monterey County. A demographic snapshot of key cities and the county is presented in Table I-1.

**Table I-1  
San Benito County Demographics**

City/Jurisdiction	2010 US Census Population	Change from 2000 US Census	Population 65 Years & Older	Land Area (in square miles)
Hollister	34,928	1.5%	7.4%	7.3
San Juan Bautista	1,862	20.2%	11.9%	2.6
Total San Benito County	55,269	3.8%	9.7%	1,391

Source: 2010 US Census

Hollister is the county seat and the largest city in San Benito County. The county and its two incorporated cities saw modest growth between the 2000 and 2010 US Census. San Juan Bautista saw the highest percentage increase in population. The senior citizen population, comprising residents aged 65 and over, is 9.7 percent countywide. The 2016 population for San Benito County is estimated to be 56,648 as reported by the California Department of Finance.

Agriculture is the chief industry in San Benito County. Several important local industries, such as canning and food processing, are related to agriculture. Retail trade is the second largest industry in terms of employment. Other leading employment sectors in the county include manufacturing, construction, and educational services. Pinnacles National Monument became the fifty-first national park in January 2013. As a result, Pinnacles National Park is expected to draw visitors to the region.

Residential construction fueled economic growth as San Benito County provided affordable housing for commuters traveling to work in the Bay Area. Almost half of the workforce living within the county commutes to worksites in other counties, according to the US Census. Major highways traversing San Benito County include US 101 and State Routes (SR) 25, 33, 129, 146, and 156. SR 156 is the main east–west highway connecting the cities of Hollister and San Juan Bautista with US 101. SR 25 is the main north–south highway that runs through Hollister and also connects with US 101 in Gilroy. US 101 runs north–south through the western portion of the county adjacent to San Juan Bautista, providing connections to Gilroy, Salinas, and San Jose.

### Transit System Characteristics

The San Benito Local Transportation Authority administers several modes of public transit service in San Benito County with intercounty connections. Public transit was first established in March 1975 under the name of San Tran, which was administered and operated by the City of Hollister until March 1990. In June 1990, the Local Transportation Authority was created by the Cities of Hollister and San Juan Bautista and the County of San Benito to administer and operate a countywide public transit system. Fixed-route service was established in 1999 and branded under the name of County Express. County Express operates local fixed-route service in Hollister, an intercounty shuttle between San Benito and Santa Clara counties, general public Dial-a-Ride, and complementary ADA paratransit service. The local Hollister fixed route generally operates during peak hours and does not operate during the midday. County Express operations

are contracted to MV Transportation, with administration and planning duties performed by the Authority in coordination with San Benito COG.

County Express operates Monday through Friday from 4:40 a.m. to 8:30 p.m., and Saturdays and Sundays from 7:40 a.m. to 6:00 p.m., with the intercounty routes generally in service for the full hours of operations. There is a limited winter service schedule for Intercounty Gavilan College and local fixed route. County Express offers free shuttle service to the San Benito County Fair. The service does not operate on the following holidays: New Year’s Day, Memorial Day, Independence Day, Labor Day, Thanksgiving Day, and Christmas Day. County Express fixed-route services are summarized in Table I-2.

**Table I-2  
County Express Fixed-Route and Intercounty Services**

<b>Route</b>	<b>Frequency/Operation</b>	<b>Key Time points</b>
<b>Hollister – Blue</b>	<b>Monday through Friday</b> 10 trips 6:40 a.m. to 5:49 p.m. <i>No service between 9:06 a.m. and 2:13 p.m.</i>	<ul style="list-style-type: none"> <li>▪ Hazel Hawkins Memorial Hospital</li> <li>▪ Sunnyslope School</li> <li>▪ Vet’s Park</li> <li>▪ 4th &amp; San Benito</li> <li>▪ Mission Oaks</li> <li>▪ The Terraces</li> <li>▪ Tres Pinos &amp; Rancho</li> </ul>
<b>Hollister – Green</b>	<b>Monday through Friday</b> 14 trips 6:26 a.m. to 5:46 p.m. <i>No service between 11:00 a.m. and 2:11 p.m.</i>	<ul style="list-style-type: none"> <li>▪ Mabie Northside</li> <li>▪ Creekside Apartments</li> <li>▪ The Terraces</li> <li>▪ Mission Oaks</li> <li>▪ 4th &amp; San Benito</li> <li>▪ Vet’s Park</li> </ul>
<b>Hollister – Red</b>	<b>Monday through Friday</b> 9 trips 6:13 a.m. to 5:51 p.m. <i>No service between 11:15 a.m. and 2:10 p.m.</i>	<ul style="list-style-type: none"> <li>▪ Mabie Northside</li> <li>▪ Park &amp; Rancho</li> <li>▪ 4th &amp; San Benito</li> <li>▪ Post Office</li> <li>▪ DMV</li> <li>▪ San Benito &amp; Richardson</li> <li>▪ Hazel Hawkins Memorial Hospital</li> </ul>
<b>Intercounty – Caltrain</b> (new or updated changes effective September 6, 2016)	<b>Monday through Friday</b> 9 trips 4:40 a.m. to 8:35 p.m.	<ul style="list-style-type: none"> <li>▪ Vet’s Park (Hollister)</li> <li>▪ 4<sup>th</sup> &amp; San Benito (Hollister)</li> <li>▪ Caltrain Station (Gilroy)</li> </ul>
<b>Intercounty – Gavilan College</b> (new or updated changes effective September 6, 2016) There is one express route from Hollister to Gavilan College via SR 25.	<b>Monday through Friday</b> 9 trips 6:55 a.m. to 6:15 p.m.	<ul style="list-style-type: none"> <li>▪ Vet’s Park (Hollister)</li> <li>▪ 4th &amp; San Benito (Hollister)</li> <li>▪ 4th &amp; Miller (Hollister)</li> <li>▪ Abbe Park (San Juan Bautista)</li> <li>▪ Anzar H.S. (San Juan Bautista)</li> <li>▪ Gavilan College (Gilroy)</li> </ul>

Route	Frequency/Operation	Key Time points
Intercounty – Greyhound	Saturday & Sunday 4 trips 7:40 a.m. to 6:00 p.m.	<ul style="list-style-type: none"> <li>▪ Vet’s Park (Hollister)</li> <li>▪ 4th &amp; San Benito (Hollister)</li> <li>▪ 4th &amp; Miller (Hollister)</li> <li>▪ Abbe Park (San Juan Bautista)</li> <li>▪ Greyhound Station (Gilroy)</li> </ul>

Source: County Express website

### Dial-a-Ride

In addition to the fixed-route services described above, County Express provides general public Dial-a-Ride and ADA paratransit services. Dial-a-Ride is available within a service area that includes the Hollister city limits, San Juan Bautista, and the community of Tres Pinos as well as areas of unincorporated San Benito County. Hours of operation are Monday through Friday from 6:00 a.m. to 6:00 p.m. and weekends from 9:00 a.m. to 3:00 p.m. Reservations can be made up to 14 days in advance or the same day. Same-day trip requests are subject to a \$1.00 convenience fee. Weekend rides may only be scheduled between Monday at 9:30 a.m. and Friday at 4:00 p.m. the week of the ride. Advanced reservation service is available to the Southside and Sunnyslope areas of Hollister at a discounted rate.

### ADA Paratransit

County Express provides specialized ADA Paratransit service for persons with physical and cognitive disabilities unable to access the fixed-route service. ADA Paratransit is available for trips within 0.75 mile of the fixed-route service area. Passengers must be ADA-certified and meet the eligibility requirements of the LTA.

As part of the public transportation system, the LTA financially supports supplemental paratransit services through a contract with Jovenes de Antaño. Jovenes de Antaño (Youth of Yesteryear) is a local nonprofit organization that provides specialized paratransit service to seniors aged 60 and older and persons with disabilities. The service area encompasses most of San Benito County. Reservations are required at least two days in advance. An out-of-county non-emergency medical transportation service is available to facilities in Gilroy, Palo Alto, San Jose, Stanford, Salinas, and Monterey. Reservations for medical transportation must be made at least one week prior to the appointment. The service is funded through the Area Agency on Aging of San Benito and Santa Cruz Counties, the Council of San Benito County Governments, and LTA.

### Fares

The San Benito LTA accepts a variety of fare media such as cash, passes, tokens, and transfers. Monthly passes and tokens are available for purchase at the County Express administrative and operations offices in Hollister as well as by mail payable with a check or money order. The fares have been effective since July 2009. The fare structure for County Express and Jovenes de Antaño is summarized in Table I-3.

**Table I-3**  
**County Express and Jovenes de Antaño Fare Schedule**

Fare Media	General Public	Youth (ages 5–17)	Seniors (age 65+)	Disabled Persons
<b><i>Local Fixed-Route Service</i></b>				
One-Way Trip	\$1.00	\$0.75	\$0.75	\$0.75
10 Tokens	\$8.00	\$5.00	\$5.00	\$5.00
Monthly Pass	\$27.00	\$18.50	\$18.50	\$18.50
<b><i>Intercounty Service</i></b>				
One-Way Trip	\$2.00	\$1.25	\$1.25	\$1.25
10 Tokens	\$18.00	\$11.00	\$11.00	\$11.00
Monthly Pass	\$60.00	\$40.00	\$40.00	\$40.00
<b><i>General Public Dial-a-Ride</i></b>				
One-Way Trip	\$2.00	\$1.25	\$1.25	\$1.25
10 Tokens	\$18.00	\$11.00	\$11.00	\$11.00
<b><i>ADA Paratransit</i></b>				
Certified Passengers	—	—	—	\$1.25
Personal Care Attendant	Free	Free	Free	Free
Companion	\$1.25	\$1.25	\$1.25	\$1.25
<b><i>Southside &amp; Sunnyslope Services</i></b>				
	\$2.00	\$1.00	\$1.00	\$1.00
<b><i>Jovenes de Antaño</i></b>				
Zonal fare for out of county	—	—	\$1.25 one-way local	\$4.00–\$10.00 round trip

Source: County Express; Jovenes de Antaño

## Fleet

There were 20 vehicles in the County Express fleet during the audit period, an increase of about a third from the prior three-year period. The larger vehicles are diesel-powered and are used on the intercounty shuttles. All vehicles are wheelchair accessible with tie-downs in compliance with the Americans with Disabilities Act of 1990 (ADA). Table I-4 shows the vehicle fleet information.

**Table I-4**  
**County Express Transit Fleet**

Year	Make/Model	Quantity	Seating Capacity (WC-wheelchair)	Engine Type	Service Mode
2007	Ford Cutaway	1	12/2WC	Gas	Fixed Route
2007	Ford Cutaway	3	14/2WC	Gas	Fixed Route
2007	Blue Bird	1	23/2WC	Diesel	Gavilan
2008	Ford Cutaway	3	14/2WC	Gas	Dial-a-Ride
2008	Starcraft Allstar	3	14/2WC	Gas	Dial-a-Ride
2009	Glaval	2	23/2WC	Diesel	Gavilan
2010	Starcraft	3	14/2WC	Gas	Dial-a-Ride
2010	Starcraft	1	14/2WC	Gas	Fixed Route

Year	Make/Model	Quantity	Seating Capacity (WC-wheelchair)	Engine Type	Service Mode
2013	Dodge Caravan	2	5/1WC	Gas	Dial-a-Ride
2013	Glaval	1	28/3WC	Diesel	Gavilan
<b>Total</b>		<b>20</b>			

Source: San Benito LTA, fleet as of November 1, 2014

Jovenes de Antaño operates a fleet of six gasoline- and diesel-powered vehicles, which are owned and maintained by the LTA. The fleet varies in type and passenger capacity. All but one vehicle are wheelchair accessible with tie-downs in compliance with the ADA. Table I-5 summarizes the Jovenes de Antaño fleet.

**Table I-5  
Jovenes de Antaño Fleet**

Year	Make/Model	Quantity	Seating Capacity	Engine Type
2008	Ford Starcraft	1	12/2WC	Gas
2008	Chevrolet Uplander	1	5/1WC	Gas
2010	Glaval	1	16/2WC	Gas
2010	Braun Entervan	1	5/1WC	Gas
2013	Braun Transporter	1	10A	Gas
2013	Dodge Caravan	1	5/1WC	Diesel
<b>Total</b>		<b>6</b>		

Source: San Benito LTA, fleet as of November 1, 2014



## Section II

### Operator Compliance Requirements

This section of the audit report contains the analysis of the LTA’s ability to comply with state requirements for continued receipt of TDA funds. The evaluation uses the guidebook, *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Agencies, September 2008 (third edition)*, developed by Caltrans to assess transit operators. The guidebook contains a checklist of eleven measures taken from relevant sections of the Public Utilities Code and the California Code of Regulations. Each of these requirements is discussed in the table below, including a description of the system’s efforts to comply with the requirements. In addition, the findings from the compliance review are described in the text following the table.

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
The transit operator submitted annual reports to the RTPA based upon the Uniform System of Accounts and Records established by the State Controller. Report is due 90 days after end of fiscal year (Sept. 28/29), or 110 days (Oct. 19/20) if filed electronically (Internet).	Public Utilities Code, Section 99243	<p>Completion/submittal dates:</p> <p><i>For County Express Services:</i></p> <p>FY 2013: October 18, 2013                      FY 2014: October 16, 2014                      FY 2015: October 19, 2015</p> <p><i>For Specialized Services:</i></p> <p>FY 2013: October 18, 2013                      FY 2014: October 17, 2014                      FY 2015: October 19, 2015</p> <p>Reports were filed electronically.</p> <p><b>Conclusion: Complied.</b></p>
The operator has submitted annual fiscal and compliance audits to the RTPA and to the State Controller within 180 days following the end of the fiscal year (Dec. 27), or has received the appropriate 90-day extension by the RTPA	Public Utilities Code, Section 99245	As San Benito COG serves as the LTA, the audited fiscal data for the county transit system is included in the COG’s annual fiscal and compliance audit. The following fiscal audits were completed by JJACPA, Inc., a professional accounting services corporation:

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
allowed by law.		<p><b>San Benito County Local Transportation Authority</b>  FY 2013: December 5, 2013  FY 2014: December 2, 2014  FY 2015: December 9, 2015</p> <p><b>Conclusion: Complied.</b></p>
The CHP has, within the 13 months prior to each TDA claim submitted by an operator, certified the operator's compliance with Vehicle Code Section 1808.1 following a CHP inspection of the operator's terminal.	Public Utilities Code, Section 99251 B	<p>The San Benito LTA, through its contract operator, participates in the CHP Transit Operator Compliance Program in which the CHP has conducted inspections within the 13 months prior to each TDA claim.</p> <p>Inspections were conducted at the San Benito County Corporation Yard in Hollister: Inspection dates applicable to the audit period were July 6, 2012; June 5, 2013; and May 28, 2014. Inspections were found to be satisfactory. For the 2014 inspection, several vehicles exceeded their required inspection intervals.</p> <p>For Specialized Services, inspections were conducted at Jovenes de Antaño in Hollister: Inspection dates applicable to the audit period were October 1, 2012; November 1, 2013; November 6, 2014. Inspections were found to be satisfactory.</p> <p><b>Conclusion: Complied.</b></p>

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
The operator’s claim for TDA funds is submitted in compliance with rules and regulations adopted by the RTPA for such claims.	Public Utilities Code, Section 99261	As a condition of approval, the San Benito LTA’s annual claims for Local Transportation Funds and State Transit Assistance are submitted in compliance with the rules and regulations adopted by San Benito COG. This is evidenced by the adoption of a resolution by the COG Board approving the allocation of funds.  <b>Conclusion: Complied.</b>
If an operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	Public Utilities Code, Section 99270.1	This requirement is not applicable, as San Benito LTA serves a non-urbanized area.  <b>Conclusion: Not applicable.</b>
The operator’s operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	Public Utilities Code, Section 99266	Percentage increase/decrease in the San Benito LTA transit operating budget:  FY 2013: 1.9% FY 2014: 4.8% FY 2015: -2.2%  Source: San Benito LTA Budgets for FYs 2013–2015  <b>Conclusion: Complied.</b>
The operator’s definitions of performance measures are consistent with Public Utilities Code Section 99247, including (a) operating cost,	Public Utilities Code, Section 99247	The San Benito LTA’s definition of performance is consistent with Public Utilities Code Section 99247. A review of trip sheets updated during the audit period

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
(b) operating cost per passenger, (c) operating cost per vehicle service hour, (d) passengers per vehicle service hour, (e) passengers per vehicle service mile, (f) total passengers, (g) transit vehicle, (h) vehicle service hours, (i) vehicle service miles, and (j) vehicle service hours per employee.		<p>indicates that correct performance data are being collected.</p> <p>The full-time equivalent (FTE) count in the supplemental operating section of the State Controller’s Report shows a total of 23 for County Express. Although this number exceeds the total staff at the contract operator, MV Transportation, additional staff that are properly included to comprise the FTE include LTA and COG administrative staff, a mechanic, and Jovenes de Antaño staff.</p> <p><b>Conclusion: Complied.</b></p>
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating costs at least equal to one-fifth (20 percent), unless it is in a county with a population of less than 500,000, in which case it must maintain a ratio of fare revenues to operating costs of at least equal to three-twentieths (15 percent), if so determined by the RTPA.	Public Utilities Code, Sections 99268.2, 99268.3, 99268.12, 99270.1	<p>This requirement is not applicable, as San Benito LTA serves a non-urbanized area.</p> <p><b>Conclusion: Not applicable.</b></p>
If the operator serves a rural area, or provides exclusive services to elderly and disabled persons, it has maintained a ratio of fare revenues to operating costs at	Public Utilities Code, Sections 99268.2, 99268.4, 99268.5	<p>Operating ratios using audited data for San Benito LTA were as follows:</p> <p>FY 2013: 10.3%</p> <p>FY 2011: 9.9%</p>

Table II-1 Operator Compliance Requirements Matrix		
Operator Compliance Requirements	Reference	Compliance Efforts
least equal to one-tenth (10 percent).		<p>FY 2015: 10.6%</p> <p>Source: Annual Fiscal and Compliance Audits</p> <p><b>Conclusion: Partial compliance.</b></p>
The current cost of the operator’s retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA which will fully fund the retirement system within 40 years.	Public Utilities Code, Section 99271	<p>The San Benito LTA contracts with a private provider for operations, while the cost of LTA staff’s retirement is fully funded under the California Public Employees’ Retirement System (CalPERS).</p> <p><b>Conclusion: Complied.</b></p>
If the operator receives state transit assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	California Code of Regulations, Section 6754(a)(3)	<p>The San Benito LTA receives its operator revenue share of State Transit Assistance Funds and utilizes federal rural transit funds that are available to the LTA, as reported in the National Transit Database reports as follows:</p> <p>FY 2013: Operations (\$363,178) Capital (\$223,565)</p> <p>FY 2014: Operations (\$363,178)</p> <p>FY 2015: Operations (\$311,062)</p> <p><b>Conclusion: Complied.</b></p>

## **Findings and Observations from Operator Compliance Requirements Matrix**

1. Of the compliance requirements pertaining to San Benito LTA, the operator fully complied with eight of the nine applicable requirements. The operator was in partial compliance with attainment of its farebox recovery standard. Two additional compliance requirements did not apply to the LTA (e.g., intermediate farebox recovery ratio under PUC Section 99270.1 and urbanized farebox recovery ratio).
2. San Benito LTA is held to a 10 percent farebox standard. During the audit period, the farebox recovery ratio for the LTA was slightly below 10 percent in FY 2014, reaching 9.9 percent. For FYs 2013 and 2015, the farebox ratios were 10.3 and 10.6 percent, respectively. The average farebox ratio during the period was 10.3 percent.
3. Through its contract operators, the San Benito LTA participates in the CHP Transit Operator Compliance Program and received vehicle inspections within the 13 months prior to each TDA claim. Satisfactory ratings were made for all inspections conducted during the audit period. For the May 2014 inspection, several County Express buses were found to exceed their required 3,000-mile or 45-day inspection intervals. One vehicle exceeded the inspection interval by over 27,000 miles and 300 days. In spite of the findings, the terminal received a satisfactory rating from the CHP. Also, for the November 2014 inspection of Jovenes de Antaño, the inspection found that one driver had entered an “on duty” time that was contrary to evidence showing being on duty a little earlier. Although this information was noted in the CHP report, the terminal received a satisfactory rating.
4. While the LTA claims for TDA funds have been approved by San Benito COG for the three-year period, the separate San Benito COG triennial performance audit noted that the TDA claim submittal package did not consistently include all required attachments identified in the claim sheet titled “Annual Verification of TDA Compliance to Accompany LTF and STA Claims for Transit and Streets and Roads Purposes.” These attachments include a signed cover sheet of the State Controller Transit Operator’s Financial Transactions Report, a description of the current fare structure, and reporting on efforts to implement the prior performance audit recommendations. Although the required documentation is available in other files maintained at the COG/LTA, it is recommended that a complete claim package with the attachments be assembled by the LTA prior to submittal to the COG.
5. The operating budget exhibited modest fluctuations during the audit period with increases no higher than 5 percent in any year. In FY 2015, the budget decreased by 2 percent due to reorganization of staffing and reclassification of positions including to part-time status.

## Section III

### Prior Triennial Performance Recommendations

The San Benito LTA's efforts to implement the recommendations made in the prior triennial audit are examined in this section of the report. For this purpose, each prior recommendation for the agency is described, followed by a discussion of San Benito LTA's efforts to implement the recommendation. Conclusions concerning the extent to which the recommendations have been adopted by the agency are then presented.

#### Prior Recommendation 1

Ensure both the LTA Transportation Planner and Administrative Services Specialist review the final State Controller's Report prior to submittal to State for data accuracy.

#### Actions taken by the San Benito LTA

A review of the State Controller's Reports submitted for the LTA during the previous audit period revealed discrepancies including the omission of full-time equivalent (FTE) data and information for farebox. It was recommended that both the LTA Transportation Planner and the Administrative Services Specialist review the data and jointly concur with its accuracy and completeness prior to submission to the State.

State Controller's Reports prepared for the current audit period show the inclusion of FTEs for County Express which complete the supplemental operations data section. Also, markups on draft reports show the corrections made by the Administrative Services Specialist to the financials to reconcile data. With turnover in the LTA Transportation Planner position the past few years, there may not have been opportunity for the planner to review the reports.

#### Conclusion

This recommendation has been implemented.

#### Prior Recommendation 2

Conduct an update of the SRTP that includes productivity goals and performance benchmarks.

#### Actions taken by the San Benito LTA

The previous Short Range Transit Plan (SRTP) was prepared and adopted in March 2008. An update to the plan was completed in February 2016 and titled Short and Long Range Transit Plan. The updated plan provided both a short-term and future operations plan in which one proposed strategy is to develop a flexibus service that combines elements of a fixed route with deviations covering outside of the direct bus route.

The SRTP update developed a performance measurement system that selects quantifiable, measurable, and attainable goals and objectives to define the direction taken by the LTA over the next five years and provide a foundation for the strategic plan. The suggested performance measurement system is designed around LTA's six goals and includes specific measures and quantifying standards to collect data and monitor system progress.

### Conclusion

This recommendation has been implemented.

### Prior Recommendation 3

Maximize use of new dispatching software and research its potential for integrating various functions such as tracking maintenance, customer service, vehicle location, and on-time performance.

### Actions taken by the San Benito LTA

During the previous audit period, the LTA acquired new dispatching software that will have the potential to enhance all facets of its transit operations. Many functions were being conducted manually such as dispatching, tracking on-time performance, and recording vehicle maintenance work orders.

Discussions with the bus contractor indicate that the software is in the process of being implemented. The recently completed Short and Long Range Transit Plan described that in advance of the introduction of the computerized RouteMatch scheduling and dispatch system, the LTA is currently requesting all ADA Paratransit users, along with general public Dial-a-Ride and Southside and Sunnyslope Area Discount Reservation Service users, to complete a registration form. The registration form gathers trip making and travel requirement data to be incorporated into the RouteMatch client and scheduling database. Implementation of RouteMatch scheduling and dispatch software would reduce the time required to record trip requests and prepare management reports. Dispatchers who would work with RouteMatch are experienced with their own current method of real-time trip assignment and use a database of client ride characteristics and habits to achieve high productivity. This practice would not be replaced by a computer-aided trip assignment process, as the software automation reduces the personal interaction aspects of paratransit. For the scale of County Express Dial-a-Ride, a component of manual assignment still makes sense behind the implementation of automated scheduling software.

### Conclusion

This recommendation has been partially implemented and is carried forward for full implementation.



## **Section IV**

### **TDA Performance Indicators**

This section reviews the San Benito LTA performance in providing transit service to the community in an efficient and effective manner. TDA requires that at least five specific performance indicators be reported, which are contained in the following tables. Farebox recovery ratio is not one of the five specific indicators but is a requirement for continued TDA funding. Therefore, farebox calculation is also included. Two additional performance indicators, operating cost per mile and average fare per passenger, are included as well. Findings from the analysis are contained in the section following the tables.

Tables IV-1 through IV-4 provide the performance indicators for the San Benito LTA systemwide, fixed route, and Dial-a-Ride, as well as Jovenes de Antaño. Charts are also included to depict the trends in the indicators. It is noted that the systemwide operating costs and fare revenues are based on audited figures, while fixed-route and Dial-a-Ride costs and fare revenues are unaudited. The annual fiscal audits do not provide a modal breakdown.

**Table IV-1  
County Express TDA Performance Indicators  
Systemwide**

Performance Data and Indicators	Audit Period				% Change FY 2012– 2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$1,717,913	\$1,684,075	\$1,737,695	\$1,687,246	-1.8%
Total Passengers	124,399	117,018	120,004	126,555	1.7%
Vehicle Service Hours	22,926	21,487	22,652	22,574	-1.5%
Vehicle Service Miles	379,582	364,184	366,981	375,009	-1.2%
Employee FTEs	18	18	18	18	0.0%
Passenger Fares	\$175,687	\$173,970	\$172,504	\$179,835	2.4%
Operating Cost per Passenger	\$13.81	\$14.39	\$14.48	\$13.33	-3.5%
Operating Cost per Vehicle Service Hour	\$74.93	\$78.38	\$76.71	\$74.74	-0.3%
Operating Cost per Vehicle Service Mile	\$4.53	\$4.62	\$4.74	\$4.50	-0.6%
Passengers per Vehicle Service Hour	5.4	5.4	5.3	5.6	3.3%
Passengers per Vehicle Service Mile	0.33	0.32	0.33	0.34	3.0%
Vehicle Service Hours per Employee	1,273.7	1,193.7	1,258.4	1,254.1	-1.5%
Average Fare per Passenger	\$1.41	\$1.49	\$1.44	\$1.42	0.6%
Fare Recovery Ratio	10.23%	10.33%	9.93%	10.66%	4.2%

Source: Annual Fiscal & Compliance Audits for operating costs and fare revenue, Operations Reports, State Controller's Reports

**Table IV-2  
County Express TDA Performance Indicators  
Fixed Route**

Performance Data and Indicators	Audit Period				% Change FY 2012–2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$901,946	\$937,532	\$1,023,712	\$972,877	7.9%
Total Passengers	71,709	68,366	74,651	75,200	4.9%
Vehicle Service Hours	10,257	10,408	11,813	10,894	6.2%
Vehicle Service Miles	193,660	193,579	201,189	202,826	4.7%
Employee FTEs	9	9	9	9	0.0%
Passenger Fares	\$146,434	\$154,320	\$164,224	\$169,049	15.4%
Operating Cost per Passenger	\$12.58	\$13.71	\$13.71	\$12.94	2.9%
Operating Cost per Vehicle Service Hour	\$87.93	\$90.08	\$86.66	\$89.30	1.6%
Operating Cost per Vehicle Service Mile	\$4.66	\$4.84	\$5.09	\$4.80	3.0%
Passengers per Vehicle Service Hour	7.0	6.6	6.3	6.9	-1.3%
Passengers per Vehicle Service Mile	0.37	0.35	0.37	0.37	0.1%
Vehicle Service Hours per Employee	1,139.7	1,156.4	1,312.5	1,210.4	6.2%
Average Fare per Passenger	\$2.04	\$2.26	\$2.20	\$2.25	10.1%
Fare Recovery Ratio	16.24%	16.46%	16.04%	17.38%	7.0%

Source: Quarterly Operations Report, State Controller’s Reports

**Table IV-3  
County Express TDA Performance Indicators  
Dial-a-Ride**

Performance Data and Indicators	Audit Period				% Change FY 2012–2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$749,158	\$672,641	\$687,332	\$698,957	-6.7%
Total Passengers	52,690	48,652	45,353	51,355	-2.5%
Vehicle Service Hours	12,669	11,079	10,839	11,680	-7.8%
Vehicle Service Miles	185,922	170,605	165,792	172,183	-7.4%
Employee FTEs	9	9	9	9	0.0%
Passenger Fares	\$72,393	\$73,721	\$68,246	\$71,187	-1.7%
Operating Cost per Passenger	\$14.22	\$13.83	\$15.16	\$13.61	-4.3%
Operating Cost per Vehicle Service Hour	\$59.13	\$60.71	\$63.41	\$59.84	1.2%
Operating Cost per Vehicle Service Mile	\$4.03	\$3.94	\$4.15	\$4.06	0.7%
Passengers per Vehicle Service Hour	4.2	4.4	4.2	4.4	5.7%
Passengers per Vehicle Service Mile	0.28	0.29	0.27	0.30	5.2%
Vehicle Service Hours per Employee	1,407.7	1,231.0	1,204.3	1,297.8	-7.8%
Average Fare per Passenger	\$1.37	\$1.52	\$1.50	\$1.39	0.9%
Fare Recovery Ratio	9.66%	10.96%	9.93%	10.18%	5.4%

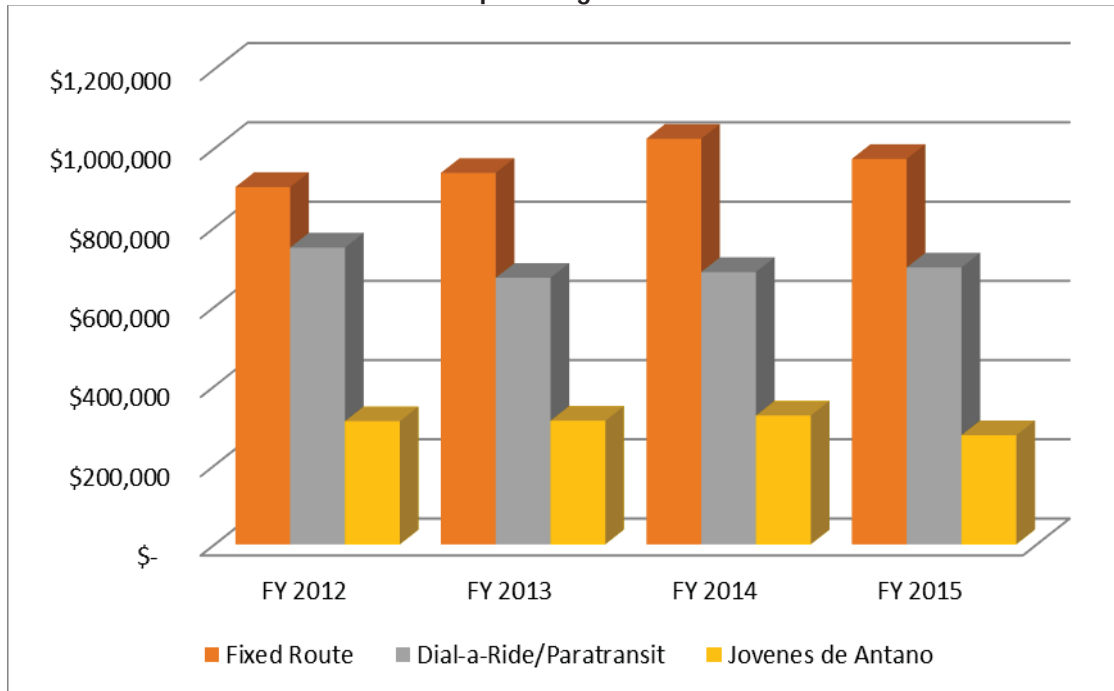
Source: Quarterly Operations Report, State Controller's Reports

**Table IV-4  
Jovenes de Antaño TDA Performance Indicators**

Performance Data and Indicators	Audit Period				% Change FY 2012– 2015
	FY 2012	FY 2013	FY 2014	FY 2015	
Operating Cost	\$310,784	\$312,009	\$325,212	\$275,442	-11.4%
Total Passengers	17,015	16,710	16,992	17,036	0.1%
Vehicle Service Hours	6,955	6,911	7,734	7,132	2.5%
Vehicle Service Miles	101,117	90,781	130,220	102,519	1.4%
Employee FTEs	4	4	4	4	0.0%
Passenger Fares	\$5,826	\$7,713	\$4,255	\$4,426	-24.0%
Operating Cost per Passenger	\$18.27	\$18.67	\$19.14	\$16.17	-11.5%
Operating Cost per Vehicle Service Hour	\$44.68	\$45.15	\$42.05	\$38.62	-13.6%
Operating Cost per Vehicle Service Mile	\$3.07	\$3.44	\$2.50	\$2.69	-12.6%
Passengers per Vehicle Service Hour	2.4	2.4	2.2	2.4	-2.4%
Passengers per Vehicle Service Mile	0.17	0.18	0.13	0.17	-1.2%
Vehicle Service Hours per Employee	1,738.8	1,727.8	1,933.5	1,783.0	2.5%
Average Fare per Passenger	\$0.34	\$0.46	\$0.25	\$0.26	-24.1%
Fare Recovery Ratio	1.87%	2.47%	1.31%	1.61%	-14.3%

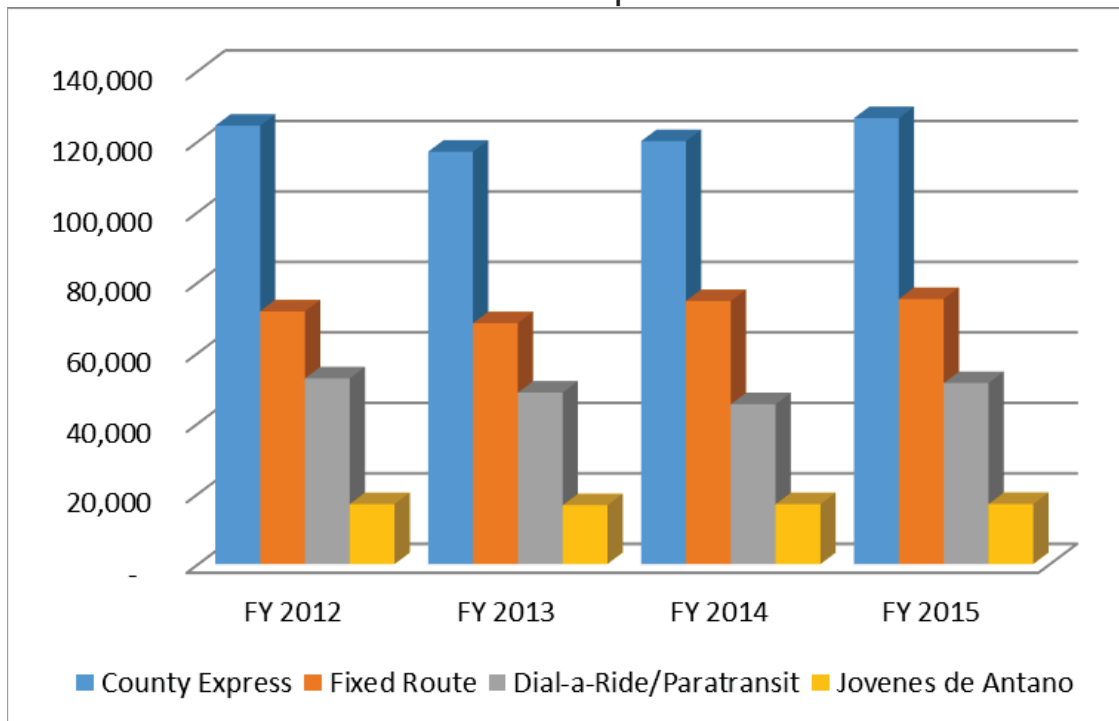
Source: State Controller's Reports Specialized Services

**Graph IV-1  
Operating Costs**

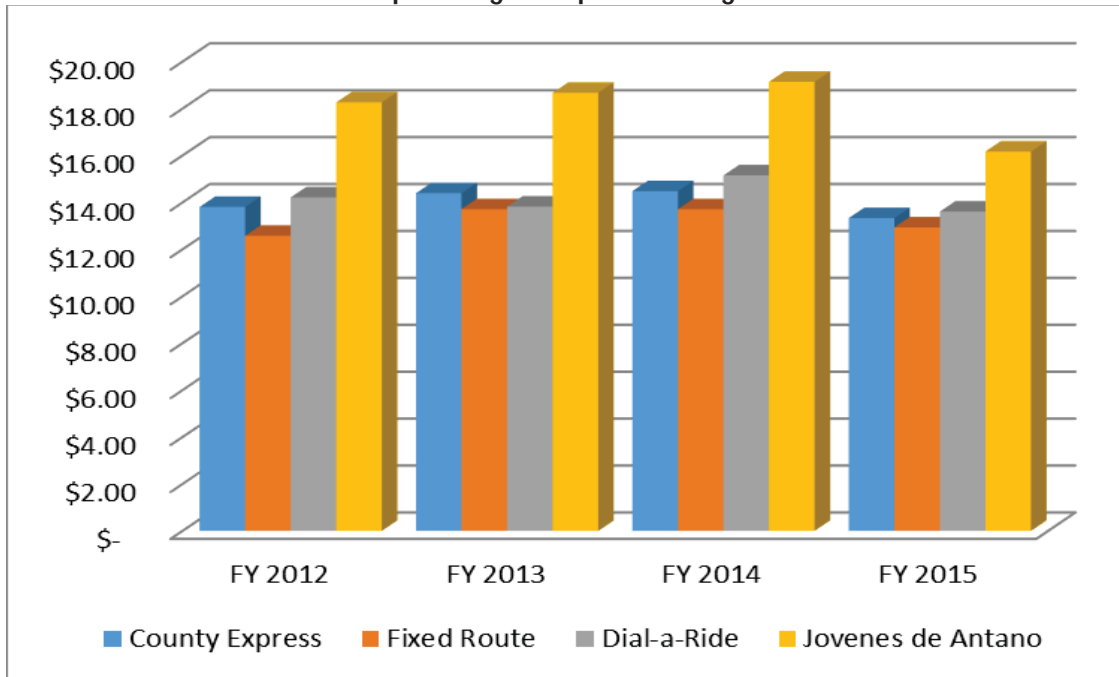


Note: Systemwide operating costs are drawn from audited data, while data by mode are unaudited.

**Graph IV-2  
Ridership**

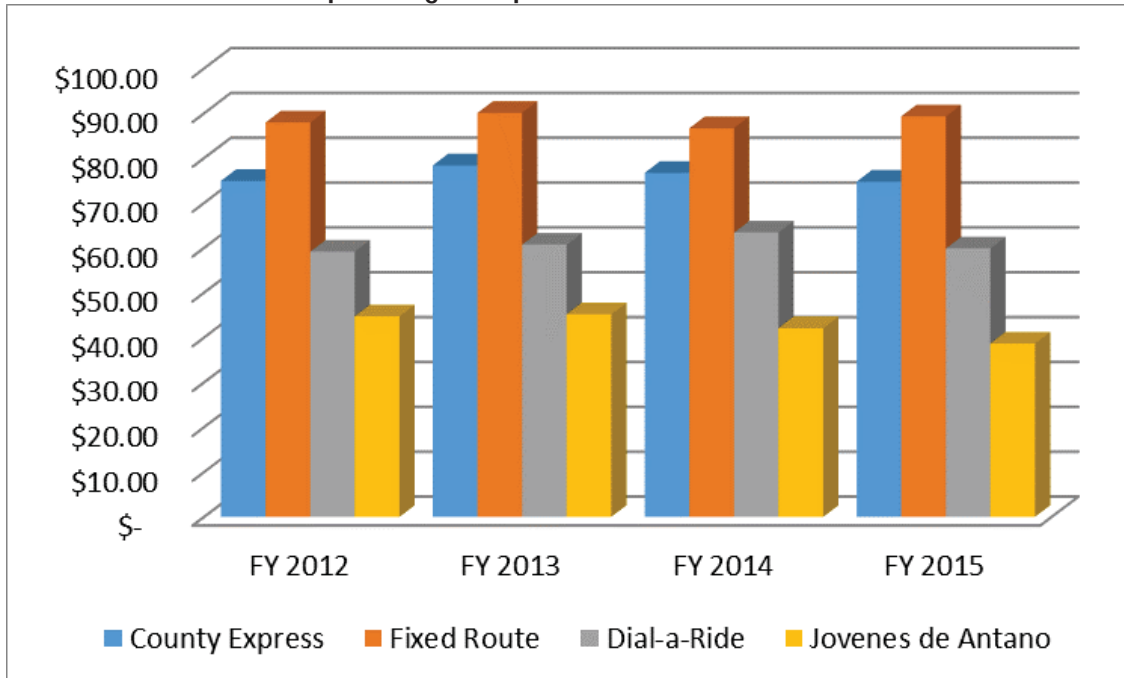


**Graph IV-3**  
Operating Cost per Passenger



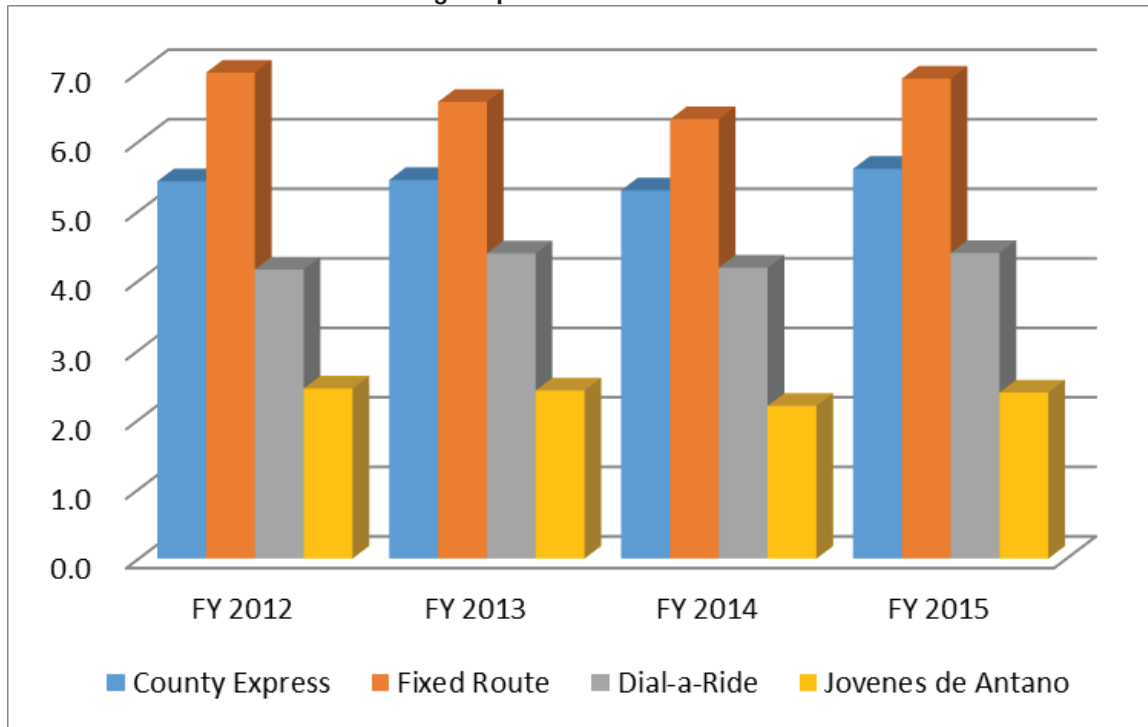
Note: Systemwide operating costs are drawn from audited data, while data by mode are unaudited.

**Graph IV-4**  
Operating Cost per Vehicle Service Hour

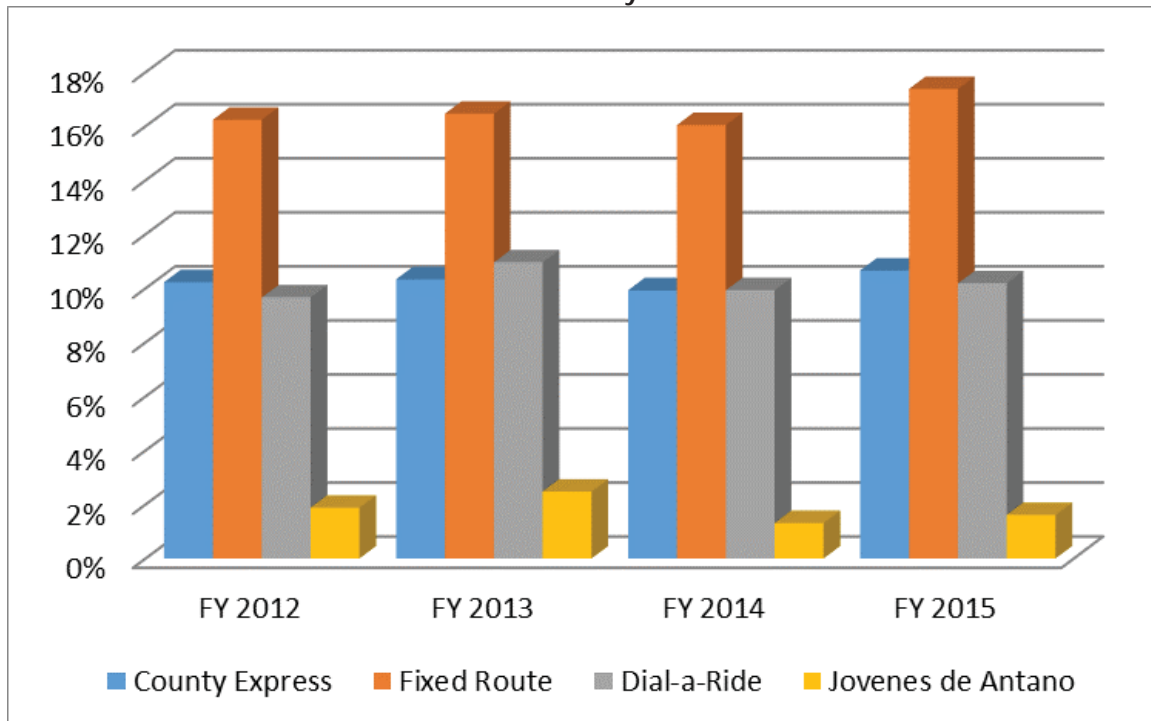


Note: Systemwide operating costs are drawn from audited data, while data by mode are unaudited.

Graph IV-5  
Passengers per Vehicle Service Hour



Graph IV-6  
Fare Recovery Ratio





## Findings from Verification of TDA Performance Indicators

1. Operating costs systemwide decreased 1.8 percent over the period based on audited data from the FY 2012 base year through FY 2015. Systemwide operating costs reflect exclusions from depreciation costs. Using unaudited data, fixed-route operating costs increased by 7.9 percent, whereas Dial-a-Ride operating costs decreased 6.7 percent. For Jovenes de Antaño, costs decreased 11.4 percent due to cuts in service to stay within budget.
2. Ridership increased 1.7 percent systemwide during the audit period. Fixed-route ridership increased 4.9 percent and Dial-a-Ride ridership decreased 2.5 percent. Ridership on Jovenes de Antaño was relatively stable. County Express ridership experienced some decline in FY 2013 but continued to climb in the remaining two audit years. This trend may include a small pattern of riders transitioning from Dial-a-Ride to fixed route.
3. The provision of revenue hours and miles exhibited slight decreases systemwide during the audit period. Systemwide, vehicle service hours decreased 1.5 percent and vehicle service miles decreased 1.2 percent. Fixed-route revenue hours and miles increased 6.2 and 4.7 percent, respectively, while Dial-a-Ride revenue hours and miles decreased 7.8 and 7.4 percent, respectively. Service hours and miles on Jovenes de Antaño increased slightly at 2.5 and 1.4 percent, respectively.
4. Operating cost per passenger decreased 3.5 percent systemwide. Cost per passenger increased by 2.9 percent on fixed route, while decreasing 4.3 percent for Dial-a-Ride. For Jovenes de Antaño, cost per passenger decreased 11.5 percent. The systemwide trends for this indicator reflect increases in overall ridership coupled with decreases in costs.
5. Operating cost per hour remained stable systemwide. The performance indicator exhibited an increase of 1.6 percent on the fixed route, whereas Dial-a-Ride saw its cost per hour increase 1.2 percent over the period. The cost per hour on Jovenes de Antaño decreased 13.6 percent. Both service hours and operating costs for County Express declined roughly the same rate systemwide, primarily from Dial-a-Ride.
6. Passengers per vehicle service hour systemwide exhibited an increase of 3.3 percent. The fixed route saw passengers per hour decrease by 1.3 percent, while Dial-a-Ride saw an increase of 5.7 percent. For Jovenes de Antaño, the decline was minimal at 2.4 percent. Systemwide the number of passengers per service hour increased from 5.4 passengers to 5.6 passengers during the audit period. The growth in ridership was in contrast to a decline in revenue hours.
7. The fare recovery ratio over the audit period increased slightly systemwide as both fixed-route and Dial-a-Ride fare ratios each showed some growth over the audit period. The

farebox recovery for Jovenes de Antaño declined as fare collection was less over the past few years. Jovenes de Antaño indicated that no fares can be charged for senior nutrition trips per federal regulations that provide subsidies to the service. Farebox recovery for fixed route increased 7.0 percent, while Dial-a-Ride increased 5.4 percent. Jovenes de Antaño saw its farebox recovery decrease 14.3 percent. The overall increase systemwide was 4.2 percent although there was year-over-year drop between FYs 2013 and 2014. The increase in systemwide passenger fare revenue was 2.4 percent during the three-year period.

## Section V

### Review of Operator Functions

This section provides an in-depth review of various functions within the San Benito Local Transportation Authority. The review highlights accomplishments, issues, and/or challenges that were determined during the audit period. The following functions were reviewed at the LTA and the contract operator's office at the County Corporation Yard in Hollister, and with Jovenes de Antaño:

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

Within some departments are sub-functions that require review as well, such as Grants Administration that falls under General Administration.

#### Operations

The LTA made a number of service adjustments in an effort to control operating costs and sustain farebox recovery, and is implementing recommendations from the Short and Long Range Transit Plan to streamline services. Bus route times were modified to improve on-time performance and passenger loads. Due to high demand and overcrowding of buses on Gavilan College runs, additional intercounty service to the college was added including an express run straight from Hollister. Midday non-peak hours on the local Hollister local fixed route were eliminated including between 9 a.m. and 2 p.m. for the Blue Route, and between 11 a.m. and 2 p.m. for the Red and Green routes. During that time frame, general public Dial-a-Ride service is available to meet the service demand.

The LTA has demonstrated a commitment to implement technological upgrades. The Authority acquired a dispatching software program and is gradually integrating its functionality, but continues to rely on manual dispatch and scheduling methods as a tool for providing a personal touch to the riders. Operations data such as revenue hours are tracked by the contractor and compared with those produced by the software for validation of the program. The new RouteMatch system is network-based and has capability to reduce the time required to record trip requests and prepare management reports. In addition, a new radio system with GPS capability comes with new vehicles that have been purchased. Dispatcher duties encompass coordinating driver runs, answering service calls, and counting fare revenue. Drivers call into

dispatch at key timepoints on the fixed-route service and at every pickup on Dial-a-Ride. Since vehicles were equipped with drive cams, driving habits have shown improvement.

The LTA has contracted its transit services to MV Transportation since September 2000. The contract was renewed in 2010. The operations contract during the audit period became effective November 19, 2010, and was effective through December 31, 2015. The contract was renewed after the audit period.

MV Transportation provides an extensive monthly operations report to the LTA summarizing County Express operations. The monthly contractor report contains the billing invoice along with an hourly and daily ridership summary, hours, mileage, and fare revenue breakdown. The contractor tracks revenue hours and mileage according to mode. The ridership analysis section of the report provides a breakdown of fares sold by category as well as performance indicators.

Table V-1 provides the annual summary of Dial-a-Ride operations on County Express.

**Table V-1**  
**County Express Dial-a-Ride Operations**

Year	Cancellations	No-Shows	Turn Downs
2013	4,298	1,077	10
2014	3,085	910	3
2015	3,769	1,123	3

Source: County Express

The number of cancellations has generally decreased, while no-shows have fluctuated by decreasing and then increasing during the audit period. The number of turndowns (denials) declined, which is positive.

Fare collection and reconciliation procedures are handled by the contract operator. Fareboxes on the vehicles are equipped with vaults to collect fares. Two dispatchers including the project manager/dispatch supervisor count the fare revenues in an office equipped with cameras. Fares are deposited every other day at the San Benito County Treasurer. Reconciliation of revenues is based on the passenger trip data contained in the monthly reports. Tokens are reused and dropped off at the LTA office for resale.

### Personnel

LTA personnel comprise administrative, planning, and operations staff. In FY 2014–15, the LTA reorganized its staffing to streamline services and reduce costs. The final LTA budget proposed the following changes:

- Change Supervising Mechanic position to a Heavy Equipment Mechanic I, II, III
- Change Heavy Equipment Mechanic I position to part-time temporary position of Heavy Equipment Mechanic Assistant

- Add part-time temporary position of Transportation Planning Technician

Cost savings from the change in mechanic positions in turn funded the Transportation Planning Technician to assist on a range of reporting responsibilities. This frees up the Transportation Planner to pursue grant funds and implement projects.

The contractor, MV Transportation, employs one general manager, 17 drivers (14 full-time, 3 part-time including a weekend dispatcher/driver), and 2 full-time dispatchers (including a project manager/dispatch supervisor). There is no road supervisor. There is low staff turnover with about two new hires per year. The average seniority of drivers is about eight years with a gradual increase to ten years. Most of the long-term employees drive the morning runs and prefer to stay with their routes, which generally is beneficial in terms of familiarity with the riders and better customer service. Drivers and non-exempt employees are represented by the Service Employees International Union (SEIU), Local 521.

### Jovenes de Antaño

Jovenes de Antaño (JDA) is a local nonprofit organization that has been contracted by the LTA to provide specialized transportation services to seniors and persons with disabilities in the county. JDA provides specialized transportation services for out-of-county non-emergency medical trips which have increased in ridership. A separate senior nutrition program covers Hollister and San Juan Bautista. There is a fee for service on most runs except the nutrition program. JDA coordinates with County Express ADA service where certain trips that JDA does not provide, such as to hair appointments and church, are referred to the ADA Paratransit.

JDA employs five part-time drivers and one dispatcher/transportation coordinator. The executive director provides overall management and an accountant provides financial services. Drivers are required to have a valid Class B (with a passenger endorsement) commercial driver's license and a General Paratransit Passenger Vehicle (GPPV) certificate. According to JDA, workers compensation insurance premiums increased during the audit period.

The LTA owns the vehicles operated by JDA, with fuel and insurance costs covered by JDA. Fares are required to be turned in several times a week to the LTA. Per the operations contract with the LTA, the contractor is required to report any route problems, delays, detours, or road calls. Accidents are tracked in an incident report.

A growing number of passenger trips are more established for the same riders to medical destinations including Palo Alto, Stanford, Morgan Hill, Gilroy, and Hollister. Drivers carry cell phones for out-of-area trips. Most of these trips are for dialysis treatment in which an escort is needed. Out-of-area trip requests must be made a week in advance, while requests for local trips in Hollister can be made on the same day.

The vehicles are used for specific trips such as intracounty for medical trips and shopping, senior lunch program, dialysis appointments, and other out-of-county trips. One additional vehicle serves as backup.

The five-year contract between the LTA and JDA expired in December 2015, and the LTA extended the contract for an additional year. The contract is enforced on a calendar year basis. Required data reporting and operational monitoring by LTA is by fiscal year, presenting some timing inconsistencies for administration and oversight of the service. An allotted number of monthly service hours are provided under the contract for which JDA is reimbursed an hourly rate. The current hourly rate for the specialized service is based on the contract provisions. Also, the fares charged to passengers for JDA services have not been increased for over five years, despite more trips being provided to the outer parts of the service zone such as Palo Alto. This service trend places more operating cost constraints on JDA.

### **Maintenance**

The LTA vehicles are stored, maintained, and fueled at the San Benito County Corporation Yard located at 3240 Southside Road in Hollister. Maintenance costs are broken down according to modal service hours. Maintenance and fueling are provided by the LTA. The new dispatching software that the LTA recently procured contains a maintenance module.

The LTA maintenance facility contains two scissor jack lifts. There is also an outside wash rack. Vehicles classified as GPPV are subject to a 3,000-mile/45-day preventive maintenance inspection. For Jovenes de Antaño, vehicles undergo a 3,000-mile/90-day preventive maintenance inspection. Most work is performed on site, with the exception of electronic diagnostic work. The LTA maintains a limited vehicle parts inventory and most parts are procured from local vendors in Hollister. Several new vehicles were purchased during the audit period including buses and minivans.

LTA vehicles have received satisfactory terminal inspections from the CHP, although as described in the compliance section of this audit, several County Express buses were found to exceed their required 3,000-mile or 45-day inspection intervals for the May 2014 inspection.

### **Planning**

In FY 2012–13, San Benito COG/LTA received a Caltrans transportation planning grant to update its short-range and long-range transit plan from 2008. With the assistance of a consultant, an updated Short and Long Range Transit Plan was developed and completed in February 2016 to improve and enhance regional public transportation in the service area. The transit plan involved a thorough assessment of system performance and agency financial data. Plan development also provided different forums for community input and involvement to gain insight on each community's various needs. New goals for the current transit performance monitoring system more directly reflect the evolving system and address the LTA's new mission, vision, and values. When financial limitations were considered, three alternatives were developed for a short-term solution: the status quo, streamlining LTA's service delivery model through a deviated fixed-route system, and a pulsed fixed route. An operations and

implementation plan was created that integrates the various options for service improvements in the short and long term.

### **Marketing**

As part of its efforts to contain operating costs, the LTA has a small marketing budget. In spite of such constraints, the LTA continued to market its transit services through various types of media. The County Express website (<http://www.sanbenitocountyexpress.org/>) provides information on LTA services including route maps and schedules, Dial-a-Ride, trip planning, service updates, and links to social media sites such as Facebook and Twitter. The trip planner interactive tool is powered by Google Transit. Standard multi-ride passes and tokens are available for purchase at the LTA's offices located at 330 Tres Pinos Road, Suite C7 in Hollister as well as at the operations facility in the County Corporation Yard.

Transit services are also marketed through the local rideshare collaborative website (<http://sanbenitorideshare.org/bus/county-express/>). The website also contains links to the Google Transit trip planner and to the County Express social media pages. County Express provides free transit rides to unmet transit needs hearings as well as a free shuttle to the County Fair. Public outreach efforts have included the County Health Fair, Rideshare Month held in October, and the local high school job fair.

The LTA provides advertising space on three bus shelters, each containing two advertising sections. The advertising policy is found on the County Express website. Advertisements must follow County Express advertising policies and must be approved and signed off by the LTA before production.

Passenger complaints are received and recorded by the Transportation Planner at the LTA office onto a customer service form. The form is also used to record compliments and service suggestions.

Jovenes de Antaño produces a tri-fold brochure of its in-county and out-of-county transportation services. The brochure is printed in English and Spanish and lists the ride eligibility and types of trips, cost of the intracounty ride, and contact information for making a ride appointment. A separate fare schedule pamphlet for out-of-county medical trips identifies the zone and fare range using a map.

### **General Administration and Management**

The San Benito Local Transportation Authority is governed by a five-member Board of Directors. The Board is composed of two city council members from the City of Hollister, one city council member from the City of San Juan Bautista, and two members of the San Benito County Board of Supervisors. The Authority Board also functions as the San Benito COG Board. The Authority agenda packet includes a quarterly performance report update summarizing LTA operations,

trends, and notable events. As discussed earlier, LTA staff was reorganized in FY 2014–15 to streamline services and reduce costs.

### Grants Management

Grant funding allocated toward supporting transit services has been derived from local, state, and federal sources. Based on the National Transit Database submitted by the LTA during the audit period, the agency received \$363,178 and \$223,565 in federal operating and capital funds, respectively, in FY 2013. The fund sources included FTA Section 5311 for rural operations, and FTA Section 5310 in capital for transit vehicles with radios and dispatch software. The LTA received \$363,178 in federal operating funds in FY 2014 and \$311,062 in FY 2015.

STIP transit funding was acquired for the purchase of two buses (36-passenger and 28-passenger vehicles) and one minivan. The LTA has also applied for and received \$263,000 in Proposition 1B Public Transportation Modernization, Improvement and Service Enhancement Account (PTMISEA) funds for bus stop shelters, fuel stations, and other operational enhancements.



## Section VI

### Findings

The following summarizes the major findings obtained from this triennial audit covering fiscal years 2013 through 2015. A set of recommendations is then provided.

#### Triennial Audit Findings

1. Of the compliance requirements pertaining to San Benito LTA, the operator fully complied with eight of the nine applicable requirements. The operator was in partial compliance with attainment of its farebox recovery standard. Two additional compliance requirements did not apply to the LTA (e.g., intermediate farebox recovery ratio under PUC Section 99270.1 and urbanized farebox recovery ratio).
2. San Benito LTA is held to a 10 percent farebox standard. During the audit period, the farebox recovery ratio for the LTA was slightly below 10 percent in FY 2014, reaching 9.9 percent. For FYs 2013 and 2015, the farebox ratios were 10.3 and 10.6 percent, respectively. The average farebox ratio during the period was 10.3 percent.
3. Through its contract operator, the San Benito LTA participates in the CHP Transit Operator Compliance Program and received vehicle inspections within the 13 months prior to each TDA claim. Satisfactory ratings were made for all inspections conducted during the audit period. For the May 2014 inspection, several County Express buses were found to exceed their required 3,000-mile or 45-day inspection intervals. One vehicle exceeded the inspection interval by over 27,000 miles and 300 days. In spite of the findings, the terminal received a satisfactory rating from the CHP. Also, for the November 2014 inspection of Jovenes de Antaño, the inspection found that one driver had entered an “on duty” time that was contrary to evidence showing being on duty a little earlier. Although this information was noted in the CHP report, the terminal received a satisfactory rating.
4. The operating budget exhibited modest fluctuations during the audit period with increases no higher than 5 percent in any year. In FY 2015, the budget decreased by 2 percent due to reorganization of staffing and reclassification of positions including to part-time status.
5. Of the three prior audit recommendations, the LTA implemented two and partially implemented one recommendation. The recommendation partially implemented concerned integration of the new dispatching software for County Express. This process is ongoing, and the recommendation is carried over for full implementation.
6. Ridership increased 1.7 percent systemwide during the audit period. Fixed-route ridership increased 4.9 percent and Dial-a-Ride ridership decreased 2.5 percent. Ridership on Jovenes

de Antaño was relatively stable. County Express ridership experienced some decline in FY 2013 but continued to climb in the remaining two audit years.

7. The LTA made a number of service adjustments in an effort to control operating costs and sustain farebox recovery, and is implementing recommendations from the Short and Long Range Transit Plan to streamline services.
8. Due to high demand and overcrowding of buses on Gavilan College runs, additional intercounty service to Gavilan College was added including an express run straight from Hollister.
9. In FY 2014–15, the LTA reorganized its staffing to streamline services and reduce costs. Cost savings from the change in mechanic positions in turn funded the Transportation Planning Technician to assist on a range of reporting responsibilities. This frees up the Transportation Planner to pursue grant funds and implement projects.
10. A growing number of passenger trips for Jovenes de Antaño are more established for the same riders to medical destinations including Palo Alto, Stanford, Morgan Hill, Gilroy, and Hollister. Drivers carry cell phones for out-of-area trips. Most of these trips are for dialysis treatment in which an escort is needed.
11. With the assistance of a consultant, an updated Short and Long Range Transit Plan was developed and completed in February 2016 to improve and enhance regional public transportation in the service area. New goals for the current transit performance monitoring system more directly reflect the evolving system and address the LTA's new mission, vision, and values.
12. Grant funding allocated toward supporting transit services has been derived from local, state, and federal sources including federal operating and capital funds, STIP transit funding, and Proposition 1B Public Transportation Modernization, Improvement and Service Enhancement Account funds for projects including vehicles, operations software, bus stop shelters, fuel stations, and other operational enhancements.

## Recommendations

### 1. Ensure proper calculation of farebox recovery in the annual fiscal audit.

The financial audit of San Benito COG/LTA does not provide a calculation of farebox recovery for County Express. With recent changes being made to the farebox calculation through new legislation (Senate Bill [SB] 508, October 2015), the audited farebox for County Express should reflect the aspects of the new law.

SB 508 rationalizes performance metrics, for example, by applying the same operating cost exemptions to both the farebox recovery ratio and the STA qualifying criteria. In addition, this bill clarifies a few terms that should help ensure expectations are applied uniformly to the transit operators.

Highlights of the bill are summarized below.

#### Farebox Recovery

- Revises definition of “local funds” to mean any nonfederal or nonstate grant funds or other revenues generated by, earned by, or distributed to an operator.
- Revises definition of “operating cost” to exclude principal and interest payments on capital projects funded with certificates of participation.
- Exempts startup costs for new transit services for up to two years.
- Exempts additional categories of expenditures from “operating cost” (cost increases above the Consumer Price Index for fuel, alternative fuel programs, power, insurance premiums and claims, and state and federal mandates).

The farebox recovery ratio calculated in the next annual TDA fiscal audit should account for these changes given that operator eligibility for TDA funds is determined in large part by the audited farebox ratio.

### 2. Submit complete TDA claim with requirement attachments.

The LTA TDA claim submittal package did not consistently include all required attachments identified in the claim sheet titled “Annual Verification of TDA Compliance to Accompany LTF and STA Claims for Transit and Streets and Roads Purposes.” These attachments include a signed cover sheet of the State Controller Transit Operator’s Financial Transactions Report, CHP inspection report, description of the current fare structure, and reporting on efforts to implement the prior performance audit recommendations. Although the required documentation is available in other files maintained at the COG/LTA, it is recommended that a complete claim package with the attachments be assembled by the LTA prior to submittal to the COG.

**3. Prioritize capital investment in additional technology to maximize operational efficiencies.**

The LTA currently has dispatching software that has the potential to enhance all facets of its transit operations. The software is currently being integrated into County Express dispatch and scheduling. The Short and Long Range Transit Plan identified mobile data terminals (MDTs) or computer tablets for installation in all vehicles. MDTs in combination with computerized scheduling software are a natural expansion of transit technology. They enable dispatchers to easily make real-time adjustments to drivers' schedules, and enable drivers to enter trip information in real time. MDTs also create staff efficiencies by removing the cumbersome and often error-laden process of reconciling manual driver logs with dispatch records.

The recent reorganization of LTA is an opportunity for transportation planning staff to pursue grant funding for expanding complementary devices that would improve the delivery of transit service and enhance customer service.



## Staff Report

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To: Council of Governments  
From: Veronica Lezama, Transportation Planner      **Telephone:** (831) 637-7665, Ext. 204  
Date: October 20, 2016  
**Subject: 2040 Regional Transportation Plan**

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### Staff Recommendation:

1. **RECEIVE** a Presentation on the 2040 San Benito Regional Transportation Plan Update; and
2. **COMMENT** and **APPROVE** the Draft Goals and Draft Transportation Project List for Inclusion in the Draft 2040 San Benito Regional Transportation Plan.
3. **DIRECT** COG Staff to Submit the Approved Draft Project List to the Association of Monterey Bay Area Governments (AMBAG) for Inclusion in the Project List for the Draft 2040 Metropolitan Transportation Plan/Sustainable Communities Strategy.

### Summary:

The Regional Transportation Plan (RTP) is a long-range transportation plan that is developed and updated by COG. Staff has prepared goals and a regional project list for inclusion in the Draft 2040 Regional Transportation Plan.

### Financial Considerations:

The 2040 RTP is being prepared with staff time using state planning funds. The completion of an RTP is a requirement of all Regional Transportation Planning Agencies in California to continue to receive planning funds. In addition, local and regional projects generally must be included in the RTP to make them eligible to receive state and federal funding.

### Background:

As a state-designated Regional Transportation Planning agency, the COG is required by law to prepare an RTP. The RTP provides a vision for transportation investments and considers the role of transportation in the broader context of economic, environmental, and quality-of-life goals for the future. The RTP also identifies regional transportation strategies to address the San Benito County region's mobility needs. The RTP must in compliance with the State of California Regional Transportation Plan Guidelines, which are approved by the California Transportation Commission.

State law requires an update every four years. This schedule ensures that the Plan is current and reflects the transportation needs of the region. It is also an opportunity to ask the public, community

leaders, and other agencies how they would like to see the future of transportation unfold. COG adopted the last update, the 2035 RTP, in June 2014.

While the RTP focuses on San Benito County, it is important to consider the transportation network as it operates throughout the Monterey Bay region. Therefore, staff is working closely with its regional partners at the Association of Monterey Bay Area Governments (AMBAG), the Santa Cruz Regional Transportation Commission, and the Transportation Agency for Monterey County and Caltrans District 5 on the development of various components of the RTP, including the financial projections, project lists, and environmental review.

Specifically, COG also works with the Association of Monterey Bay Area Governments (AMBAG) to develop the Metropolitan Transportation Plan (MTP) - Sustainable Communities Strategy (SCS) for the Monterey Bay region (San Benito, Santa Cruz and Monterey counties). The RTP is the state-mandated long range, 20+ year transportation plan and the MTP-SCS is the federally-mandated long range transportation plan.

### **Staff Analysis:**

The 2040 RTP update was indicated in February 2016 and is anticipated for completion in 2018. As part of the initial process, the COG Board is being asked comment and approve the Draft Goals and Draft Transportation Project List for inclusion in the Draft 2040 RTP.

## **DRAFT RTP GOALS**

With each RTP update, COG begins the planning process by establishing a framework of goals to guide the development of the RTP.

The proposed draft policy goals are broken down into the following six categories:

<b>Accessibility and Mobility</b>	<b>System Preservation &amp; Safety</b>	<b>Economic Vitality</b>	<b>Healthy Communities</b>	<b>Social Equity</b>	<b>Environment</b>
Provide convenient, accessible, and reliable travel options while maximizing productivity for all people and goods in the region.	Preserve and ensure a sustainable and safe regional transportation system.	Raise the region's standard of living by enhancing the performance of the transportation system.	Protect the health of our residents; foster efficient development patterns that optimize travel, housing, and employment choices and encourage active transportation.	Provide an equitable level of transportation services to all segments of the population.	Promote environmental sustainability and protect the natural environment.

COG's transportation goals align closely to these federal planning factors and the 2040 California



Transportation Plan's goals, as shown below.

The California Transportation Plan (CTP 2040) is a state-level transportation plan that combines statewide transportation goals with regional transportation and land use plans to produce a unified multimodal transportation strategy. Staff finds the State policy goals consistent with the needs in San Benito County.

Similar goals were adopted by AMBAG at their June 2016 meeting, which were developed with input from all of the regional agencies, including the Council of Governments as a member of AMBAG. COG's Technical Advisory Committee (TAC) and the Social Services Transportation Advisory Council (SSTAC) also recommend the draft policy goals to the COG Board of Directors for approval.

### **RTP DRAFT TRANSPORTATION PROJECT LIST**

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The RTP's Action Element includes projects and programs needed to operate, maintain and improve the transportation system in San Benito County. The COG Board is being asked to review and comment on the draft Transportation Project List (Attachment 1).

The list consists of planned local and State roadways, bicycle and pedestrian, transit, airport, among other transportation programs. In March and September 2016, COG met with local jurisdictions to gather project information. COG's Technical Advisory Committee (TAC) and the Social Services Transportation Advisory Council (SSTAC) also reviewed the attached list of transportation capital projects and recommend it for approval.

Furthermore, enclosed for the Board's reference is the last adopted 2035 RTP project list (Attachment 2). One significant change was the replacement of the Highway 25 Operational Enhancements Project with the State Route 25 Corridor Improvements Project and the ungrouping of lump sum projects (i.e. Highway Bridge Program and Bicycle and Pedestrian Master Plan Projects).



## **FINANCIAL ASSUMPTIONS**

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COG is collaborating with AMBAG on the development of the financial assumptions for the tri-county region. Once the financial assumptions are finalized, the project list will undergo analysis to ultimately determine which projects are put on the “constrained” list (projects that could be implemented within foreseeable revenues through 2040) or “unconstrained” list (projects that could be funded if new revenues, above and beyond projections, are generated).

As part of the financial assumptions, COG will be identifying funding for a future, 2018, sales tax for transportation.

## **ENVIRONMENTAL REVIEW**

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As a part of developing the 2040 RTP, the COG is required to prepare a program-level Environmental Impact Report. COG is coordinating preparation of this Environmental Impact Report with AMBAG, the Santa Cruz County Regional Transportation Commission, and the Transportation Agency for Monterey County. In July 2015, the COG Board approved an agreement with AMBAG for the development of the program-level EIR.

## **SCHEDULE & PUBLIC OUTREACH**

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COG initiated the development of the 2040 Regional Transportation Plan in February 2016, for anticipated adoption in June 2018 (Attachment 3). The public will have an opportunity to provide their comments as the Plan is developed. Public outreach will include public meetings, online and social media outreach, and targeted meetings with community groups.

Executive Director Review: \_\_\_\_\_

Counsel Review: N/A

Attachment:

1. Draft 2040 Transportation Plan Project List
2. Adopted 2035 Transportation Plan Project List
3. Regional Transportation Plan Schedule





## 2018 Regional Transportation Plan Project List

**California Department of Transportation**  
**Number of Projects: 10**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
1 Airline Highway Widening/SR 25 Widening: Sunset Drive to Fairview Road	SB-CT-A17	Widen to 4-lane expressway. TIF	\$28,214.00
2 Highway 25 4-Lane Widening, Phase 1	SB-CT-A44	Widen to 4-lane expressway, San Felipe Road to Hudner Lane. TIF	\$62,000.00
3 New State Route 152 Alignment: SR 156 to US 101	SB-VTA-A02	Construct new alignment of State Route 152 from State Route 156 to U.S. 101	\$848,000.00
4 SR 156 Widening - San Juan Bautista to Union Road	SB-CT-A01	Construct a four-lane expressway south of the existing State Route 156 and use the existing SR 156 as the northern frontage road. TIF	\$62,900.00
5 SR 156/Fairview Road Intersection Improvements	SB-CT-A02	Construct new turn lanes at the intersection. TIF	\$6,824.00
6 SR 25 4-Lane Widening, Phase II	SB-CT-A45	Widen from 2 to 4 Lanes from Hudner Lane to County Line. TIF	\$168,000.00
7 State Highway Operations and Protection Program (SHOPP)	SB-CT-A43	Varies, grouped project listing, 2018-2040.	\$90,427.00
8 U.S. 101 Widening- Monterey Street to SR 129, including Highway 25/101 Interchange	SB-VTA-A01	Widen from 4 to 6 lanes	\$246,000.00
9 U.S. 101: Las Aromitas: Monterey/San Benito County Line to State Route 156	SB-CT-A55	Highway widening from 4 to 6 lanes	Project cost not available
10 U.S. 101: SR 156 to SR 129, Widen to 6-Lane Freeway	SB-CT-A56	Highway widening from 4 to 6 lanes and upgrade facility to freeway standards	Project cost not available
<b>RTP Total</b>			<b>\$1,512,365.00</b>



## 2018 Regional Transportation Plan Project List

**Council of San Benito County Governments**  
**Number of Projects: 7**

*All Figures in '000s (thousands of dollars)*

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
11 Intelligent Transportation Systems Lump Sum Projects	SB-COG-A56	Implement projects identified in the Central Coast Intelligent Transportation Systems Plan	\$7,355.00
12 Motorist Aid System (SAFE)	SB-COG-A44	Emergency call box program	\$1,251.00
13 Rideshare Program (TDM)	SB-COG-A08	Promote the use of alternative modes of transportation	\$110.00
14 Safe Routes to Schools Implementation Program	SB-COG-A57	Infrastructure improvements to achieve safer routes to schools for walking and bicycling at R.O. Hardin & Calaveras Elementary Schools. Lead agency role will vary from the City of Hollister, County and the Hollister School District	\$1,126.00
15 State Route 25 Corridor Improvements Project	SB-COG-A54	To enhance safety, improve traffic operations, and provide additional capacity to reduce congestion for all transportation modes on Highway 25 between San Felipe Road and the San Benito/Santa Clara County line.	\$135,000.00
16 Vanpool Program	SB-COG-A53	Provide vehicle lease program, planning and coordination	\$364.00
17 Wayfinding Sign Program	SB-COG-A55	Signs that provide direction of vehicles and pedestrians to specific destinations within the predefined areas.	\$1,200.00
<b>RTP Total</b>			<b>\$146,406.00</b>



## 2018 Regional Transportation Plan Project List

**City of San Juan Bautista**  
**Number of Projects: 23**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
18 1st Street Bike Lane	SB-SJB-A23	Class III, .10 miles, Monterey Street to existing Class II on 1st Street, Tier No. 3	\$1.00
19 4th Street - San Jose Bike Lane	SB-SJB-A18	Class III, .16 miles, 4th Street to North side of San Juan Bautista Historic Park, Tier No. 3	\$2.00
20 City of San Juan Bautista Local Street & Roadway Maintenance: 2019-2030	SB-SJB-A15	System preservation and maintenance	\$500.00
21 City of San Juan Bautista Local Street & Roadway Maintenance: 2031-2040	SB-SJB-A16	System preservation and maintenance	\$750.00
22 Connect Lang Street to Lang Street to The Alameda	SB-SJB-A09	Construct and connect Lang Street	\$750.00
23 First Street Bike Lane	SB-SJB-A12	Stripping a Bike Lane on First Street	\$10.00
24 Fourth Street Bike Lane	SB-SJB-A13	Stripping a Bike Lane on Fourth Street	\$10.00
25 Franklin Street Bike Lane	SB-SJB-A17	Class III, .17 miles, \$the Street to South side of San Juan Bautista Historic Park, Tier No. 2	\$2.00
26 Lavanigno Drive Construction	SB-SJB-A08	Construction of Lavanigno Drive	\$500.00
27 Monterey Street Bike Lane	SB-SJB-A22	Class III, 1.04 miles, 4th Street to North side of San Juan Bautista Historic Park	\$426.00
28 Pedestrian Crosswalk at Intersection of The Alameda & Hwy 156	SB-SJB-A06	Install meters, screens and stripe on east side of The Alameda & Highway 156	\$50.00
29 Reconstruction of Muckelemi Street to Monterey Street	SB-SJB-A14	Reconstruction of Muckelemi Street to Monterey adding planting strip median	\$160.00
30 Roundabout at First Street, Old San Juan Hwy & Lavanigno Rd	SB-SJB-A03	Slight widening/ re-paving and construction of roundabout	\$350.00



## 2018 Regional Transportation Plan Project List

**City of San Juan Bautista**  
**Number of Projects: 23**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
31 Roundabout at Muckelemi Street & Monterey Street	SB-SJB-A02	Constructing a Roundabout	\$300.00
32 Roundabout at San Juan-Hollister Rd & San Juan Canyon Road	SB-SJB-A04	Constructing a Roundabout and repaving	\$200.00
33 Roundabout at The Alameda & Fourth Street	SB-SJB-A01	Constructing a Roundabout	\$300.00
34 Roundabout at Third Street & Donner Street	SB-SJB-A05	Stripping a roundabout widening Third Street	\$100.00
35 San Jose Street - The Alameda Bike Lane	SB-SJB-A19	Class III, .54 miles, The Alameda to Monterey Street, Tier No. 3	\$7.00
36 San Juan Bautista Historic Park Bike Lane	SB-SJB-A21	Class I, .29 miles, Franklin Street to 1st Street, Tier No. 3	\$253.00
37 San Juan-Hollister Road Bike Lane	SB-SJB-A10	Stripping a bike Lane on San Juan- Hollister Road	\$10.00
38 Second Street Bike Lane	SB-SJB-A20	Class III, .14 miles, San Jose Street to Monterey Street, Tier No. 3	\$2.00
39 Third Street Bike Lane	SB-SJB-A11	Stripping a bike Lane on Third Street	\$10.00
40 Third Street Extension	SB-SJB-A07	Constructing Third Street to connect to First Street	\$400.00
<b>RTP Total</b>			<b>\$5,093.00</b>



# 2018 Regional Transportation Plan Project List

**City of Hollister**  
**Number of Projects: 43**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
41 4th Street Bike Lane	SB-COH-A28	Construct Class III Bike Route, 0.83 miles, between McCray St. and Westside Blvd.	\$11.00
42 Beverly Drive Bike Lane	SB-COH-A73	Class III, .53 miles, Sunnyslope Road to Hillcrest Road, Tier No. 3	\$7.00
43 Bridgevale Road Bike Lane	SB-COH-A72	Class III, .26 miles, from Fourth Street (Previously San Juan Road) to Central Avenue, Tier No. 3	\$3.00
44 Central Avenue Bike Lane	SB-COH-A25	Construct Class II Bike Lane, 1.66 miles, between Bridge Rd. and East St.	\$50.00
45 Cerra Vista Bike Lane	SB-COH-A67	Class III, .73 miles, Union Road to Sunnyslope Road	\$10.00
46 City of Hollister Local Street & Roadway Maintenance: 2019-2030	SB-COH-A61	System preservation and maintenance	\$58,930.00
47 City of Hollister Local Street & Roadway Maintenance: 2031-2040	SB-COH-A62	System preservation and maintenance	\$67,870.00
48 Clearview Drive Bike Lane	SB-COH-A69	Class III, 1.15 miles, Sunset Drive to Meridian Street, Tier No. 2	\$15.00
49 Complete Streets Project for Nash/Tress Pines/Sunnyslope Roads and McCray Street	SB-COH-A60	Complete street segments include: sidewalks, bike lanes, curb extensions, median islands, narrower travel lanes, roundabouts, and more.	\$6,760.00
50 Flynn Road & San Felipe Road Intersection	SB-COH-A74	New signalization of 4-lane arterial with 4-lane arterial. TIF	\$800.00
51 Fourth Street (San Juan Road) & West Street or Monterey Street Intersection	SB-COH-A64	New signalization of 2-lane collector with 2-lane local; 4 approaches, retain current lane configuration. TIF	\$400.00



# 2018 Regional Transportation Plan Project List

**City of Hollister**  
**Number of Projects: 43**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
52 Gateway Drive & San Felipe Road Intersection	SB-COH-A77	New signalization of new 2-lane collector with 4-lane arterial; 3 approaches, LTO's exist. TIF	\$525.00
53 Hawkins Street Bike Lane	SB-COH-A68	Class III, .45 miles, Monterey Street to Prospect Avenue, Tier No. 2	\$6.00
54 Hillcrest Road Bike Lane	SB-COH-A33	Construct Class II Bike Lane, 1.77 miles, between Fairview Rd. and proposed Class III on Hillcrest Rd.	\$53.00
55 Hollister Airport Capital Improvements	SB-COH-A41	Capital improvements grouped project list from the Airport Capital Improvement Program	\$16,500.00
56 Hollister Airport Operations and Maintenance	SB-COH-A40	Continued operations and maintenance of the airport	\$16,500.00
57 Ladd Lane Bike Lane	SB-COH-A23	Construct Class II Bike Lane	\$5.00
58 McCray Street Bike Lane	SB-COH-A66	Class II, .61 miles, Hillcrest to Santa Ana Road, Tier No. 2.	\$18.00
59 Memorial Drive & Hillcrest Road Intersection	SB-COH-A65	New signalization of 4-lane arterial with 4-lane arterial, 4 approaches. Existing lane configuration to remain. TIF	\$700.00
60 Memorial Drive & Santa Ana Road Memorial Drive South Extension (Intersection)	SB-COH-A75	New signalization of future 4-lane arterial (Memorial) with non-TIMF widening to 4-lane arterial; 4 approaches, turning lanes will be constructed. TIF	\$800.00
61 Memorial Drive Bike Lane	SB-COH-A26	Construct Class II Bike Lane	\$34.00
62 Memorial Drive North Extension: Santa Ana Road to Flynn Road/Shelton Intersection	SB-COH-A55	Construct new 4-lane road and extension. TIF	\$13,842.00



# 2018 Regional Transportation Plan Project List

**City of Hollister**  
**Number of Projects: 43**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
63 Memorial Drive South Extension: Meridian Street to Memorial Drive (Intersection)	SB-COH-A76	New signalization of future 4-lane arterial (memorial) with 4-lane arterial; 4 approaches, turning lanes will be constructed. TIF	\$800.00
64 Memorial Drive South Extension: Meridian Street to Santa Ana Road	SB-COH-A16	Construct 4-lane road extension. TIF	\$3,355.00
65 Meridian Road Bike Lane	SB-COH-A71	Class III, .47 miles, End of Meridian to Memorial Drive, Tier No. 3	\$6.00
66 Meridian Street Bike Lane	SB-COH-A30	Construct Class II Bike Lane, 1.07 miles, between Memorial Dr. and McCray St.	\$32.00
67 Monterey Street Bike Lane	SB-COH-A36	Construct Class III Bike Route, 1.04 miles, between Nash and 4th St.	\$14.00
68 North Street (Buena Vista) between College Street and San Benito Street	SB-COH-A19	Construct 2-lane road	\$4,207.00
69 Pacific Way (New Road): San Felipe Rd. to Memorial Dr.	SB-COH-A57	New 2-lane road from San Felipe Rd. to future Memorial Dr. north extension. TIF	\$7,412.00
70 Rancho Drive & East Nash (Tres Pinos Road) Intersection	SB-COH-A78	New Roundabout. TIF	\$700.00
71 Sally Street Bike Lane	SB-COH-A29	Construct Class III Bike Route, .96 miles, between Nash Rd. and 4th St.	\$13.00
72 San Felipe Road Bike Lane	SB-COH-A31	Construct Class II Bike Lane, 6.61 miles, between Santa Ana Rd. and Northern San Benito County	\$197.00
73 South Street & Westside Boulevard Intersection	SB-COH-A63	New signalization of 4-lane collector with 2-lane collector; 4 approaches, retain current lane configuration. TIF	\$550.00



# 2018 Regional Transportation Plan Project List

**City of Hollister**  
**Number of Projects: 43**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
74 South Street/Hillcrest Road Bike Lane	SB-COH-A24	Construct Class II Bike Lane. Class III, 1.04 miles, between McCray St. and proposed Class II on Hillcrest Rd.	\$14.00
75 Steinbeck Drive Bike Lane	SB-COH-A70	Class III, .10 miles, Line Street to Westside Boulevard, Tier No. 3	\$1.00
76 Sunnyslope Road Bike Lane	SB-COH-A20	Construct Class II Bike Lane, 0.70 Mile.	\$21.00
77 Sunset Drive Bike Lane	SB-COH-A32	Construct Class III Bike Route, 0.84 miles, between Cerra Vista Rd. and Airline Hwy	\$11.00
78 Union Road (formerly Crestview Drive) Construction	SB-COH-A11	Construct new 2-lane road	\$11,000.00
79 West Gateway Improvement Project	SB-COH-A13	Streetscape and intersection improvements	\$4,125.00
80 Westside Boulevard & Nash Road Westside Boulevard Extension (Intersection)	SB-COH-A58	New signalization of 2-lane collector south leg (Westside Extension), existing 4-lane north leg with existing 2-lane local; 4 approaches, turning lanes will be added. TIF	\$575.00
81 Westside Boulevard Bike Lane	SB-COH-A79	Class II, .28 miles, between South Street and Jan Avenue, Tier No. 1.	\$5.00
82 Westside Boulevard Extension	SB-COH-A18	Construct 2-lane road. Westside Boulevard Extension: Nash Rd. to Southside Rd./San Benito St. Intersection. TIF	\$13,360.00
83 Westside Boulevard Extension (Intersection)	SB-COH-A59	New signalization of new 2-lane collector (Westside Extension) with 2-lane arterial; 4 approaches, turning lanes will be constructed at Westside Boulevard & San Benito Street. TIF	\$500.00
<b>RTP Total</b>			<b>\$230,737.00</b>





# 2018 Regional Transportation Plan Project List

**San Benito County**  
**Number of Projects: 39**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
84 Airline Highway Bike Lane	SB-SBC-A22	Class I Bike Lane, 1.40 miles between Sunset Dr. and existing Class I on Airline Hwy (Tres Pinos).	\$42.00
85 Anzar Road Bridge	SB-SBC-A59	Anzar Rd over San Juan Creek, 0.35 Miles with San Juan Hwy R. Replace 2-lane with 2-lane bridge (no added capacity) Bridge No. 43C0039. HBP	\$2,870.00
86 Buena Vista Road Bike Lane	SB-SBC-A64	Class III, .74 miles, Proposed Class II on Buena Vista to Highway 156	\$10.00
87 Enterprise Road & Airline Highway(SR-25) Intersection	SB-SBC-A71	New signalization of future widening to 4-lane arterial (north & south legs) with 2-lane arterial; 4 approaches, EB & WB through lanes will be constructed with Airline Hwy Project No. 5. TIF	\$700.00
88 Enterprise Road Extension	SB-SBC-A79	Extend Enterprise Road westerly from Southside Road toward Union Road	\$3,000.00
89 Fairview Road & Airline Highway/SR-25 Intersection	SB-SBC-A83	New signalization of 4-lane arterial (east&west legs) with 4-lane arterial (north leg) & 2-lane (south leg). LTO & RTO existing on all approaches, EB & WB through lanes constructed. County and Caltrans. TIF	\$850.00
90 Fairview Road & Fallon Road Intersection	SB-SBC-A75	New signalization of 4lane arterial with 2-lane collector, 4 approaches. LTO & RTO on all approaches. TIF	\$944.00



# 2018 Regional Transportation Plan Project List

**San Benito County**  
**Number of Projects: 39**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
91 Fairview Road & Hillcrest Road Intersection	SB-SBC-A69	New signalization of future widening to 4-lane arterial (north&south legs) with future non-TIMF widening to 4-lane arterial (west leg only); 3 approaches. Turning lanes existing on all approaches, SB & NB through lanes will be constructed with Fairview Rd. widening. TIF	\$600.00
92 Fairview Road Widening: McCloskey to SR 25	SB-SBC-A09	Widen to 4-lane arterial; construct new bridge south of Santa Ana Valley Rd. TIF	\$20,790.00
93 Fallon Road Bike Lane	SB-SBC-A80	Class III, 2.29 miles, Fairview Road to Frontage Road, Tier 3. Located in the City and County	\$30.00
94 Flynn Road Extension	SB-SBC-A82	San Felipe Rd. to Memorial Dr. north Extension. New roadway construction south of McCloskey Road. Located withing the City of Hollister and County. TIF	\$7,709.00
95 Highway 156 Bike Lane	SB-SBC-A60	Class II, 6.88 miles, The Alameda (San Juan Bautista) to Buena Vista Road (Hollister), Tier No. 2	\$205.00
96 Hospital Road Bridge	SB-SBC-A50	Hospital Road over San Benito River, between South Side Rd. and Cienega Rd. Replace lane low water crossing with 2 lane bridge. Bridge No. 00L0026. HBP	\$15,200.00
97 Limekiln Road Bridge	SB-SBC-A57	Limekiln Rd over Pescadero Creek, 0.1 Mi S Cienega Rd. Replace 1-lane bridge with 2-lane bridge. Bridge No. 43C0054	\$2,800.00
98 McCloskey Road & Fairview Road Intersection	SB-SBC-A73	New signalization of 4-lane arterial with 2-lane local, 3 approaches. LTO on lanes 3 approaches, RTO on 2 approaches. TIF	\$734.00



# 2018 Regional Transportation Plan Project List

**San Benito County**  
**Number of Projects: 39**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
99 Meridian Street & Fairview Road Meridian Street Extension (Intersection)	SB-SBC-A74	New signalization of 4-lane arterial with 4-lane arterial: 3 approaches, turning lanes exist, through lane on Fairview will be constructed. TIF	\$600.00
100 Meridian Street Extension: 185 feet east of Clearview Rd. to Fairview Rd.	SB-SBC-A81	Construct 4-lane road. Located in the City of Hollister and County. TIF	\$9,445.00
101 Panoche Road Bridge (Bridge No. 43C0016)	SB-SBC-A53	Panoche Road over Tres Pinos Creek, 6 Mi. E of SH 25. Scour Countermeasure. Bridge No. 43C0016. HBP	\$3,700.00
102 Panoche Road Bridge (Bridge No. 43C0027)	SB-SBC-A54	Panoche Road , over Tres Pinos Creek, 12 miles west Little Panoche Road. Replace 1-lane bridge with 2-lane bridge. Bridge No. 43C0027. HBP	\$4,825.00
103 Rocks Road Bridge	SB-SBC-A58	Rock Rd over Pinacate Rock Creek, East Little Merril Rd. Replace 1-lane bridge with 2-lane bridge. Bridge No. 43C0053. HBP	\$2,540.00
104 Rosa Morada Bridge	SB-SBC-A56	Rosa Morada Rd over Arroyo Dos Picachos, 0.6 Mi E Fairview Rd. Replace bridge (no added lane capacity) Bridge No. 43C0041. HBP	\$3,300.00
105 San Benito County Local Street & Roadway Maintenance: 2019-2030	SB-SBC-A77	System preservation and maintenance	\$141,506.00
106 San Benito County Local Street & Roadway Maintenance: 2031-2040	SB-SBC-A78	System preservation and maintenance	\$80,470.00
107 San Benito Regional Park Access Road	SB-SBC-A14	Construct new 2-lane roadway from Nash Road to San Benito Street	\$565.00



# 2018 Regional Transportation Plan Project List

**San Benito County**  
**Number of Projects: 39**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
108 San Benito River Recreational Trail Phase 1	SB-SBC-A65	Construct a portion of recreational bicycle/pedestrian/equestrian trail along the San Benito River	\$5,627.00
109 San Benito River Recreational Trail Phase 2	SB-SBC-A66	Construct a portion of recreational bicycle/pedestrian/equestrian trail along the San Benito River	\$8,538.00
110 Santa Ana Road/Buena Vista Road/North Street Bike Lane	SB-SBC-A34	Construct Class II Bike Lane, 3.97 miles, partially located in the City of Hollister.	\$118.00
111 Shore Road Bridge	SB-SBC-A55	Shore road, over Tequisquita Slough Overflow and bridge No. 43C0051, San Felipe Road, over branch of Santa Ana Creek. Replace bridge railings. Bridge No. 43C0012 and 43C0051. HBP	\$329.00
112 Shore Road Extension	SB-SBC-A67	4-Lane Arterial	\$20,350.00
113 SR 156 & Buena Vista Road Intersection	SB-SBC-A84	New signalization of new 2-lane collector with 4-lane arterial, LTO on 4 approaches. County and Caltrans. TIF	\$765.00
114 The Alameda - Salinas Road Bike Lane	SB-SBC-A62	Class III, .65 miles, 4th Street to Old Stagecoach Road, Tier No. 3	\$9.00
115 Union Pacific Railroad Multi-Use Path	SB-SBC-A68	Class I, 8.81 miles, Construct a multi-use path adjacent to the Union Pacific Railroad right of way, Tier No. 2	\$7,800.00



# 2018 Regional Transportation Plan Project List

**San Benito County**  
**Number of Projects: 39**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
116 Union Road & Fairview Road Intersection	SB-SBC-A70	New signalization of future widening to 4-lane arterial (north&south legs) with future new 4-lane arterial (west leg only); 3 approaches. Turning lanes on Fairview Rd. added with Project No. 8; turning lanes on Union Rd. Included as regional component of developer-constructed improvements. TIF	\$655.00
117 Union Road Bike Lane	SB-SBC-A63	Class III, 3.83 miles, Highway 156 to Cienega Road, Tier No. 3	\$51.00
118 Union Road Bridge	SB-SBC-A52	Union Road Over San Benito River, East Cienega Rd. Replace bridge, no added capacity. Bridge No. 43C0002. HBP	\$24,450.00
119 Union Road Widening (East): San Benito Street to Highway 25	SB-SBC-A04	Widen to 4-lane arterial. TIF	\$5,463.00
120 Union Road Widening (West) San Benito Street to Highway 156	SB-SBC-A05	Widen to 4-lane arterial. TIF	\$15,448.00
121 Valley View Drive Bike Lane	SB-SBC-A61	Class II, .52 miles, Sunset Drive to Union Road, Tier No. 2	\$16.00
122 Y Road Bridge	SB-SBC-A51	Y road over San Benito River replace 2-lane Low-Water Crossing with 2-lane bridge. Bridge No. 00L0069. HBP	\$15,200.00
<b>RTP Total</b>			<b>\$408,254.00</b>



# 2018 Regional Transportation Plan Project List

**Local Transportation Authority**  
**Number of Projects: 10**



All Figures in '000s (thousands of dollars)

Project Title	AMBAG ID	Project Description/Scope	Est total cost
<i>RTP</i>			
123 Bus Stop Improvement Program	SB-LTA-A51	Transit Facilities to accommodate regional transit connections to Gilroy, Watsonville, and Salinas	\$2,750.00
124 Commuter Rail to Santa Clara County	SB-LTA-A53	Commuter rail from Hollister to Gilroy	Project cost not available
125 Express Bus Service to Gilroy - Caltrain	SB-LTA-A39	Express bus service from the City of Hollister to Gilroy Caltrain Station	\$1,674.00
126 Express Bus Service to Gilroy - Gavilan	SB-LTA-A38	Express bus service from the City of Hollister to Gavilan College	\$5,020.00
127 General Transit Service Operations	SB-LTA-A37	Ongoing operation of fixed route, other transit service, and expansion	\$27,558.00
128 Regional Transit Connection to Salinas	SB-LTA-A46	Transit connection from City of Hollister to City of Salinas	\$3,113.00
129 Regional Transit Connection to Watsonville	SB-LTA-A47	Transit connection from City of Hollister to City of Watsonville	\$3,124.00
130 Regional Transit Planning	SB-LTA-A42	Planning transit infrastructure, new service, and operational improvements	\$1,084.00
131 Transit Technology and Infrastructure Improvements	SB-LTA-A52	Improve transit infrastructure to accommodate operations	\$1,000.00
132 Transit Vehicle Replacements	SB-LTA-A48	Replace transit vehicles	\$11,570.00
<b>RTP Total</b>			<b>\$56,893.00</b>

**2014 Regional Transportation Plan Project List**  
**Adopted June 2014**

ID NO.	PROJECT TITLE	DESCRIPTION	RESPONSIBLE AGENCY	ESTIMATED COST – YEAR OF EXPENDITURE (\$000s)	Constrained <sup>1</sup>	Year of Expenditure <sup>2</sup>
SB-A01-Caltrans	Highway 156 Widening – San Juan Bautista to Union Road	Widen to 4-lane expressway	Caltrans	\$48,520	✓	2020
SB-A02-Caltrans	Highway 156/Fairview Road Intersection Improvements	Construct new turn lanes at intersection	Caltrans	\$6,824	✓	2025
SB-A03-Caltrans	Highway 25 Operational Enhancements	Construct passing lanes	Caltrans	\$4,742	✓	2020
SB-A04-SB	Memorial Drive Extension – Meridian Street to Santa Ana Road	Construct 4-lane road extension	City of Hollister	\$3,355	✓	2025
SB-A05-SB	Airline Highway Widening – Sunset Drive to Fairview Road	Widen to 4-lane expressway,	Caltrans	\$41,326	✓	2035
SB-A06-SB/HL	Westside Boulevard Extension	Construct 2-lane road	City of Hollister & San Benito County	\$13,360	✓	2020
SB-A07-HL	North Street (Buena Vista)	Construct 2-Lane road	City of Hollister	\$4,207	✓	2020
SB-A08-SB	Fairview Road Widening	Widen to 4-lane arterial	San Benito County	\$17,599	✓	2025
SB-A09-SB	Union Road Widening (East) – San Benito Street to Highway 25	Widen to 4-lane arterial	San Benito County	\$5,463	✓	2030
SB-A10-SB	Union Road Widening (West) – San Benito Street to Highway 156	Widen to 4-lane arterial	San Benito County	\$15,448	✓	2030
SB-A11-SB/HL	Meridian Street Extension to Fairview Road	Construct 4-lane road	City of Hollister & San Benito County	\$6,445	✓	2030

<sup>1</sup> Fiscally constrained projects are projects for which full funding is reasonably available for project implementation within the 2035 horizon year, based on reasonably available revenues identified in the plan.

<sup>2</sup> Year of Expenditure is broken down in five-year increments based on the anticipated date of project completion. Multi-year projects are identified in year of completion.

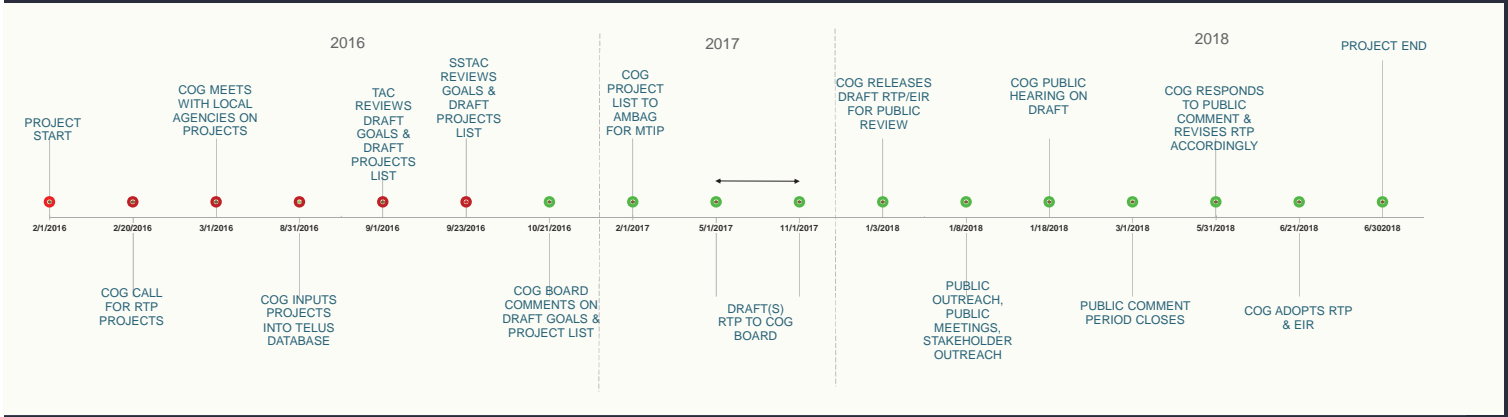
ID NO.	PROJECT TITLE	DESCRIPTION	RESPONSIBLE AGENCY	ESTIMATED COST – YEAR OF EXPENDITURE (\$000s)	Constrained <sup>1</sup>	Year of Expenditure <sup>2</sup>
	Intersection Improvements – Lump Sum	Add Signals or Make other Intersection Improvements	City of Hollister & San Benito County	\$4,944	✓	2025
SB-A12-Caltrans	Highway 25 4-Lane Widening – Phase I	Widen to 4-lane expressway, San Felipe Road to Hudner Lane	Council of Governments & Caltrans	\$67,591		
	State Highway Operations and Protection Program Grouped Project Listing	Varies	Caltrans	\$90,427	✓	2035
SB-A13-Caltrans	Union Road (formerly Crestview Drive) Construction	Construct new 2-lane road	Private Developer	\$10,906	✓	2020
	Hospital Road Bridge	New Bridge	San Benito County	\$14,904	✓	2020
	Local Street & Roadway Maintenance: 2014-2025	System preservation and maintenance	Cities & San Benito County	\$40,507	✓	2025
	Highway Bridge Program Grouped Project Listing	Bridge construction and Improvements	San Benito County	\$43,598	✓	2030
	Local Street & Roadway Maintenance: 2026-2035	System preservation and maintenance	Cities & San Benito County	\$48,181	✓	2035
SB-A14-SB	Highway 25 4-Lane Widening – Phase II	Widen from 2-4 Lanes from Hudner Lane to County Line	Council of Governments & Caltrans	\$181,000		
SB-A15-HL	Memorial Drive Construction - Santa Ana to Flynn Road	New 4-lane roadway construction/extension	City of Hollister	\$13,842		
SB-A16-SB	Fairview Road/San Felipe Road East-West Arterial (New Road)	New roadway construction north of McCloskey Road	Cities & San Benito County	[To Be Determined]		
SB-A17-SB	Fairview Road/Memorial Drive East-West Collector (New Road)	New roadway construction south of McCloskey Road	Cities & San Benito County	[To Be Determined]		
SB-A18-Caltrans	U.S. 101: Las Aromitas: Monterey/San Benito County Line to State Route 156, Widen to 6-Lanes	Highway widening from 4 to 6 lanes	Caltrans	[To Be Determined]		
SB-A19-	U.S. 101: SR 156 to SR	Highway widening	Caltrans	[To Be		



ID NO.	PROJECT TITLE	DESCRIPTION	RESPONSIBLE AGENCY	ESTIMATED COST – YEAR OF EXPENDITURE (\$000s)	Constrained <sup>1</sup>	Year of Expenditure <sup>2</sup>
Caltrans	129, Widen to 6-Lane Freeway	from 4 to 6 lanes and upgrade facility to freeway standards		Determined]		
SB-A20-Caltrans	New State Route 152 Alignment: SR 156 to US 101	Construct new alignment of State Route 152 from State Route 156 to U.S. 101	Santa Clara Valley Transportation Authority, Council Governments, & Caltrans	\$848,000	N/A	
	Transit Vehicle Replacements	Replace fleet as needed	San Benito County Local Transportation Authority	\$3,140	✓	2035
	Transit Technology Infrastructure Improvements	Improve transit infrastructure to accommodate operations	San Benito County Local Transportation Authority	\$385	✓	2025
	Transit Service Operations	Ongoing operation of fixed route and other transit services	San Benito County Local Transportation Authority	\$45,761	✓	2035
	Regional Transit – Salinas	Regional Transit Connection to Salinas	San Benito County Local Transportation Authority	\$3,113	✓	2035
	Regional Transit – Gilroy Caltrain	Regional transit connection to Gilroy Caltrain Station	San Benito County Local Transportation Authority	\$1,249	✓	2035
	Regional Transit – Gavilan College	Regional transit connection to Gilroy Gavilan College Campus	San Benito County Local Transportation Authority	\$3,437	✓	2035
	Regional Transit - Watsonville	Regional transit connection to City of Watsonville	San Benito County Local Transportation Authority	\$3,124	✓	2035
	Regional Transit Planning	Planning for ongoing regional transit activities	San Benito County Local Transportation Authority	\$1,084	✓	
	Transit Infrastructure – Bus Stop Facility Improvements	Improvements to transit bus stop facilities.	San Benito County Local Transportation	\$190	✓	2020

ID NO.	PROJECT TITLE	DESCRIPTION	RESPONSIBLE AGENCY	ESTIMATED COST – YEAR OF EXPENDITURE (\$000s)	Constrained <sup>1</sup>	Year of Expenditure <sup>2</sup>
Authority						
SB-A21-SB	Rideshare Program (TDM)	Promote the use of alternative modes of transportation	Council of Governments	\$53	✓	2035
	Vanpool Program	Provide commuter vanpool services – lease program	Council of Governments	\$364	✓	2035
SB-A27-SB	Bikeway and Pedestrian Master Plan Implementation – Tier II Projects	Implement projects identified in the adopted Bikeway and Pedestrian and master plan	Various	\$10,391	✓	2035
	Bikeway and Pedestrian Master Plan Implementation – Tier I Projects	Construct Class II and Class III Bikeway Improvements identified in the Bikeway and Pedestrian Master Plan	City of Hollister	\$903	✓	2035
SB-A22-SB	San Benito River Recreational Trail – Phase 1	Construct a portion of recreational bicycle/pedestrian/equestrian trail along the San Benito River	San Benito County	\$5,627	✓	2030
SB-A22-SB	San Benito River Recreational Trail – Phase 2	Construct a portion of recreational bicycle/pedestrian/equestrian trail along the San Benito River	San Benito County	\$8,538		
SB-A23-SB	Union Pacific Railroad Multi-Use Path	Construct a multi-use path adjacent to the Union Pacific Railroad right of way	San Benito County	[To Be Determined]		
	Intelligent Transportation Systems Lump Sum Projects	Implement projects identified in the Central Coast Intelligent Transportation Systems Plan	Various	\$7,355		
	Emergency Call Box Program	Provide emergency call box service throughout the County	Service Authority for Freeways and Expressways	\$1,251	✓	2035
SB-A24-HL	West Gateway Improvement Project	Streetscape and intersection	City of Hollister	\$7,389	✓	2025

ID NO.	PROJECT TITLE	DESCRIPTION	RESPONSIBLE AGENCY	ESTIMATED COST – YEAR OF EXPENDITURE (\$000s)	Constrained <sup>1</sup>	Year of Expenditure <sup>2</sup>
improvements						
SB-A25-SB	San Benito County Regional Park Access Road	Construct new 2-lane roadway from Nash Road to San Benito Street south of San Benito High School	San Benito County	\$565	✓	2025
SB-A26-SB	Commuter Rail Extension to Santa Clara County	Extend commuter rail (currently Caltrain) from Hollister to Gilroy	San Benito County Local Transportation Authority	[To Be Determined]		
	Hollister Airport Operations and Maintenance	Ongoing airport operations and maintenance	City of Hollister	\$270	✓	2025
	Hollister Airport Capital Improvements	Capital improvements at Hollister Municipal Airport	City of Hollister	\$4,269	✓	2025
	U.S. 101 Widening-Monterey St. to SR 129	Widen from 4 to 6 lanes	Santa Clara County Valley Transportation Authority	\$246,000	N/A	
TOTAL ESTIMATED COST				\$1,885,647		
TOTAL CONSTRAINED COST				\$513,321		
TOTAL UNCONSTRAINED COST				\$278,326		
FUNDED BY OTHERS				\$1,094,000		





## Staff Report

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To: Council of San Benito County Governments  
 From: Mary Gilbert, Executive Director Phone Number: (831) 637-7665 x.207  
 Date: October 20, 2016  
**Subject: Transportation Sales Tax Measure**

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### Recommendation:

**DISCUSS** Planning for a Transportation Sales and Use Tax to be Considered in an Election in 2018.

### Summary:

In August, the COG Board directed staff to include an item for discussion on the Board agenda for the Board to consider planning for a transportation sales and use tax to be put before voters for consideration in 2018.

### Financial Impact:

A ½ cent sales tax in San Benito County is estimated to generate approximately \$8 million annually over a period of thirty years.

### Staff Analysis

As discussed at previous meetings, staff recommends that the Board consider several items in planning for a new tax measure:

- Level of tax: ½% or ¼%.
- Duration of tax: many jurisdictions are seeking 30 year taxes in the November 2016 election; however, the Board may consider a shorter duration with plans for extending the tax if deemed necessary.
- Public Outreach: COG staff worked closely with a group of stakeholders in the development of Measure P, and COG conducted two public opinion surveys. Staff recommends that planning efforts include more public outreach to ensure specificity in the project list.
- Project List: with more time for planning, there is an opportunity for COG to provide more specificity in the Expenditure Plan project list. One consideration, however, is that environmental review may be required for certain projects. The Measure P Expenditure Plan did not require environmental review because the projects included had been evaluated as part of the 2035 Regional Transportation Plan Environmental Impact Report.
- Schedule: deadlines for finalizing items to be placed on the November 2018 ballot will be in August 2018, allowing COG approximately two years for planning and development.

- Outside consultants: COG may consider hiring outside consultants for the purpose of assisting with public education and development of the measure.

Staff is also seeking direction on the formation of a stakeholder or advisory committee to work with staff and advise the Board on elements of the tax. In 2015, COG staff began meeting with a group of citizens representing a diverse group of interests in the community, and the group continued to meet throughout the development of Measure P, discussing the expenditure plan as well as other COG planning topics and projects.

The Board may consider establishing, by resolution, an official committee of the Board and appoint members to the committee, which would be subject to the Brown Act. If directed, staff will prepare a resolution for the Board's review at a future meeting.

Executive Director Review: \_\_\_\_\_

Counsel Review:       N/A