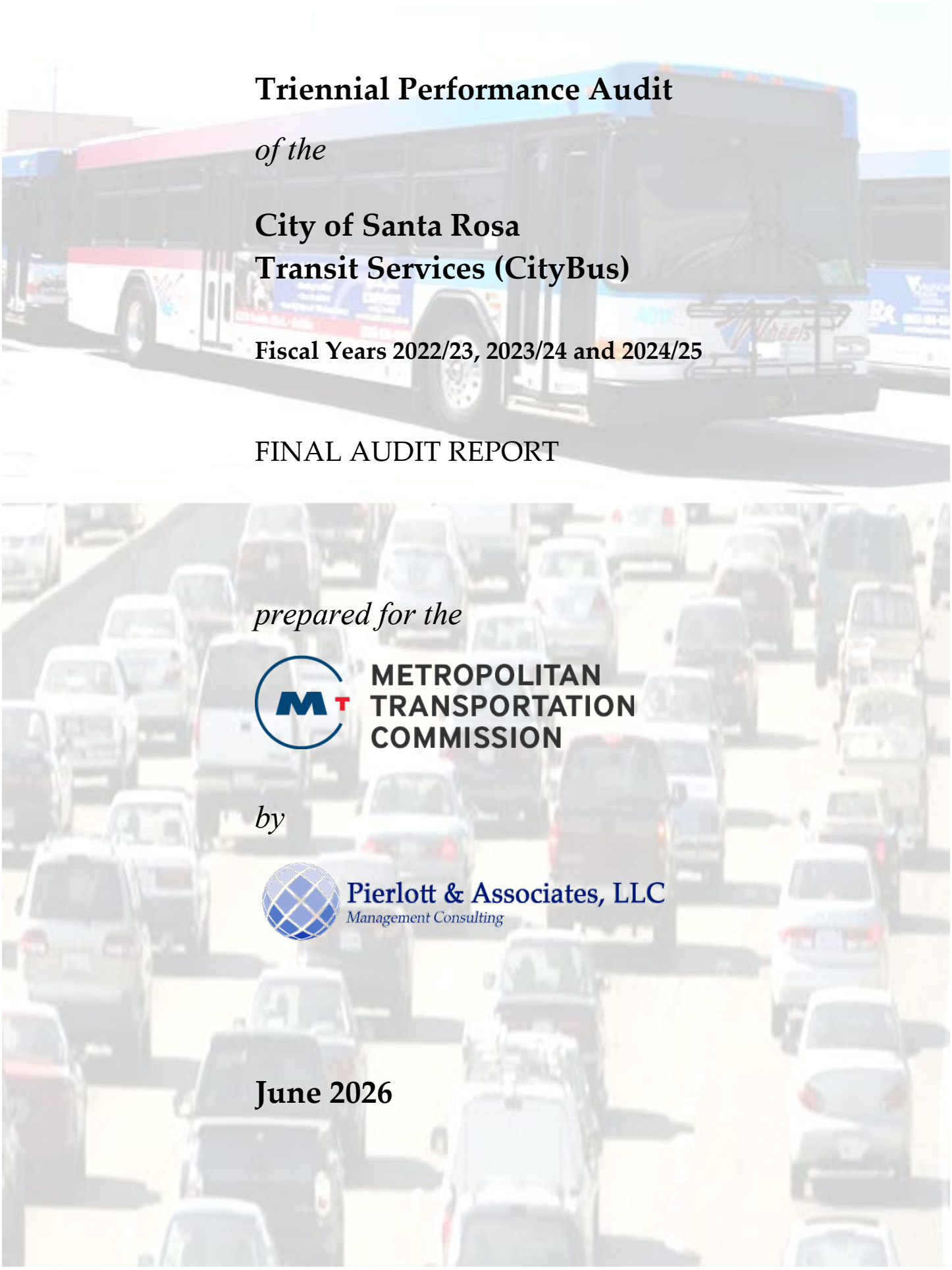


Triennial Performance Audit

of the

City of Santa Rosa
Transit Services (CityBus)

Fiscal Years 2022/23, 2023/24 and 2024/25

FINAL AUDIT REPORT

prepared for the

METROPOLITAN TRANSPORTATION COMMISSION

by

Pierlott & Associates, LLC
Management Consulting

June 2026

NOTE: All exhibits in this report are presented at the end of the associated discussion in each section.

EXECUTIVE SUMMARY

This executive summary highlights the findings from the performance audit of the City of Santa Rosa's transit services. In California, a performance audit must be conducted every three years of any transit operator receiving Transportation Development Act (TDA) Article 4 funds, to determine whether the operator is in compliance with certain statutory and regulatory requirements, and to assess the efficiency and effectiveness of the operator's services. The two service modes operated by the City, bus, and paratransit, are the focus of this performance audit. The audit period is Fiscal Years 2023 through 2025 (from July 1, 2022 through June 30, 2025).

Performance Audit and Report Organization

The performance audit was conducted for MTC in accordance with its established procedures for performance audits. This final audit report consists of these sections:

- An assessment of data collection and reporting procedures;
- A review of performance trends in TDA-mandated indicators and component costs;
- A review of compliance with selected PUC requirements;
- An evaluation of Santa Rosa's actions to implement the recommendations from the last performance audit;
- An evaluation of functional performance indicator trends; and
- Findings, conclusions, and recommendations to further improve Santa Rosa's performance based on the results of the previous sections.

Comments received from Santa Rosa and MTC staff regarding the draft report were incorporated into the final report. Highlights of the key activities are presented in this executive summary.

Results and Conclusions

Review of TDA Data Collection and Reporting Methods - The purpose of this review is to determine if Santa Rosa is in compliance with the TDA requirements for data collection and reporting. The review is limited to the data items needed to calculate the TDA-mandated performance indicators.

It has been determined that Santa Rosa is in compliance with the data collection and reporting requirements for the TDA statistics. In addition, the statistics collected over the six-year review period appear to be consistent with the TDA definitions and indicate general consistency in terms of the direction and magnitude of the year-to-year changes across the statistics.

Performance Indicators and Trends – Santa Rosa's performance trends for the five TDA-mandated indicators were analyzed by mode. A six-year analysis period was used for all the indicators. In addition, component operating costs were analyzed.

- Bus Service TDA Performance Indicators – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2020 through FY2025:
  - There was an average annual increase in the operating cost per hour of 4.9 percent, 1.0 percent in inflation adjusted dollars. Increase in inflation adjusted dollars was well below the average annual inflation rate of 3.8 percent.
  - The cost per passenger increased on average by 5.7 percent per year, which amounted to an average annual increase of 1.9 percent in constant FY2020 dollars.
  - Passenger productivity declined per vehicle service hour, 0.8 percent. It increased per vehicle service miles, 0.2 percent.

- Employee productivity measured as hours per FTE remained relatively stable, increasing 0.3 percent per year.

- Bus Service Component Costs – The following is a brief summary of the component operating costs trend highlights for the bus service between FY2020 and FY2025:

  - Labor costs increased by 5.7 percent annually, and were the largest portion of the total costs, 36.4 percent in FY2025.

  - Fringe benefit costs increased 5.3 percent annually. These costs were the second highest cost component, 28.4 percent in FY2025.

  - Services costs increased annually by 6.5 percent. Services costs were the third largest component of total costs, 20.0 percent in FY2025.

  - The remaining four cost categories, purchased transportation, materials/supplies, casualty/liability, and other expenses, all showed annual increases, but combined comprised about 10 to 15 percent of total operating costs each year.

- Paratransit TDA Performance Indicators – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2020 through FY2025:

  - Cost efficiency declined, with an average annual increase in the operating cost per hour of 5.7 percent. In constant FY2020 dollars, this reflected an increase of 1.8 percent, below the inflation rate of 3.8 percent per year.

  - Cost effectiveness exhibited a similar trend with the cost per passenger increasing an average of 9.5 percent per year. In constant FY2020 dollars, cost per passenger increased 5.4 percent per year.

  - Passenger productivity declined over the analysis period, with passengers per vehicle service hour and vehicle service mile declining at an average annual rate of 3.4 percent and 2.3 percent, respectively.

- Paratransit Component Costs – The following is a brief summary of the component operating costs trend highlights for paratransit between FY2020 and FY2025:

- Purchased transportation costs were the largest category of operating costs, averaging more than 80 percent of total cost throughout the analysis period. In FY2025, purchased transportation costs were 89.8 percent of total costs.
- Purchased transportation costs increased 11.3 percent per year over six years
- In-house labor and fringe benefit costs only comprised 4.4 percent of total costs in FY2025.
- Services costs decreased by 35.2 percent per year. Most of the decrease was in the last year of the review period, FY2025.
- Materials/supplies costs increased by 8.5 percent per year. Materials/supplies comprised 5.2 percent of total costs in FY2025.

Compliance with Statutory Requirements – Santa Rosa is in compliance with the sections of the state PUC that were reviewed as part of this performance audit. The sections reviewed included requirements concerning CHP safety inspections, labor contracts, reduced fares, Welfare-to-Work, revenue sharing, and evaluation of passenger needs.

Status of Prior Audit Recommendations – There was one recommendation made in the prior performance audit. The City identified and implemented steps and procedures to improve mechanical failure rates according to this recommendation. The City has made adequate progress in implementing this recommendation from the prior audit. This recommendation is closed.

Functional Performance Indicator Trends - To further assess Santa Rosa's performance over the past three years, a detailed set of systemwide and modal functional area performance indicators was defined and reviewed.

- Systemwide (All Modes) – The following is a brief summary of the systemwide functional trend highlights between FY2023 and FY2025:

- Administrative costs per total operating cost decreased from 22.8 percent in FY2023 to 20.6 percent in FY 2025.

- The portion of administrative costs attributed to marketing activities decreased from 1.8 percent in FY2023 to 1.0 percent by FY2025.

- The systemwide farebox recovery ratio remained stable at 8.3 percent over the three-year audit period.

- Bus Service – The following is a brief summary of the bus service functional trend highlights between FY2023 and FY2025:

  - Service Planning results showed an overall 36.1 percent decrease in the cost per passenger mile; farebox recovery up slightly from 8.71 percent to 9.0 percent; TDA recovery ratio down slightly from 20.0 percent to 18.95 percent; on an average 96 percent of vehicle miles and 97 percent of vehicle hours were operated in service; and passengers per vehicle service mile and hour both increased by 13.9 and 10.1 percent respectively during the audit period.

  - Operations results showed a slight decrease in vehicle operations costs as a portion of total operating costs; 8.3 percent increase in vehicle operations costs per hour; on-time performance declined steadily from 82.0 percent to 70.0 percent; and very few missed trips. The rate of complaints per 100,000 passenger trips declined from 1.47 to 1.19 or by 18.9 percent.

  - Maintenance results showed total maintenance costs increased from 14.5 to 18.2 percent of total operating costs; with vehicle maintenance costs per service mile increased by 38.9 percent. The vehicle spare ratio was 34.5 percent in FY2023 and increased to 38.7 percent both FY2024 and FY2025. The mean distance between major mechanical failures improved by 38.5 percent and the mean distance between all failures improved by 39.0 percent.

  - Safety results showed that there were no preventable accidents in FY2023 and one preventable accident each in FY2024 and FY2025.

- Paratransit – The following is a brief summary of the paratransit functional trend highlights between FY2023 and FY2025:

  - Service Planning results showed an overall 52.6 percent increase in the cost per passenger mile; farebox recovery range between four to five percent

and TDA recovery between 11 to 12 percent. About 91 to 93 percent of the vehicle miles and vehicle hours were operated in service. Passengers per vehicle service hours were stable during this audit.

- Operations results showed vehicle operations costs as a percent of total operating costs increased 4.4 percent and vehicle operations cost per service hour increased 22.8 percent. Schedule adherence remained over 99 percent in each of the three years. The rate of complaints decreased 25.2 percent. There were no missed trips. There were no ADA trip denials during the audit period. The rate of trip cancellations declined 13.8 percent. There were no late trip cancellations. Passenger no-shows rate increased slightly in the first two years but declined in the last year.

- Maintenance results showed total maintenance costs compared to total operating costs increased 12.7 percent. Vehicle maintenance costs per service mile increased by 39.9 percent. The spare ratio increased in the first two years but declined in the last year. The mean distance between major mechanical failures improved significantly, 94.1 percent. The mean distance between all failures also improved by 21.3 percent.

- Safety results showed improvement in preventable accidents per 100,000 vehicle miles from 2.90 to 1.91.

Recommendations

1. DEVELOP AND IMPLEMENT STRATEGIES TO IMPROVE ON TIME PERFORMANCE OF THE BUS SERVICE.
   [Reference Section: VI. Functional Performance Indicator Trends]

On-time performance results reported for bus service during the audit period showed a steady decline from 82.0 percent in FY2023 down to 70.0 percent, a decline of 14.6 percent, by FY2025. It is recognized that the lower level of performance may be due to worsening traffic conditions and/or due to environmental/weather conditions such as forest fires. The City has indicated in the past that maintaining and improving schedule reliability is a high priority, as it directly impacts the rider experience.

These efforts could include monitoring activities to identify the causes of service delays, and plans for addressing the circumstances found that are hindering on-time operations, such as adjustments to scheduled travel times when possible.

During discussion of this recommendation the City acknowledged the need to improve the on-time performance of the City Bus system. The City is taking steps, including the following:

- Adjusting scheduled travel times to reflect current traffic conditions,
- Adding cycle times and interlining bus routes to provide additional recovery times,
- Reviewing signal timing, bus stop configuration and locations, and
- Identifying opportunities to deploy transit priority measures in key corridors.

The City is encouraged to continue the efforts to develop these strategies and implement this recommendation.

Table of Contents

List of Exhibits

I. INTRODUCTION

Public Utilities Code (PUC) Section 99246 requires that a performance audit be conducted every three years of each public transit operator in California. The audit requirement pertains to recipients of Transportation Development Act (TDA) funds and is intended to assure that the funds are being used efficiently. The substance and process of the performance audit is defined by the Regional Transportation Planning Agency (RTPA).

In the San Francisco Bay Area, the Metropolitan Transportation Commission (MTC) has been designated the RTPA and has this responsibility. By statute, the audit must be conducted in accordance with the U.S. Comptroller General's "Standards for Audit of Governmental Organizations, Programs, Activities, and Functions" (the "yellow book"). The performance audit is a systematic review to determine the extent to which a transit operator has complied with pertinent laws and regulations and conducted operations in an efficient and economical manner. Relative to system compliance testing, all findings are reported regardless of materiality.

This report has been prepared as part of the performance audit of the City of Santa Rosa's transit services. The two modes operated by the City, bus and paratransit, are the focus of this performance audit. The audit period is Fiscal Years 2023 through 2025 (from July 1, 2022 through June 30, 2025).

An overview of Santa Rosa is provided in Exhibit 1. This is followed by an organization chart in Exhibit 2, which reflects the basic organizational structure during the audit period.

Performance Audit and Report Organization

This performance audit of Santa Rosa was conducted for MTC in accordance with its established procedures for performance audits. The audit consisted of two discrete phases:

- Compliance Audit – Activities in this phase included:
  - An overview of data collection and reporting procedures for the five TDA performance indicators;
  - Analysis of the TDA indicators; and
  - A review of compliance with selected state Public Utilities Code (PUC) requirements.
- Functional Review – Activities in this phase included:
  - A review of actions to implement the recommendations from the prior performance audit;
  - Calculation and evaluation of functional performance indicator trends; and
  - Findings, conclusions, and the formulation of recommendations.

This final report presents the findings from both phases. Comments received from Santa Rosa and MTC staff on the draft report were incorporated into the final report.

Exhibit 1: System Overview

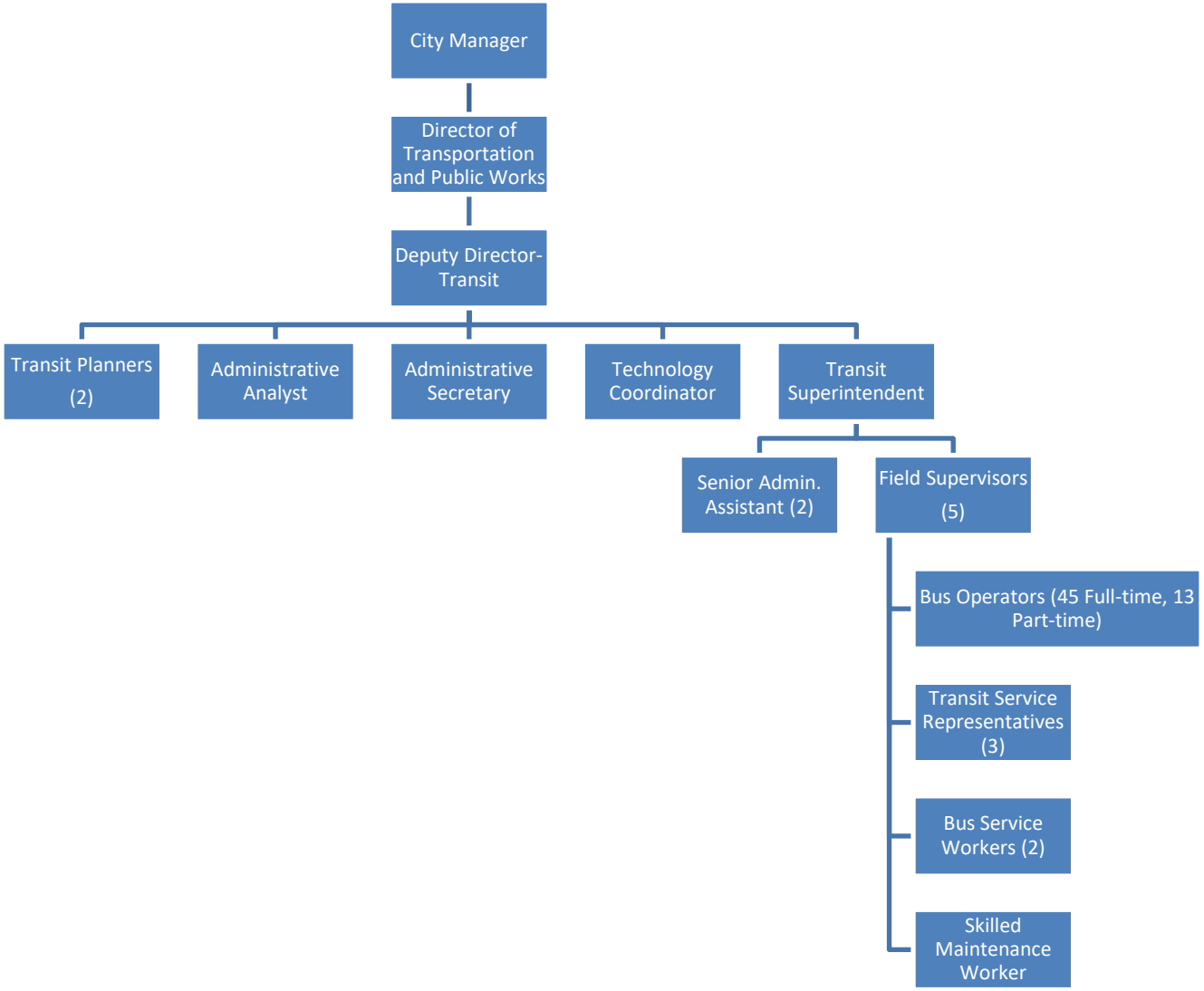
Location	45 Stony Point Road, Santa Rosa, CA 95401
Establishment	The City of Santa Rosa took over ownership of the local transit system in 1958 and contracted out operations. The City assumed full operational responsibility for the transit system in 1975. Paratransit service was added in 1978.
Board	Policy decisions for CityBus are made by the Santa Rosa City Council, which consists of seven members serving four-year terms of office. CityBus is part of the Santa Rosa Transit Division, which is housed within the City of Santa Rosa Transportation and Public Works Department.
Facilities	The Transit Division's administrative and operations offices are located at the Transit Operations Building at 45 Stony Point Road, adjacent to the City of Santa Rosa Municipal Services Center-North (55 Stony Point Road). Staff at the Transit Operations Building provide all administrative and logistical support for the fixed-route fleet and phone-based customer support. The transit fleet is maintained, stored, fueled, and staged at the Municipal Services Center. Fixed-route bus service is concentrated around the downtown Transit Mall, which features passenger amenities including shelters, restrooms, on-site customer service, and real time signs. Patrons can visit the Transit Mall customer service kiosk to purchase passes and tickets, get information, and receive assistance with trip planning during business hours. The Transit Mall is also served by Sonoma County Transit, Golden Gate Transit, and Mendocino Transit. There are four other transfer centers distributed throughout the CityBus service area.
Service Data	CityBus provides fixed-route service within the City of Santa Rosa and certain adjacent unincorporated areas. Santa Rosa currently operates a fleet of 29 buses on 14 fixed routes. In addition, a flexible fixed route serves the Oakmont senior community in eastern Santa Rosa. Fixed routes generally operate between 6:00 a.m. and 8:00 p.m. on weekdays and Saturdays. On Sundays, routes typically begin around 10:00 a.m. and end between 4:30 and 5:30 p.m. In May 2017, the City implemented a redesigned transit network following 18 months of planning and community engagement through the Reimagining CityBus comprehensive operational analysis process. This process established three route types, ranging from 15-minute weekday frequency on high-density, high ridership corridors to hourly service in low-density areas. Most routes have 30-minute weekday frequency. On weekends service typically runs on hourly headways, with more frequent service on high-ridership routes. Most routes originate at the Downtown Transit Mall, where they connect with other CityBus routes and Sonoma County Transit, Golden Gate Transit and Mendocino Transit routes. Most

	CityBus routes "pulse" through the Transit Mall and other designated transfer locations on a timed-transfer system, every 30 to 60 minutes. The adult base cash fare on CityBus is $1.50. The reduced fare for the elderly and persons with disabilities is $0.75. Children under five ride free. In addition, all TK-12th grade youth ride fare-free on CityBus through a grant-funded unlimited pass program initiated in July 2021. Other groups with fare-free access to the CityBus system include Santa Rosa Junior College students, veterans, and Santa Rosa Paratransit registrants. Monthly passes are sold for $50 to adults, $25 to elderly persons and persons with disabilities. A 24-hour day pass has also been available since August 2013. Ticket packs are available in all fare categories at a five cent per ride discount. Transfers within the system are free with unlimited transfers within 120 minutes. Passengers can also transfer to and from Sonoma County Transit, Golden Gate Transit, and SMART, and receive one free ride on CityBus, or a $1.50 fare credit on other operators. Santa Rosa Paratransit is operated by MV Transportation under a contract with the City. The contract requires MV Transportation to provide all operational and supervisory staff to provide transportation service and to ensure that all vehicles used are adequately and safely maintained. The City provides eleven cut-away vans and two accessible minivans. The fare for a one-way trip within Santa Rosa is $3.00–double the current adult fixed-route fare. Fares can be paid with a paratransit ticket (virtual or paper), check or exact cash. The contract with MV Transportation also includes operating the flexible fixed route that serves Oakmont with a single vehicle. In addition to managing CityBus and Santa Rosa Paratransit, the Transit Division provides transportation demand management (TDM) services to employers and the community. The TDM program is a combination of services, subsidies, and actions to improve the capacity of existing transportation services and infrastructure.
Recent Changes	During the audit period the Transit Division upgraded several CityBus technology systems due to equipment being past its useful life or no longer supported. This provided the opportunity to transition to more advanced systems with additional features to enhance the CityBus operation. These projects included: 1) replacing the radio system with a new digital system implemented by the City's Police Department, 2) upgrading onboard camera systems in the fixed-route and paratransit fleets to a new system with higher definition cameras and remote system health checks and video download capability, and 3) replacing/upgrading the CAD/AVL and real-time bus arrival information system. CityBus also implemented a safety and security initiative in response to increasing incidents onboard buses and in facilities. This initiative included adopting and publishing a passenger Code of Conduct and

	process for addressing significant violations, contracting for security guard services, conducting de-escalation training for frontline employees, and upgrading camera system as discussed above. In late 2024 the City rehabilitated the Downtown Transit Mall roadbed after 30 years of heavy use by five transit systems. During this project, the Transit Division took advantage of the temporary relocation of bus service to refresh the facility's passenger amenities. In early 2025 the Santa Rosa Transit Mall became one of two Bay Area prototype sites for MTC's Regional Mapping and Wayfinding signage program, a major initiative within the Bay Area's Transit Transformation Action Plan. Fleet electrification was a major focus during the audit period, with the Transit Division completing the first phase of its electric bus charging station in Summer 2022 and placing its first four electric buses into service in early 2023. The City continues to respond to the impacts of the Proterra bankruptcy on its fleet. Challenges around support for the four existing electric buses, combined with cancellation of an additional five-bus order the City had placed with Proterra prior to bankruptcy, have placed a strain on fleet availability. To address ongoing fleet availability issues while awaiting delivery of new buses, the City negotiated a lease agreement with Golden Gate Transit and began to operate six leased buses in revenue service in September 2025. The City took delivery of six new electric buses in December 2025 and expects six additional electric buses in Spring 2026.
Planned Changes	With the delivery of 12 new buses in FY26, the City expects to retire many older buses that have been kept in service as a result of the fleet availability issues discussed above. The City continues to actively work with partner transit agencies in Sonoma and Marin Counties on several initiatives to integrate and coordinate multi-operator transit service planning, fare policy, public information, and operations through the Sonoma County Transit Integration and Efficiency Study (TIES) implementation and the Marin and Sonoma Coordinated Transit Service (MASCOTS) planning process. The MASCOTS service plan for regional transit services and local services in Marin County will be implemented in April 2026. In early 2026 the Transit Division will embark on a planning process to identify changes to the CityBus system to complement the MASCOTS plan by improving first mile/last mile connections to the regional network while improving connectivity and reliability within the CityBus system. CityBus has been awarded grants funding a second phase of battery-electric bus charging infrastructure as well as six additional buses. Initial design for the charging station expansion is complete, with construction anticipated to begin in FY2027.

Staff	Toward the end of the audit period, CityBus Operations included the following personnel: Deputy Director 1 Administrative Analyst 1 Transit Superintendent 1 Transit Planners 2 Transit Field Supervisors 5 Transit Services Representatives 3 Bus Service Operators 58*(a)* Administrative Secretary 1 Senior Administrative Assistants 2 Technology Coordinator 1 Bus Service Workers 3 TOTAL 78 *CityBus has 58 budgeted Bus Operator positions but has carried vacant positions since the onset of the pandemic, initially due to recruitment and retention challenges, and now due to significant downturns in state operating funding. As of December 2025, CityBus has 47 Bus Operators driving in revenue service and one Bus Operator in training*

Exhibit 2: Organization Chart – November 2025



II. REVIEW OF TDA DATA COLLECTION AND REPORTING METHODS

This section focuses on the five performance indicators required by TDA law. These indicators have been defined by the state PUC to evaluate the transit operator's efficiency, effectiveness, and economy. The purpose of this review is to determine if Santa Rosa is in compliance with the data collection and reporting requirements necessary to calculate the TDA performance indicators. The review is limited to the data items needed to calculate the indicators:

- Operating costs
- Vehicle service hours
- Vehicle service miles
- Unlinked passengers
- Employees (full-time equivalents)

The TDA indicator analysis is based on these operating and financial statistics in the National Transit Database (NTD) reports submitted annually to the Federal Transit Administration (FTA). The information reported by Santa Rosa covering the audit period has been reviewed. Santa Rosa's NTD reports include its bus and paratransit services. However, consistent with FTA reporting requirements, Santa Rosa does not submit employee hour information for purchased transportation service to the NTD.

Compliance with Requirements

To support this review, Santa Rosa staff updated its data collection and reporting procedures from those described in the prior performance audit and confirmed that the definitions and procedures used to derive the TDA indicator statistics generally are consistent with those used for the NTD reporting system.

Based on the information provided, as shown in Exhibit 3.1, Santa Rosa is in compliance with the data collection and reporting requirements for the TDA statistics.

Consistency of the Reported Statistics

The TDA statistics for Santa Rosa's bus and paratransit services are presented in Exhibits 3.2 and 3.3, respectively. Included are statistics covering each fiscal year of the three-year audit period, plus the immediately preceding three fiscal years, resulting in a six-year trend. The statistics collected over the period appear to be consistent with the TDA definitions. Further, they indicate general consistency in terms of the direction and magnitude of the year-to-year changes across the statistics, especially when taking into account the impacts of the recent Covid-19 pandemic on service provision and ridership. For example, increases or decreases in annual operating costs are relatively proportional to increases or decreases in annual vehicle service hours and miles. Both for bus and paratransit, operating costs, service levels and ridership dropped in FY2021 and rebounded significantly in FY2022. From then on, there was an improvement in ridership, increase in service level and corresponding increase in operating costs.

Exhibit 3.1: Compliance with TDA Data Collection and Reporting Requirements

TDA Statistic	TDA Definition	Compliance Finding	Verification Information
Operating Cost	"Operating cost" means all costs in the operating expense object classes exclusive of the costs in the depreciation and amortization expense object class of the uniform system of accounts and records adopted by the Controller pursuant to Section 99243, and exclusive of all subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission and of all direct costs for providing charter services, and exclusive of all vehicle lease costs.	In Compliance	Fixed route: Operating costs are actual costs associated with NTD definitions that are based on the USOA (Uniform Systems of Accounting). Tracked as functional expenses (operations, vehicle maintenance, non-vehicle maintenance and general administration) by object class (labor, fringe benefits, services, fuel/lubricants, etc.). Paratransit and Oakmont: Tracked similarly to regular fixed route. The contractor submits monthly costs to the City via a monthly report (Excel workbook) that is subsequently reviewed by City staff and applied to the same corresponding function/object within the NTD categories.
Vehicle Service Hours	"Vehicle service hours" means the total number of hours that each transit vehicle is in revenue service, including layover time.	In Compliance	Fixed route: The Transit Planner enters the individual routes into the scheduling software (Remix) that creates a file containing the Scheduled Vehicle Service Hours. After daily operations, Field Supervisors identify any supplemental or missed service and any associated hours and provide the information by an email report ("Day's Events"). The Transit Planner adjusts the scheduled revenue hours up and down based on the missed and/or added service indicated in the Day's Events". Paratransit and Oakmont: The contractor uses Trapeze (Version 16) to manage and calculate the data and reporting statistics including vehicle

TDA Statistic	TDA Definition	Compliance Finding	Verification Information
			service hours. The contractor also has paper manifests for verification and back-up. Each vehicle contains a tablet that is linked to Trapeze. Drivers log in at the start of their shift and log-out at the end of the shift on the tablet. Service hours are calculated in Trapeze by tracking total hours and then subtracting deadhead (from yard to first pick-up and from last drop-off to yard).
Vehicle Service Miles	"Vehicle service miles" means the total number of miles that each transit vehicle is in revenue service.	In Compliance	Fixed route: The Transit Planner enters the individual routes into the scheduling software (Remix) that creates a file containing the Scheduled Vehicle Service Miles. After daily operations, Field Supervisors identify any supplemental or missed service and any associated hours and provide the information by an email report ("Day's Events"). The Transit Planner adjusts the scheduled revenue miles up and down based on the missed and/or added service indicated in the Day's Events. Paratransit and Oakmont: The contractor uses Trapeze (Version 16) to manage and calculate paratransit data and reporting statistics including vehicle service miles. The contractor also has paper manifests for verification and back-up. Each vehicle contains a tablet that is linked to Trapeze. Drivers log in at the start of their shift and log-out at the end of the shift on the tablet. Service miles are calculated by tracking total miles and then subtracting deadhead (from yard to first pick-up and from last drop-off to yard).

TDA Statistic	TDA Definition	Compliance Finding	Verification Information
Unlinked Passengers	"Unlinked passengers" means the number of boarding passengers, whether revenue producing or not, carried by the public transportation system.	In Compliance	Fixed-route: All vehicles are equipped with an Intelligent Transportation System "ITS" (GMV Syncromatics) that uses Automatic Passenger Counters (APC) to record boardings and alightings on the vehicle. APC data is processed by Urban Transportation Associates. Additionally, the farebox system (Genfare GFI) categorizes riders using fare collection data when boarding the bus. Passengers remaining on a vehicle when it begins a new route are counted as "thru-riders" on that new route. Passenger trip data from the Genfare GFI system is uploaded to the ITS system where City staff download reports to validate and compare APC vs. farebox ridership and include in the monthly ridership reporting to staff and the NTD. The APC system is certified and required to be recertified every three years. Paratransit and Oakmont: Paratransit tallied by subtracting the number of cancellations and no-shows from the number of scheduled trips for the day, as applicable. If a rider travels with an attendant, that individual is counted as a passenger trip as well. A report is submitted monthly by the contractor. Oakmont boardings are counted manually by bus operators. Manual counts reported to NTD in FY23 and FY24; APC counts reported in FY25 due to new CAD/AVL system.
Employee Full-Time Equivalents	2,000 person-hours of work in one year constitute one employee.	In Compliance	

Exhibit 3.2: TDA Statistics – Bus Service

	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	*Avg. Annual Change*
Operating Cost (Actual $)	$10,594,495	$9,157,211	$11,805,355	$12,167,056	$13,128,044	$14,315,273	- -
Annual Change	- -	*-13.6%*	*28.9%*	*3.1%*	*7.9%*	*9.0%*	*6.2%*
Operating Cost (Constant $)	$10,594,495	$8,780,348	$10,520,368	$10,597,634	$11,101,865	$11,876,864	- -
Annual Change	- -	*-17.1%*	*19.8%*	*0.7%*	*4.8%*	*7.0%*	*2.3%*
Vehicle Service Hours	69,630	55,813	69,608	69,984	73,782	74,207	- -
Annual Change	- -	*-19.8%*	*24.7%*	*0.5%*	*5.4%*	*0.6%*	*1.3%*
Vehicle Service Miles	792,181	617,249	755,145	782,469	817,215	801,916	- -
Annual Change	- -	*-22.1%*	*22.3%*	*3.6%*	*4.4%*	*-1.9%*	*0.2%*
Unlinked Passengers	1,477,599	766,920	1,033,178	1,293,731	1,423,226	1,510,681	- -
Annual Change	- -	*-48.1%*	*34.7%*	*25.2%*	*10.0%*	*6.1%*	*0.4%*
Employee Full-Time Equivalents	59.6	48.5	58.2	59.8	65.7	62.5	- -
Annual Change	- -	*-18.6%*	*20.0%*	*2.7%*	*9.9%*	*-4.9%*	*1.0%*
Bay Area CPI - Annual Change	- -	4.3%	7.6%	2.3%	3.0%	1.9%	- -
Cumulative Change	- -	4.3%	12.2%	14.8%	18.3%	20.5%	*3.8%*

Sources: *FY2020 through FY2022 - Prior Performance Audit Report*
FY2023 through FY2025 - NTD Reports
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics

Exhibit 3.3: TDA Statistics – Paratransit

TDA Statistics	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	*Avg. Annual Change*
Operating Cost (Actual $)	$1,390,208	$1,178,620	$1,410,125	$1,485,023	$1,641,149	$2,186,134	- -
Annual Change	- -	*-15.2%*	*19.6%*	*5.3%*	*10.5%*	*33.2%*	*9.5%*
Operating Cost (Constant $)	$1,390,208	$1,130,114	$1,256,636	$1,293,471	$1,387,854	$1,813,756	- -
Annual Change	- -	*-18.7%*	*11.2%*	*2.9%*	*7.3%*	*30.7%*	*5.5%*
Vehicle Service Hours	15,075	10,581	14,140	14,352	16,048	17,963	- -
Annual Change	- -	*-29.8%*	*33.6%*	*1.5%*	*11.8%*	*11.9%*	*3.6%*
Vehicle Service Miles	170,893	115,088	153,471	157,273	175,077	191,820	- -
Annual Change	- -	*-32.7%*	*33.4%*	*2.5%*	*11.3%*	*9.6%*	*2.3%*
Unlinked Passengers	29,773	17,513	24,756	26,015	28,560	29,796	- -
Annual Change	- -	*-41.2%*	*41.4%*	*5.1%*	*9.8%*	*4.3%*	*0.0%*
Employee Full-Time Equivalents	*(a)*	*(a)*	*(a)*	*(a)*	*(a)*	*(a)*	- -
Annual Change	- -	- -	- -	- -	- -	- -	- -
Bay Area CPI - Annual Change	- -	4.3%	7.6%	2.3%	3.0%	1.9%	- -
Cumulative Change	- -	4.3%	12.2%	14.8%	18.3%	20.5%	*3.8%*

Sources: *FY2020 through FY2022 - Prior Performance Audit Report*
FY2023 through FY2025 - NTD Reports
CPI Data - U.S. Department of Labor, Bureau of Labor Statistics
(a) Contracted service - FTEs not applicable

III. TDA PERFORMANCE INDICATORS AND TRENDS

The performance trends for Santa Rosa's bus and paratransit service modes are presented in this section. Performance is discussed for four of the five TDA-mandated performance indicators:

- operating cost per vehicle service hour
- passengers per vehicle service hour
- passengers per vehicle service mile
- operating cost per passenger
- vehicle service hours per full-time equivalent employee (FTE)

The performance results in these indicators were developed from the information in the NTD reports filed with the FTA for the three years of the audit period. Santa Rosa's NTD reports were the source of all operating and financial statistics (except for contractor FTEs, which are not included).

In addition to presenting performance for the three years of the audit period (FY2023 through FY2025), this analysis features two enhancements:

Six-Year Time Period – While the performance audit focuses on the three fiscal years of the audit period, six-year trend lines have been constructed for Santa Rosa's service to provide a longer perspective on performance and to clearly present the direction and magnitude of the performance trends. In this analysis, the FY2023 to FY2025 trend lines have been combined with those from the prior audit period (FY2020 through FY2022) to define a six-year period of performance.

Normalized Cost Indicators for Inflation – Two financial performance indicators (cost per hour and cost per passenger) are presented in both constant and current dollars to illustrate the impact of inflation in the Bay Area. The inflation adjustment relies on the All-Urban Consumer Price Index for Urban Wage Earners and Clerical Workers (CPI-W) for the San Francisco Metropolitan Area. The average CPI-W percent change for each fiscal year has been calculated based on the bi-monthly results reported on the U.S. Department of Labor – Bureau of Labor Statistics website. The CPI-W is used since labor is the largest component of operating cost in transit. Since labor costs are typically controlled through labor contracts, changes in normalized costs largely reflect those factors that are within the day-to-day control of the transit system.

The following discussion is organized to present an overview of Santa Rosa's performance trends in the four TDA performance indicators included. The discussion is organized by service mode -- bus service is discussed first, followed by paratransit. The analysis is also expanded to include a breakdown of the various component costs that contributed to the total and hourly operating costs during the last six years.

Bus Service Performance Trends

This section provides an overview of the performance of Santa Rosa's bus service over the past six years. The trends in the TDA indicators and input statistics are presented in Exhibit 4. The six-year trends are illustrated in Exhibits 4.1 through 4.4.

- Operating Cost per Vehicle Service Hour (Exhibit 4.1)
  - An indicator of cost efficiency, the cost per hour of bus service increased an average of 4.9 percent annually during the six-year review period.
  - The cost per hour ranged from a low of $152.15 in FY2020 to a high of $192.91 in FY2025. There were increases in every year.

- In FY2020 constant dollars, there was average annual increase in this indicator of 1.0 percent, compared to an increase of 3.8 percent average increase in annual CPI.

- Passengers per Vehicle Service Hour (Exhibit 4.2)

  - An indicator of passenger productivity, passengers per service hour decreased an average of 0.8 percent annually during the six-year period.

  - This decrease reflects an overall average annual decrease of 0.4 percent in unlinked passengers. The largest decrease, both per service hour and total passengers was in FY2021, followed by substantial increases in FYs 2022 and 2023.

- Passengers per Vehicle Service Mile (Exhibit 4.2)

  - Passengers per service mile increased overall, by 0.2 percent annually on average.

  - Like passengers per service hours, passengers per mile decreased in FY2021 and increased in FYs 2022 and 2023.

- Operating Cost per Passenger (Exhibit 4.3)

  - A measure of cost effectiveness, the cost per passenger increased an average of 5.7 percent annually during the six-year review period.

  - The cost per passenger increased substantially, 66.5 percent, in FY2021 due to a 48.1 percent decrease in unlinked passengers in FY2021.

  - In FY2020 constant dollars, there was an average annual increase in this indicator of 1.9 percent, well below the annual increase in CPI of 3.8 percent.

- Vehicle Service Hours per Employee (FTE) (Exhibit 4.4)

  - A measure of employee productivity, this indicator increased by an average of 0.3 percent per year.

  - Hours per FTE fluctuated in a narrow range, down and up, from year to year, ranging from 1,123 in FY2024 to 1,187 in FY2025.

* * * * *

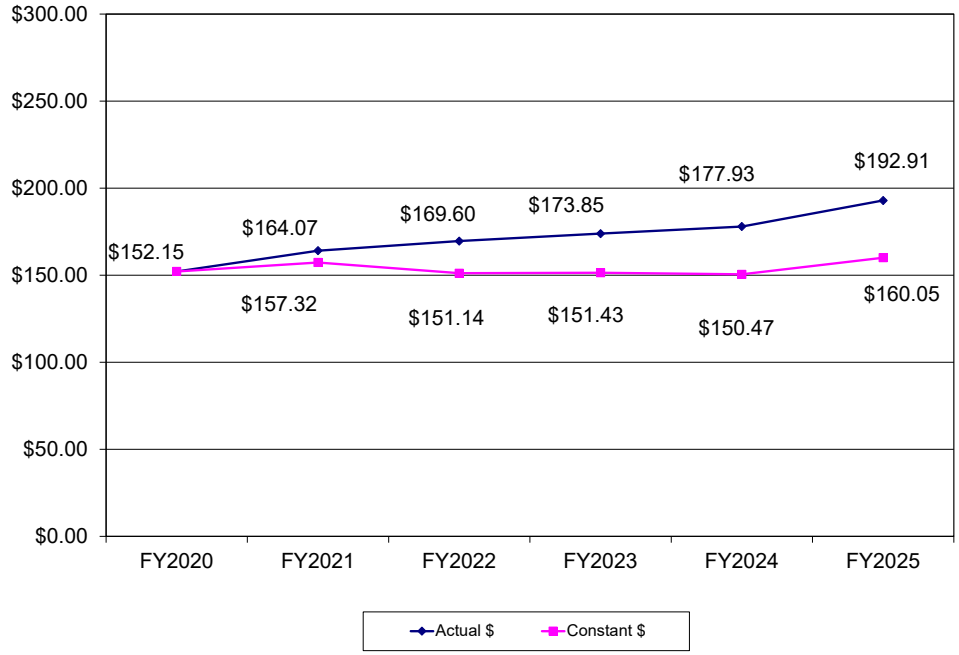
The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2020 through FY2025:

- There was an average annual increase in the operating cost per hour of 4.9 percent, 1.0 percent in inflation adjusted dollars. Increase in inflation adjusted dollars was well below the average annual inflation rate of 3.8 percent.
- The cost per passenger increased on average by 5.7 percent per year, which amounted to an average annual increase of 1.9 percent in constant FY2020 dollars.
- Passenger productivity declined per vehicle service hour, 0.8 percent. It increased per vehicle service miles, 0.2 percent.
- Employee productivity measured as hours per FTE remained relatively stable, increasing 0.3 percent per year.

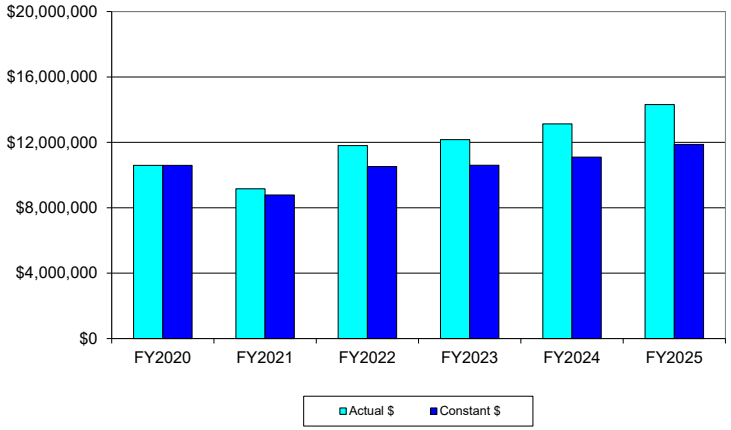
Exhibit 4: TDA Indicator Performance – Bus Service

TDA Performance Indicator	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	*Avg. Annual Change*
Op. Cost per Vehicle Svc. Hour (Actual $)	$152.15	$164.07	$169.60	$173.85	$177.93	$192.91	- -
Annual Change	- -	*7.8%*	*3.4%*	*2.5%*	*2.3%*	*8.4%*	*4.9%*
Op. Cost per Vehicle Svc. Hour (Constant $)	$152.15	$157.32	$151.14	$151.43	$150.47	$160.05	- -
Annual Change	- -	*3.4%*	*-3.9%*	*0.2%*	*-0.6%*	*6.4%*	*1.0%*
Passengers per Vehicle Service Hour	21.2	13.7	14.8	18.5	19.3	20.4	- -
Annual Change	- -	*-35.2%*	*8.0%*	*24.5%*	*4.3%*	*5.5%*	*-0.8%*
Passengers per Vehicle Service Mile	1.87	1.24	1.37	1.65	1.74	1.88	- -
Annual Change	- -	*-33.4%*	*10.1%*	*20.8%*	*5.3%*	*8.2%*	*0.2%*
Op. Cost per Passenger (Actual $)	$7.17	$11.94	$11.43	$9.40	$9.22	$9.48	- -
Annual Change	- -	*66.5%*	*-4.3%*	*-17.7%*	*-1.9%*	*2.7%*	*5.7%*
Op. Cost per Passenger (Constant $)	$7.17	$11.45	$10.18	$8.19	$7.80	$7.86	- -
Annual Change	- -	*59.7%*	*-11.1%*	*-19.6%*	*-4.8%*	*0.8%*	*1.9%*
Vehicle Service Hours per FTE	1,168	1,151	1,196	1,170	1,123	1,187	- -
Annual Change	- -	*-1.5%*	*3.9%*	*-2.1%*	*-4.0%*	*5.7%*	*0.3%*
Bay Area CPI - Annual Change	- -	4.3%	7.6%	2.3%	3.0%	1.9%	- -
Cumulative Change	- -	4.3%	12.2%	14.8%	18.3%	20.5%	*3.8%*

Exhibit 4.1: Operating Cost per Vehicle Service Hour – Bus Service



Operating Cost



Vehicle Service Hours

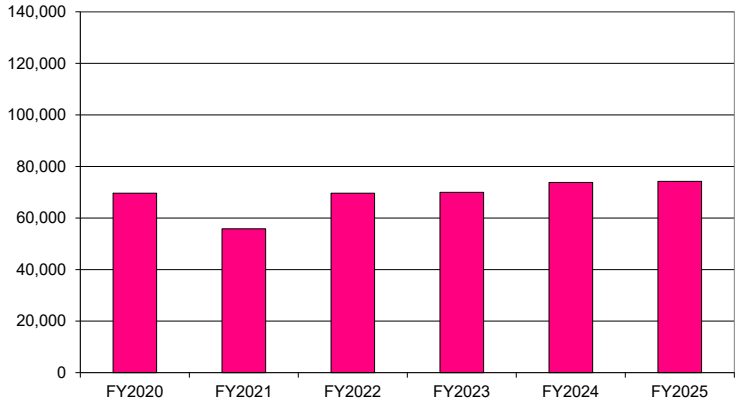
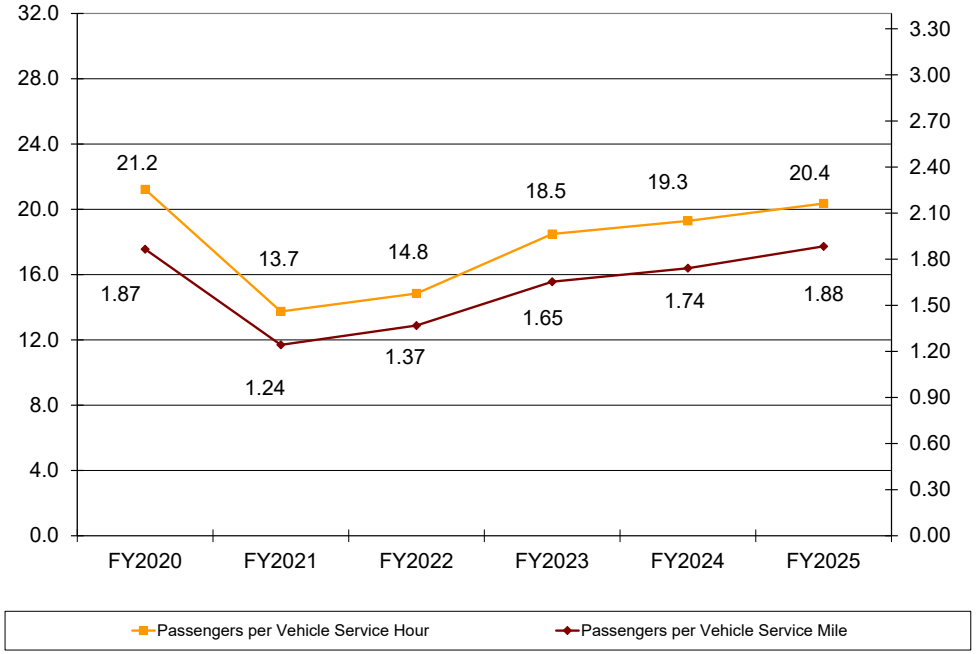
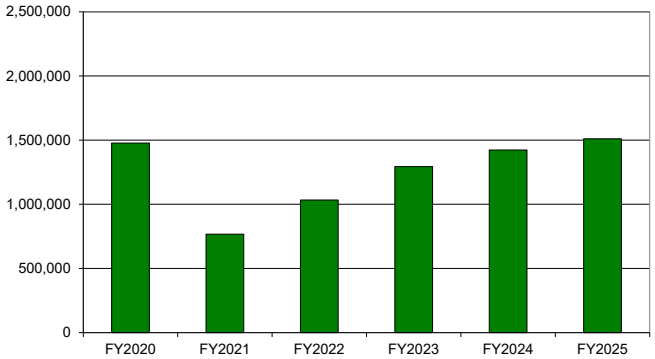


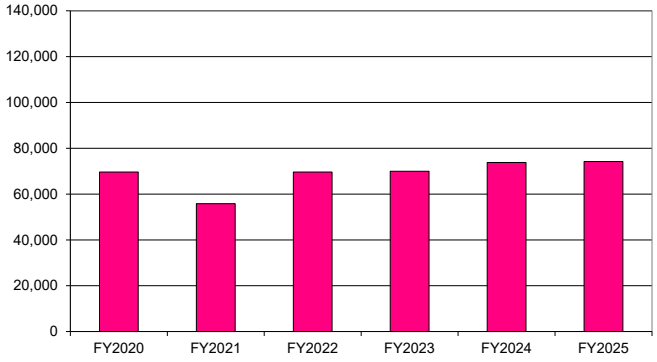
Exhibit 4.2: Passengers per Hour and per Mile – Bus Service



Unlinked Passengers



Vehicle Service Hours



Vehicle Service Miles

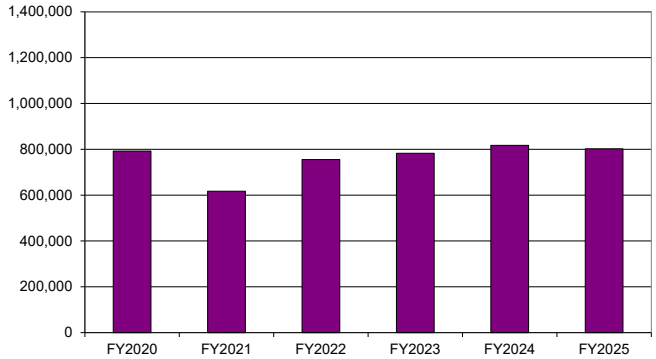
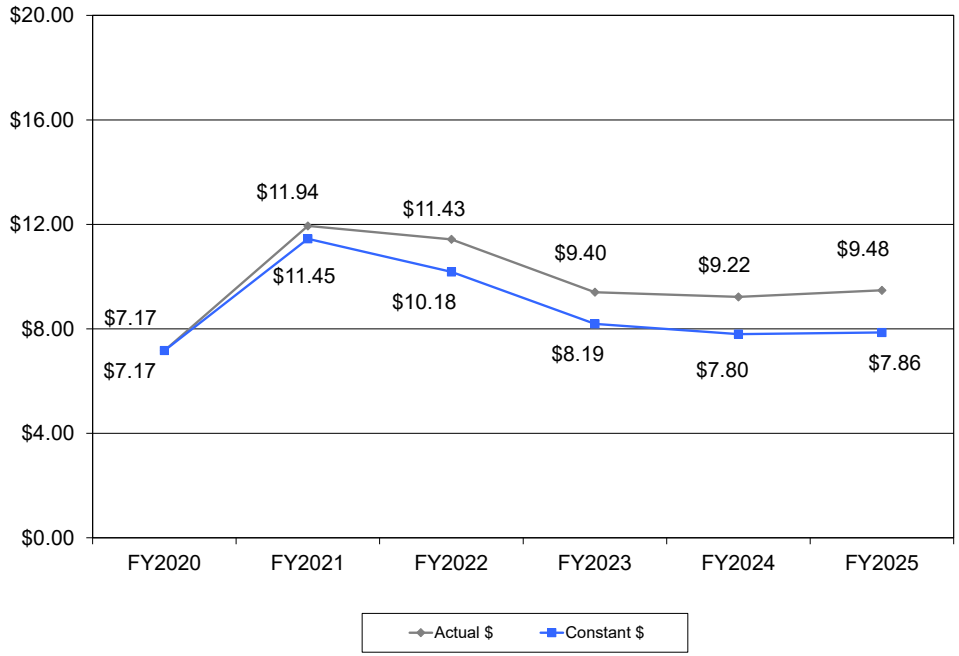
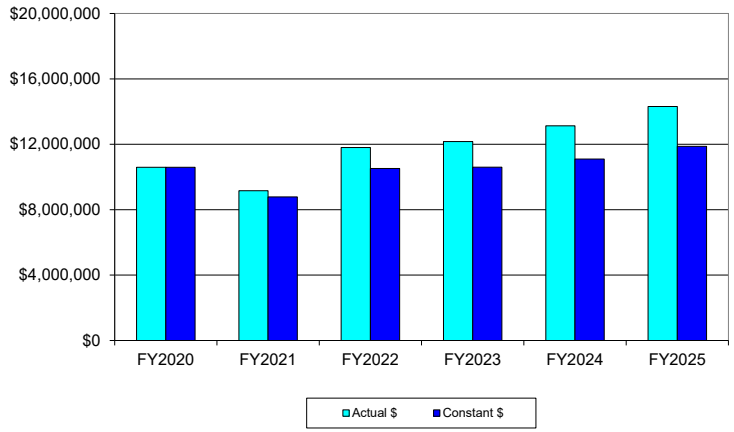


Exhibit 4.3: Operating Cost per Passenger – Bus Service



Operating Cost



Unlinked Passengers

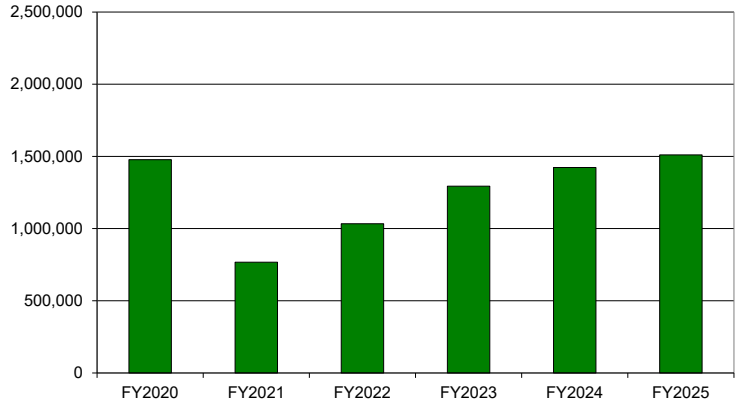
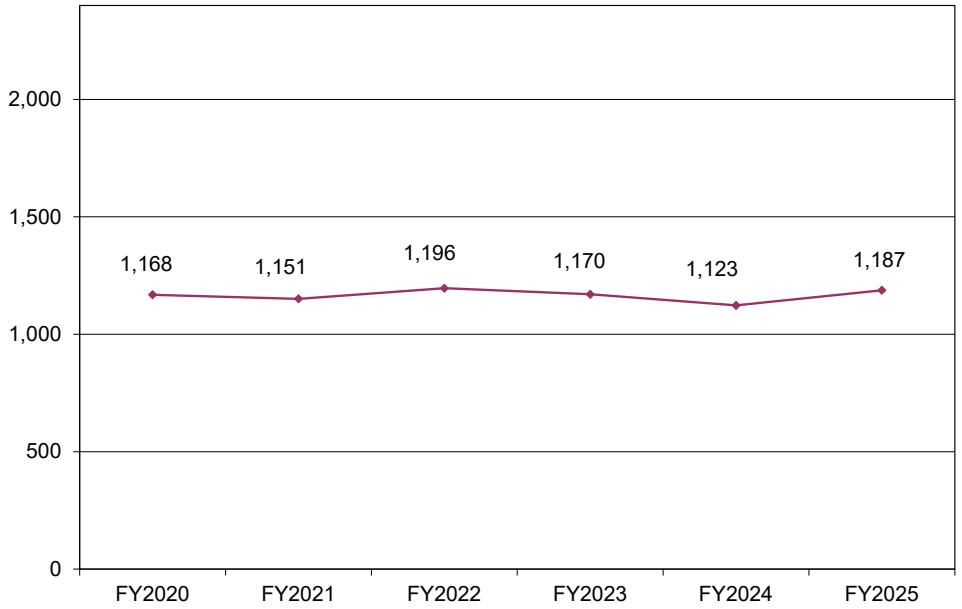
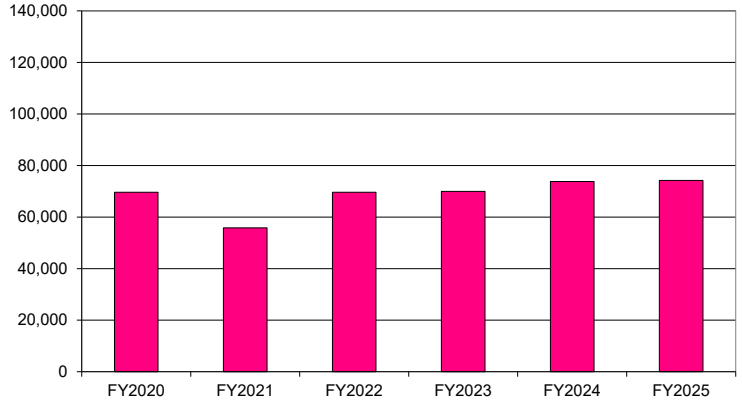


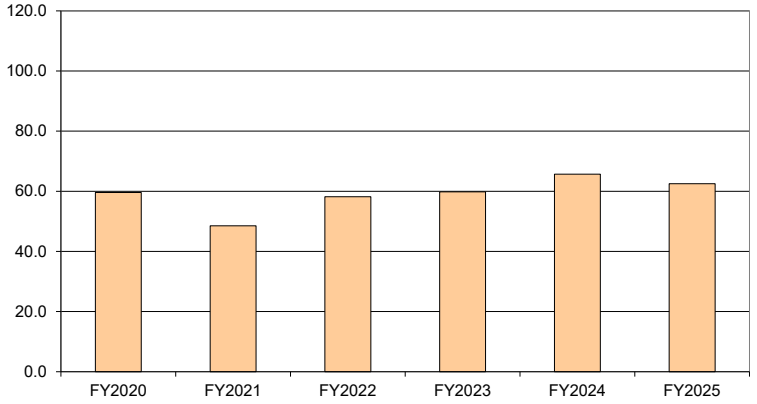
Exhibit 4.4: Vehicle Service Hours per FTE – Bus Service



Vehicle Service Hours



Full-time Equivalents



Bus Service Component Costs

Year-to-year changes in selected operating cost categories over the past six years are presented in Exhibit 4.5. Examining components of operating costs (e.g., labor, fringes, fuel, and casualty/liability) may determine what particular components had the most significant impacts on the operating costs. Exhibit 4.5 also shows the concurrent changes in vehicle service hours and Exhibit 4.6 illustrates the portion of the cost per bus service hour that can be attributed to each included cost component.

- Both labor and fringe benefit costs increased in the past six years, averaging annual increases of 5.7 and 5.3 percent, respectively.
- Labor costs represented the largest portion of the total costs. In FY2025 labor costs were 36.4 percent of total costs.
- Fringe benefits were the second highest cost component. In FY2025 fringe benefits were 28.4 percent of total costs.
- Overall services costs increased annually by 6.5 percent. Services costs were the third largest component of total costs in FY 2025, 20.0 percent.
- Purchased transportation costs increased by 7.8 percent annually.
- Casualty/liability costs increased annually by 7.0 percent.
- The other expenses category had an overall annual increase of 17.6 percent.

* * * * *

The following is a brief summary of the component operating costs trend highlights between FY2020 and FY2025:

- Labor costs increased by 5.7 percent annually, and were the largest portion of the total costs, 36.4 percent in FY2025.

- Fringe benefit costs increased 5.3 percent annually. These costs were the second highest cost component, 28.4 percent in FY2025.

- Services costs increased annually by 6.5 percent. Services costs were the third largest component of total costs, 20.0 percent in FY2025.

- The remaining four cost categories, purchased transportation, materials/supplies, casualty/liability, and other expenses, all showed annual increases, but combined comprised about 10 to 15 percent of total operating costs each year.

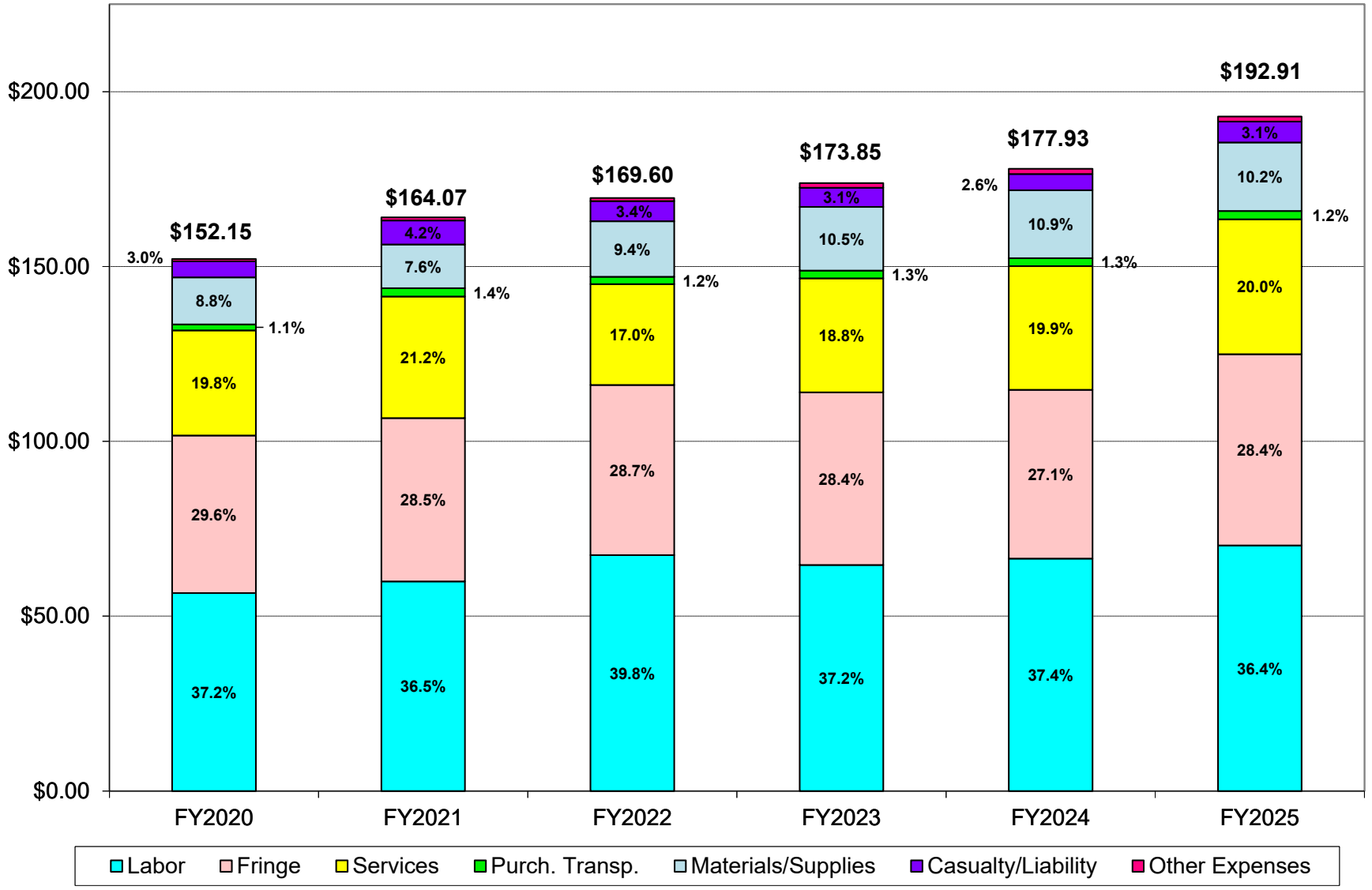
Exhibit 4.5: Component Cost Trends – Bus Service

	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	*Av. Ann. Chg.*
COST CATEGORIES							
Labor (Salaries/Wages)	$3,941,449	$3,346,200	$4,694,583	$4,524,034	$4,904,394	$5,209,299	- -
Annual Change	- -	*-15.1%*	*40.3%*	*-3.6%*	*8.4%*	*6.2%*	*5.7%*
Fringe Benefits *(a)*	$3,135,894	$2,606,365	$3,386,768	$3,453,303	$3,561,031	$4,059,459	- -
Annual Change	- -	*-16.9%*	*29.9%*	*2.0%*	*3.1%*	*14.0%*	*5.3%*
Services	$2,096,735	$1,940,208	$2,009,330	$2,282,549	$2,609,518	$2,866,123	- -
Annual Change	- -	*-7.5%*	*3.6%*	*13.6%*	*14.3%*	*9.8%*	*6.5%*
Purchased Transportation	$118,950	$131,682	$145,425	$158,021	$169,602	$173,319	- -
Annual Change	- -	*10.7%*	*10.4%*	*8.7%*	*7.3%*	*2.2%*	*7.8%*
Materials/Supplies *(b)*	$936,265	$700,006	$1,105,630	$1,273,777	$1,432,246	$1,454,562	- -
Annual Change	- -	*-25.2%*	*57.9%*	*15.2%*	*12.4%*	*1.6%*	*9.2%*
Casualty/Liability	$317,284	$382,939	$403,347	$382,399	$342,674	$444,514	- -
Annual Change	- -	*20.7%*	*5.3%*	*-5.2%*	*-10.4%*	*29.7%*	*7.0%*
Other Expenses *(c)*	$47,918	$49,811	$60,272	$92,973	$108,579	$107,997	- -
Annual Change	- -	*4.0%*	*21.0%*	*54.3%*	*16.8%*	*-0.7%*	*17.6%*
Total	$10,594,495	$9,157,211	$11,805,355	$12,167,056	$13,128,044	$14,315,273	- -
Annual Change	- -	*-13.6%*	*28.9%*	*3.1%*	*7.9%*	*9.0%*	*6.2%*
OPERATING STATISTICS							
Vehicle Service Hours	69,630	55,813	69,608	69,984	73,782	74,207	- -
	- -	*-19.8%*	*24.7%*	*0.5%*	*5.4%*	*0.6%*	*1.3%*

(a) Also includes paid absences
(b) Includes tires/tubes, utilities, taxes, and miscellaneous expenses

Exhibit 4.6: Distribution of Component Costs – Bus Service

Operating Cost per Vehicle Service Hour



Paratransit Performance Trends

This section provides an overview of the performance of Santa Rosa's paratransit service over the six-year analysis period. The analysis focuses on four of the five TDA performance indicators. Hours per FTE are not included in this analysis; FTE information was not available for the contracted service provider. The trends in the TDA indicators and input data are presented in Exhibit 5. The six-year trends are illustrated in Exhibits 5.1 through 5.3.

- Operating Cost per Vehicle Service Hour (Exhibit 5.1)
  - The cost per hour of paratransit service increased an average of 5.7 percent annually during the six-year review period. During this period annual costs increased at an average of 9.5 percent, while service hours increased by 3.6 percent.
  - The cost per hour ranged from $92.22 in FY2020 to $121.70 in FY2025.
  - In FY2020 constant dollars, there was an average annual increase in this indicator of 1.8 percent, well below the annual average increase in CPI of 3.8 percent.
- Passengers per Vehicle Service Hour (Exhibit 5.2)
  - Passengers per hour declined an average of 3.4 percent annually over the six years.
  - Paratransit passenger levels decreased substantially in FY2021, by 41.2 percent, but increased next year in FY2022 by about the same percentage, or 41.4 percent.
  - Though service hours increased by 3.6 percent per year on average, passenger levels did not increase from FYs 2020 to 2025, thereby resulting in an overall decline of passengers per vehicle hours of 3.4 percent.

- Passengers per Vehicle Service Mile (Exhibit 5.2)

  - Like passengers per hour, passengers per vehicle service mile experienced an average annual decrease over the six-year period of 2.3 percent per year.

  - Passengers per mile increased in FYs 2022 and 2023 but declined in each of the other years of this six-year review period.

- Operating Cost per Passenger (Exhibit 5.3)

  - The cost per passenger increased an average of 9.5 percent annually during the six-year review period.

  - The cost per passenger ranged from $46.69 in FY2020 to $73.37 in FY2025.

  - In FY2020 constant dollars, there was an average annual increase in this indicator of 5.4 percent, above the inflation rate of 3.8 percent per year.

* * * * *

The following is a brief summary of the paratransit TDA performance trend highlights over the six-year period of FY2020 through FY2025:

- Cost efficiency declined, with an average annual increase in the operating cost per hour of 5.7 percent. In constant FY2020 dollars, this reflected an increase of 1.8 percent, below the inflation rate of 3.8 percent per year.

- Cost effectiveness exhibited a similar trend with the cost per passenger increasing an average of 9.5 percent per year. In constant FY2020 dollars, cost per passenger increased 5.4 percent per year.

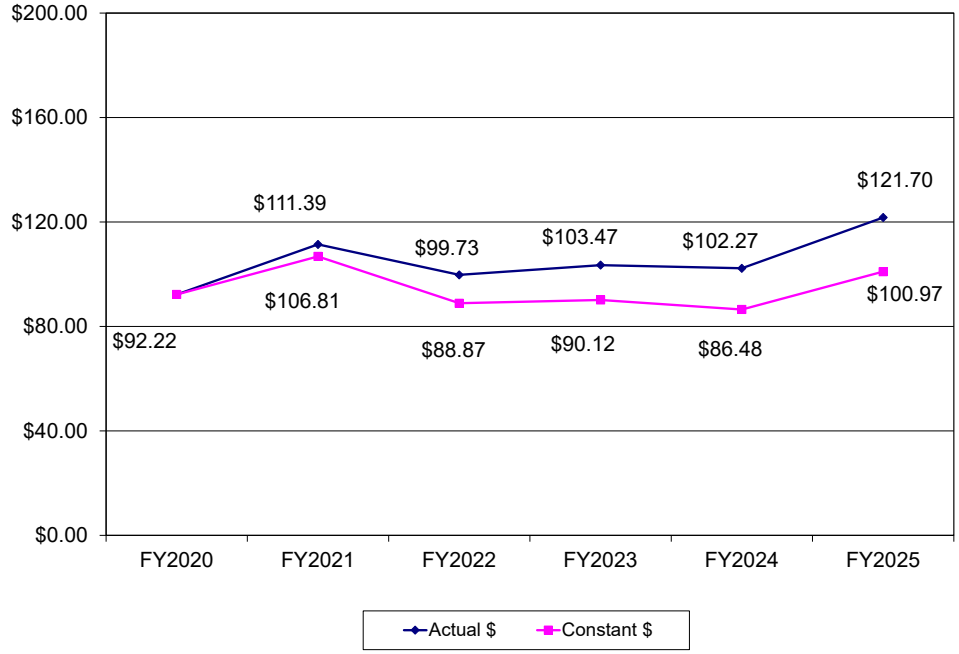
- Passenger productivity declined over the analysis period, with passengers per vehicle service hour and vehicle service mile declining at an average annual rate of 3.4 percent and 2.3 percent, respectively.

Exhibit 5: TDA Indicator Performance – Paratransit

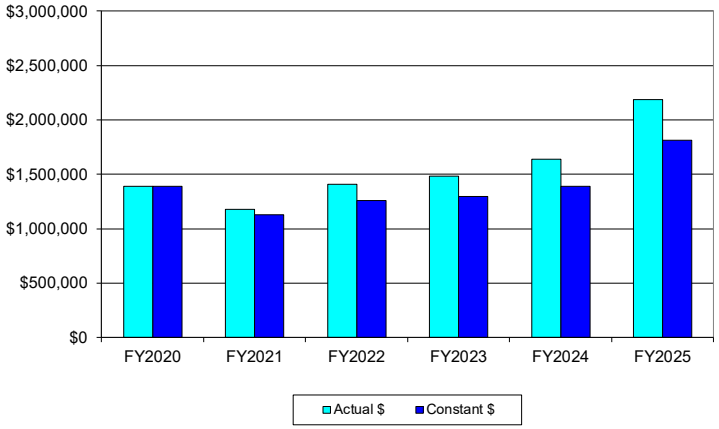
TDA Performance Indicator	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	*Av. Ann. Chg.*
Op. Cost per Vehicle Svc. Hour (Actual $)	$92.22	$111.39	$99.73	$103.47	$102.27	$121.70	- -
Annual Change		*20.8%*	*-10.5%*	*3.8%*	*-1.2%*	*19.0%*	*5.7%*
Op. Cost per Vehicle Svc. Hour (Constant $)	$92.22	$106.81	$88.87	$90.12	$86.48	$100.97	- -
Annual Change	- -	*15.8%*	*-16.8%*	*1.4%*	*-4.0%*	*16.8%*	*1.8%*
Passengers per Vehicle Service Hour	2.0	1.7	1.8	1.8	1.8	1.7	- -
Annual Change	- -	*-16.2%*	*5.8%*	*3.5%*	*-1.8%*	*-6.8%*	*-3.4%*
Passengers per Vehicle Service Mile	0.17	0.15	0.16	0.17	0.16	0.16	- -
Annual Change	- -	*-12.7%*	*6.0%*	*2.5%*	*-1.4%*	*-4.8%*	*-2.3%*
Op. Cost per Passenger (Actual $)	$46.69	$67.30	$56.96	$57.08	$57.46	$73.37	- -
Annual Change	- -	*44.1%*	*-15.4%*	*0.2%*	*0.7%*	*27.7%*	*9.5%*
Op. Cost per Passenger (Constant $)	$46.69	$64.53	$50.76	$49.72	$48.59	$60.87	- -
Annual Change	- -	*38.2%*	*-21.3%*	*-2.1%*	*-2.3%*	*25.3%*	*5.4%*
Vehicle Service Hours per FTE	*(a)*	*(a)*	*(a)*	*(a)*	*(a)*	*(a)*	- -
Annual Change	- -	- -	- -	- -	- -	- -	- -
Bay Area CPI - Annual Change	- -	4.3%	7.6%	2.3%	3.0%	1.9%	- -
Cumulative Change	- -	4.3%	12.2%	14.8%	18.3%	20.5%	*3.8%*

(a) Not applicable as service is provided by a contractor

Exhibit 5.1: Operating Cost per Vehicle Service Hour – Paratransit



Operating Cost



Vehicle Service Hours

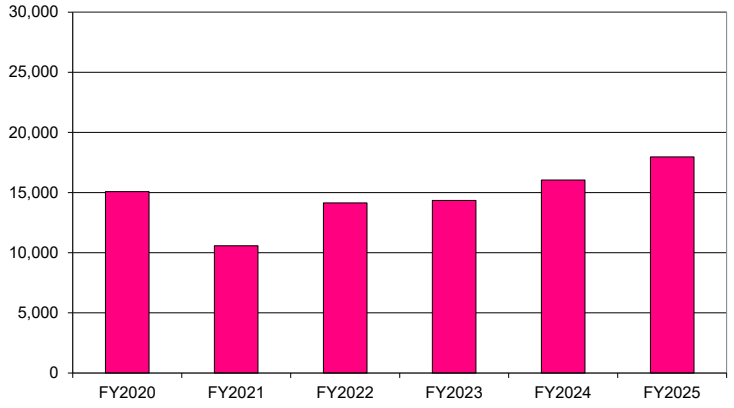
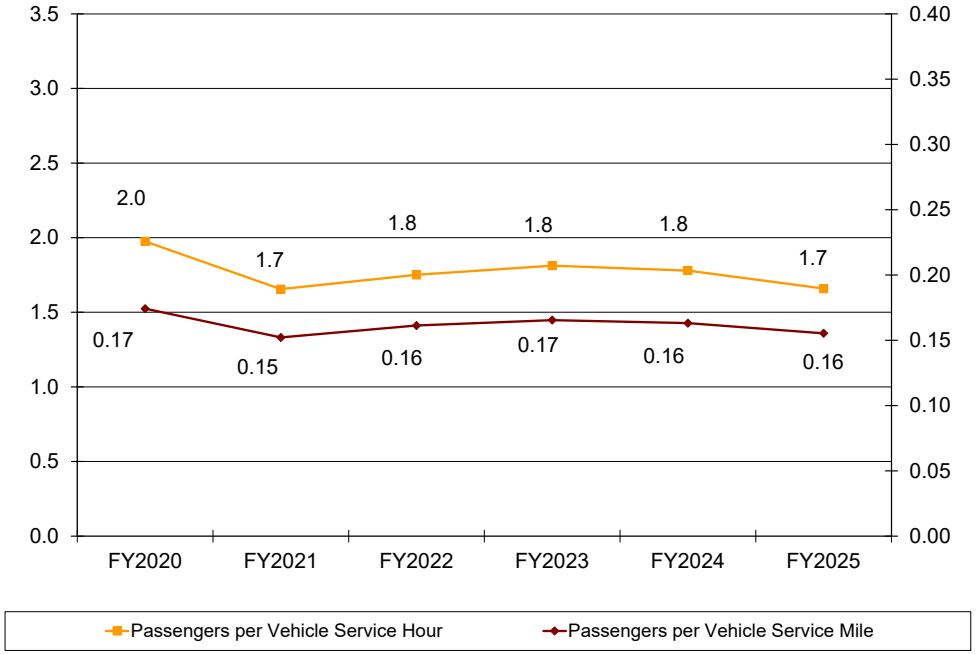
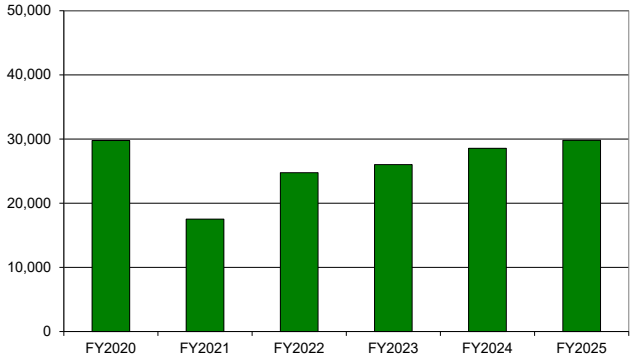


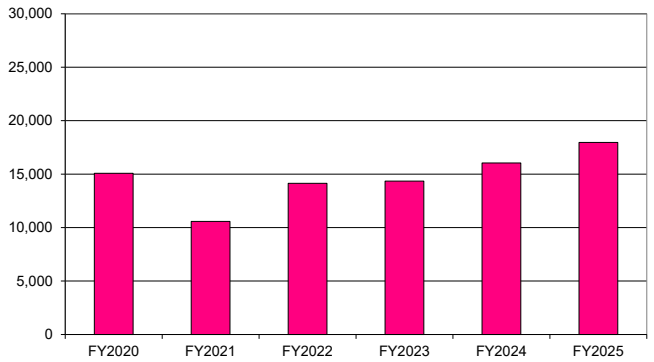
Exhibit 5.2: Passengers per Hour and per Mile – Paratransit



Unlinked Passengers



Vehicle Service Hours



Vehicle Service Miles

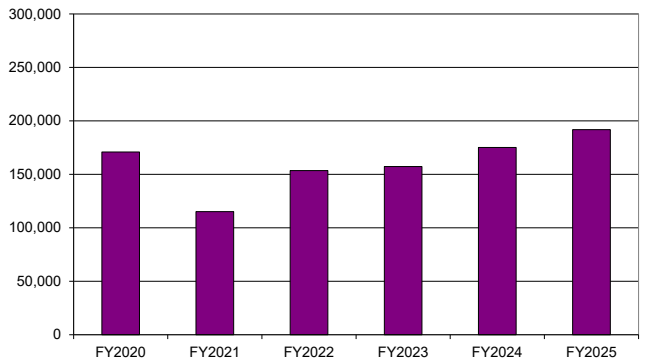
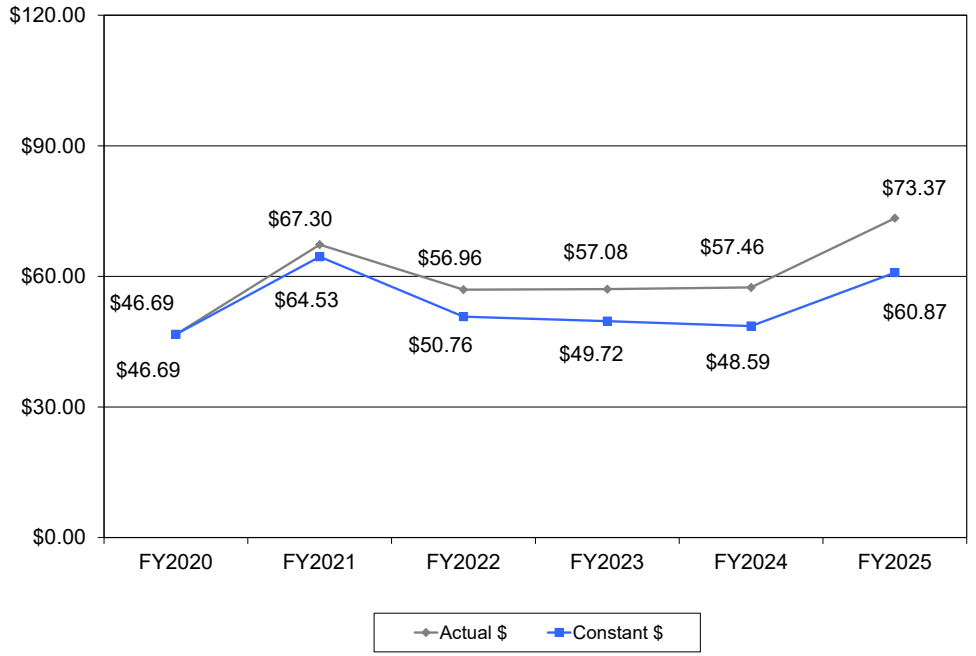
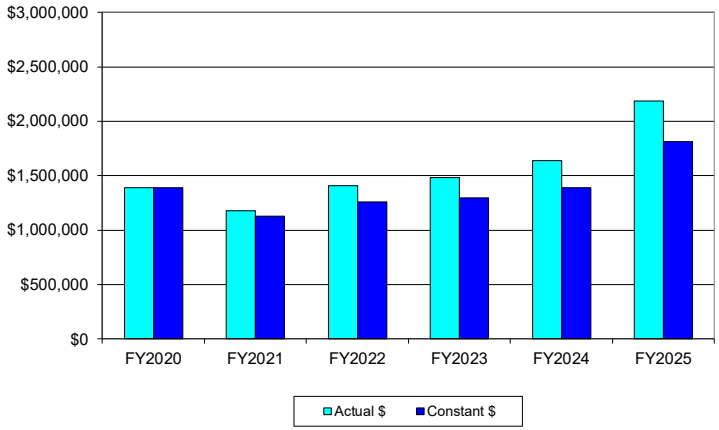


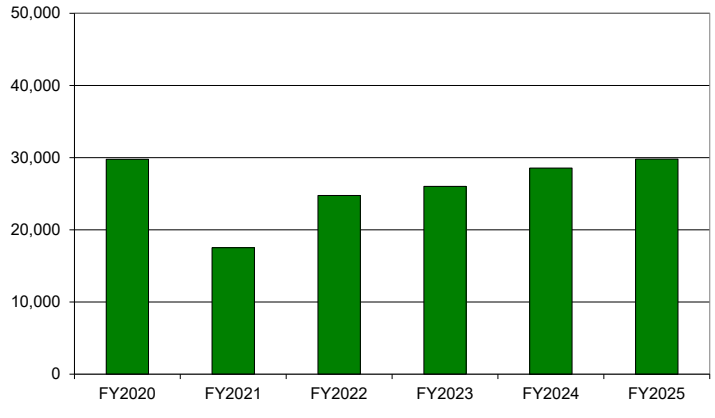
Exhibit 5.3: Operating Cost per Passenger – Paratransit



Operating Cost



Unlinked Passengers



Paratransit Component Costs

The year-to-year changes in selected operating cost categories are presented in Exhibit 5.4, along with the concurrent changes in vehicle service hours. The portions of the cost per vehicle service hour that can be attributed to each included cost component are shown in Exhibit 5.5.

- Purchased transportation costs were by far the largest category of costs. In FY2025, purchased transportation was 89.8 percent of total cost.
- Though purchased transportation costs fluctuated from year to year over the six-year period, overall costs increased annually by 11.3 percent. The largest increase was in FY2025 of 46.9 percent.
- In-house labor and fringe benefit costs both increased, 2.4 and 9.6 percent respectively, over the six years. In total labor and fringe benefit costs were 4.4 percent of total cost.
- Services costs declined over the six years by 35.2 percent per year. The largest decline of 90.0 percent was in FY2025.
- Materials/supplies costs increase by 8.5 percent per year. In FY2025, these costs were 5.2 percent of the total costs.
- Casualty/liability costs and other expenses were small amounts. Combined, these costs comprised less than 0.1 percent of the total costs in FY2025.

* * * * *

The following is a brief summary of the component operating costs trend between FY2020 and FY2025:

- Purchased transportation costs were the largest category of operating costs, averaging more than 80 percent of total cost throughout the analysis period. In FY2025, purchased transportation costs were 89.8 percent of total costs.
- Purchased transportation costs increased 11.3 percent per year over six years.

- In-house labor and fringe benefit costs only comprised 4.4 percent of total costs in FY2025.
- Services costs decreased by 35.2 percent per year. Most of the decrease was in the last year of the review period, FY2025
- Materials/supplies costs increased by 8.5 percent per year. Materials/supplies comprised 5.2 percent of total costs in FY2025.

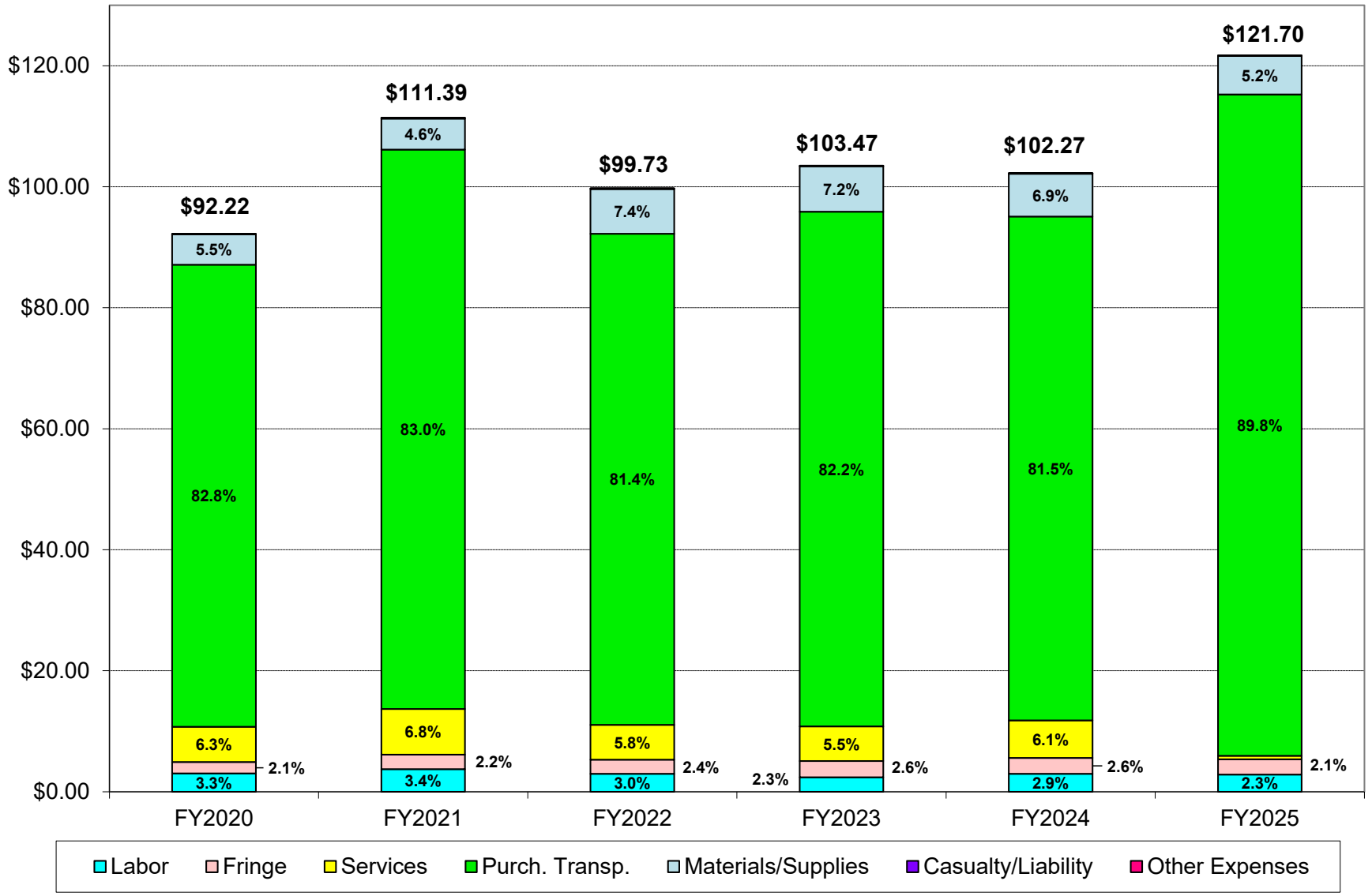
Exhibit 5.4: Component Costs Trends – Paratransit

	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	*Av. Ann. Chg.*
COST CATEGORIES							
Labor (Salaries/Wages)	$45,399	$39,625	$41,710	$34,034	$47,620	$51,118	- -
Annual Change	- -	*-12.7%*	*5.3%*	*-18.4%*	*39.9%*	*7.3%*	*2.4%*
Fringe Benefits *(a)*	$28,656	$25,384	$33,337	$38,552	$41,886	$45,388	- -
Annual Change	- -	*-11.4%*	*31.3%*	*15.6%*	*8.6%*	*8.4%*	*9.6%*
Services	$87,528	$79,709	$81,365	$82,390	$99,621	$9,991	- -
Annual Change	- -	*-8.9%*	*2.1%*	*1.3%*	*20.9%*	*-90.0%*	*-35.2%*
Purchased Transportation	$1,151,532	$978,489	$1,147,807	$1,221,143	$1,336,848	$1,963,809	- -
Annual Change	- -	*-15.0%*	*17.3%*	*6.4%*	*9.5%*	*46.9%*	*11.3%*
Materials/Supplies *(b)*	$76,033	$54,143	$104,593	$107,652	$113,103	$114,360	- -
Annual Change	- -	*-28.8%*	*93.2%*	*2.9%*	*5.1%*	*1.1%*	*8.5%*
Casualty/Liability	$955	$1,152	$1,214	$1,151	$1,031	$1,338	- -
Annual Change	- -	*20.6%*	*5.4%*	*-5.2%*	*-10.4%*	*29.8%*	*7.0%*
Other Expenses *(c)*	$105	$118	$99	$101	$1,040	$130	- -
Annual Change	- -	*12.4%*	*-16.1%*	*2.0%*	*929.7%*	*-87.5%*	*4.4%*
Total	$1,390,208	$1,178,620	$1,410,125	$1,485,023	$1,641,149	$2,186,134	- -
Annual Change	- -	*-15.2%*	*19.6%*	*5.3%*	*10.5%*	*33.2%*	*9.5%*
OPERATING STATISTICS							
Vehicle Service Hours	15,075	10,581	14,140	14,352	16,048	17,963	- -
	- -	*-29.8%*	*33.6%*	*1.5%*	*11.8%*	*11.9%*	*3.6%*

(a) Also includes paid absences
(b) Includes utilities and miscellaneous expenses

Exhibit 5.5: Distribution of Component Costs – Paratransit

Operating Cost per Vehicle Service Hour



IV. COMPLIANCE WITH PUC REQUIREMENTS

An assessment of Santa Rosa's compliance with selected sections of the state Public Utilities Code (PUC) has been performed. The compliance areas included in this review are those that MTC has identified for inclusion in the triennial performance audit. Other statutory and regulatory compliance requirements are reviewed by MTC in conjunction with its annual review of Santa Rosa's TDA-STA claim application.

The results from this review are detailed by individual requirement in Exhibit 6. Santa Rosa is in compliance with each of the seven sections of the state PUC that were reviewed as part of this performance audit. These sections included requirements concerning CHP terminal safety inspections, labor contracts, reduced fares, Welfare-to-Work, revenue sharing, and evaluating passenger needs.

Exhibit 6: Compliance with State PUC Requirements

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
PUC99251	CHP Certification - 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 following a CHP inspection of the operator's terminal	In Compliance	Satisfactory Facility Inspections: FY2023: 11/21/2023 FY2024: 11/14/2024 FY2025: 11/09/2025
PUC99264	Operator-to-Vehicle Staffing - The operator does not routinely staff with two or more persons public transportation vehicles designed to be operated by one person	In Compliance	No provision for excess staffing in in Agreements with SEIU Local 1021, effective 07/01/21 through 06/30/24 and 07/01/2024 through 06/30/2027. No provision for excess staffing in Agreement for Professional Services with MV Transportation and Amendments, effective 06/06/23 and 07/01/2024.
PUC99314.5(e) (1)(2)	Part-Time Drivers and Contracting - If the operator receives STA funds, the operator is not precluded by contract from employing part-time drivers or from contracting with common carriers.	In Compliance	Part Time Drivers – Regular part-time employees recognized in Agreements with SEIU Local 1021, effective 07/01/21 through 06/30/24 and 07/01/2024 through 06/30/2027. Contracting - Santa Rosa contracts with MV Transportation to operate the Santa Rosa Paratransit and deviated fixed-route service.

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
PUC99155	Reduced Fare Eligibility - For any operator who received TDA Article 4 funds, if the operator offers reduced fares to senior citizens and disabled persons, applicant will honor the federal Medicare identification card, the California Department of Motor Vehicles disability ID card, the Regional Transit Connection Discount Card, or any other current identification card issued by another transit operator that is valid for the type of transportation service or discount requested; and if the operator offers reduced fares to senior citizens, it also offers the same reduced fare to disabled patrons	In Compliance	City of Santa Rosa Transit website – CityBus Fares section: https://www.srcity.org/1658/Fares-and-Passes
PUC99155.1(a)(1)(2)	Welfare-to-Work - The operator coordinates with county welfare departments in order to ensure that transportation moneys available for purposes of assisting recipients of aid are expended efficiently for the benefit of that population; if a recipient of CalWORKs program funds by the county, the operator shall give priority to the enhancement of public transportation services for welfare-to-work purposes and to the enhancement of transportation alternatives, such as, but not limited to, subsidies or vouchers, van pools, and contract paratransit operations, in order to promote welfare-to-work purposes.	In Compliance	Santa Rosa is a stakeholder in the MTC Coordinated Public Transit-Human Services Transportation Plan, directed by MTC as the RTAP and MPO for the Bay Area.

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
PUC99314.7, Govt Code 66516, MTC Res. Nos. 3837, 4073	Joint Revenue Sharing Agreement - The operator has current joint fare revenue sharing agreements in place with transit operators in the MTC region with which its service connects, and submitted copies of agreements to MTC	In Compliance	Valid transfer/revenue sharing agreements with connecting operators: Clipper Agreement (with AC Transit, BART, CCCTA, GGBHTD, SFMTA, SamTrans, Caltrain, FAST, Petaluma, ECCTA, LAVTA, MCTD, NVTA, SolTrans, SCT, SMART, Vacaville, VTA, WCCTA, WETA, Union City). RTC Agreement (with AC Transit, BART, CCCTA, GGBHTD, SFMTA, SamTrans, Caltrain, Petaluma, ECCTA, LAVTA, SolTrans, SCT, STA, VTA) SuperPass agreement with Sonoma County Transit, GGBHTD, and Cities of Cloverdale, Healdsburg, Petaluma and Sebastopol. Reciprocal Transfer Agreement with SCT, GGTBHTD, Petaluma Transit. MTC No Cost/Reduced Cost Transfer MOU.
PUC99246(d)	Process for Evaluation of Passenger Needs - The operator has an established process in place for evaluating the needs and types of passengers being served	In Compliance	Public meetings, workshops, open houses and hearings - Public participation methods and processes responsive to municipal, state, and federal requirements are laid out in the

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
			Transit Division's Public Participation Policy. Outreach to individuals with limited English proficiency - Outreach to LEP individuals is conducted in conjunction with updates to the Language Assistance Plan as well as in relation to Short Range Transit Plan updates or evaluation of fare/service changes. Onboard survey - An onboard survey is conducted every five years, in keeping with MTC's schedule for regional transit data collection. Other rider surveys – Rider surveys are used to garner input on proposed service changes or rider needs. Tell Us cards (available on all buses), online comment form, and customer service staff - Riders have various means of communicating needs or issues to Transit Division staff. Consultation with bus operators, Transit Service Representatives, and customer service staff - Transit managers gain information on passenger needs via regular

Code Reference	Operator Compliance Requirements	Compliance Finding	Verification Information
			consultation with colleagues who interact with passengers daily. Regular participation in committee and advisory group meetings – Meetings include the SCTA Transit-Paratransit Coordinating Committee (TPCC), SCTA Transit TAC (T-TAC), Paratransit Users Group (PUG), and Sonoma Access consortium. Travel training - Travel training sessions offered at senior housing facilities, schools, community-based organizations, and human services organizations often provide an opportunity for participants to give feedback on services and provide information on their needs. Participation in community events and meetings - Transit Division staff participate in a wide variety of community events and meetings to meet with and discuss the needs of current and potential future riders.

V. STATUS OF PRIOR AUDIT RECOMMENDATIONS

Santa Rosa's prior performance audit was completed in June 2024. Generally, MTC has used the audit recommendations as the basis for developing the Productivity Improvement Program (PIP) projects the operator is required to complete. MTC tracks PIP project implementation as part of its annual review of the operator's TDA-STA claim application. This section provides an assessment of actions taken by TDA-STA recipients toward implementing the recommendations advanced in the prior audit. This assessment provides continuity between the current and prior audits, which allows MTC to fulfill its obligations where the recommendations were advanced as PIP projects.

This review addresses Santa Rosa's responses to the recommendations made in the prior performance audit, and whether Santa Rosa made reasonable progress toward their implementation. There was one recommendation made in Santa Rosa's prior audit. A summary of the recommendation and the actions taken by Santa Rosa in response is presented in Exhibit 7. A determination of the status of the recommendation is also provided, using one of the following four evaluation categories:

- Implemented – appropriate actions have been taken, and the issue has been sufficiently addressed.
- Implementation in Progress – actions have been taken to address the issue, but the recommendation remains open until further actions are completed.
- Not Implemented – no actions have been taken to address the issue, and the recommendation remains open.
- Closed – no actions have been taken to address the issue, but changes in circumstances have impacted the need to implement the recommendation.

As described in Exhibit 7, Santa Rosa identified and implemented steps and procedures to improve mechanical failure rates according to this recommendation. It is,

therefore, concluded that the City has made adequate progress in implementing this recommendation from the prior audit.

Exhibit 7: Status of Prior Audit Recommendations

Recommendation	Actions Taken	Evaluation
1. Investigate reasons, develop and implement steps to reduce mechanical failures on the bus service.	There were many reasons for declining mechanical failure rate for bus service during the last audit period: almost complete turnover of the City's bus maintenance staff during COVID-19 pandemic. significant operability issues with Proterra buses due to failing battery strings and delays in receiving replacement parts; and Proterra filed for bankruptcy in August 2023. A large portion of the City's spare bus fleet was non-operable thereby requiring use of older buses in daily service. The City took several steps to improve the mechanical reliability of the bus fleet during this audit period. These steps include the following: Stabilized bus maintenance staffing and continued to train new bus maintenance mechanics. Ordered new buses and worked with a different manufacturer to accelerate procurement of new buses. Temporarily augmented the fleet with leased buses and retired the oldest buses. Thereby, significantly improved the functioning spare	Implemented

Recommendation	Actions Taken	Evaluation
	buses available to perform PM inspections on time. Identified mechanical failure data recording and reporting inaccuracies in FYs 2023 and 2024. The mechanical failure rates continued to decline in the first two years of this audit period. The failure rates improved in the last year of the audit. The City staff indicated that mechanical failure rates are continuing to decline beyond this audit period. The City staff have identified and implemented steps to improve mechanical failure rates according to this recommendation. It is, therefore, concluded that the City has made adequate progress in implementing this recommendation from the prior audit.	

VI. FUNCTIONAL PERFORMANCE INDICATOR TRENDS

To further assess Santa Rosa's performance over the past three years, a detailed set of functional area performance indicators was defined. This assessment consists of a three-year trend analysis of the functions in each of the following areas:

- Management, Administration and Marketing
- Service Planning
- Operations
- Maintenance
- Safety

The indicators selected for this analysis were primarily those that were tracked regularly by Santa Rosa or for which input data were maintained by Santa Rosa on an on-going basis, such as performance reports, contractor reports, annual financial reports, and NTD reports. As such, there may be some overlap with the TDA indicators examined earlier in the audit process, but most indicators will be different. Some indicators were selected from the California Department of Transportation's Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities as being appropriate for this evaluation. The input statistics for the indicators, along with their sources, are contained in Appendix A at the end of this report.

The trends in performance are presented over the three-year audit period to give an indication of which direction performance is moving for these indicators. The remainder of this section presents the findings from this review. The discussion presents the highlights of performance by mode (Systemwide, Bus Service and Paratransit), each followed by an exhibit illustrating the indicators by function as applicable.

Systemwide (All Modes)

For the purposes of this review, Santa Rosa's functional indicators relating to Management, Administration and Marketing have been included on a systemwide basis. Systemwide audit period performance is discussed below and presented in Exhibit 8.

- Administrative costs per total operating cost decreased from 22.8 percent in FY2023 to 20.6 percent in FY 2025.
- Administrative costs per service hour decreased slightly from FY 2023 to FY 2024 but increased in FY 2025. Overall, the decrease/increase variation was about 6.0 percent.
- The portion of administrative costs attributed to marketing activities decreased from 1.8 percent in FY2023 1.0 percent by FY2025.
- In terms of unlinked passenger trips, marketing costs also decreased from FY 2023 to FY 2025.
- The systemwide farebox recovery ratio remained stable at 8.3 percent over the three-year audit period.

* * * * *

The following is a brief summary of the systemwide functional trend highlights between FY2023 and FY2025:

- Administrative costs per total operating cost decreased from 22.8 percent in FY2023 to 20.6 percent in FY 2025.
- The portion of administrative costs attributed to marketing activities decreased from 1.8 percent in FY2023 to 1.0 percent by FY2025.
- The systemwide farebox recovery ratio remained stable at 8.3 percent over the three-year audit period.

Exhibit 8: Functional Performance Trends – Systemwide (All Modes)

FUNCTION/Indicator	Actual Performance		
	FY2023	FY2024	FY2025
MANAGEMENT, ADMINISTRATION & MARKETING			
Administrative Cost/Total Operating Cost	22.8%	21.2%	20.6%
Annual Percent Change	- -	*-7.4%*	*-2.7%*
Three Year Percent Change	- -	- -	*-9.9%*
Administrative Cost/Vehicle Service Hour	$36.99	$34.79	$36.85
Annual Percent Change	- -	*-6.0%*	*5.9%*
Three Year Percent Change	- -	- -	*-0.4%*
Marketing Cost/Total Administrative Cost	1.8%	1.1%	1.0%
Annual Percent Change	- -	*-40.6%*	*-6.2%*
Three Year Percent Change	- -	- -	*-44.3%*
Marketing Cost/Unlinked Passenger Trip	$0.04	$0.02	$0.02
Annual Percent Change	- -	*-45.9%*	*-3.9%*
Three Year Percent Change	- -	- -	*-48.1%*
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	8.3%	8.3%	8.3%
Annual Percent Change	- -	*0.1%*	*0.1%*
Three Year Percent Change	- -	- -	*0.1%*

Bus Service

Santa Rosa's bus service functional area trends represent areas of cost efficiency, safety, productivity, and service reliability. Audit period performance is discussed below and presented in Exhibit 9.

- Service Planning
  - The total operating cost per passenger mile decreased from $4.02 to 2.67, a 33.7 percent decrease, from FY2023 to FY2024. It decreased further in FY2025 to $2.57.
  - Bus service farebox recovery ratio increased from 8.71 percent to 9.0 percent over the audit period.
  - At the same time, the TDA recovery ratio, reflecting farebox revenue plus local support less operating cost exclusions, increased from FY2023 to FY2024 but decreased in FY2025.
  - On average about 96 percent of vehicle miles and 97 percent of vehicle hours traveled were in service in all three years.
  - Passengers per vehicle service mile and vehicle service hour both increased steadily, by 13.9 and 10.1 percent, respectively, during the audit period.
- Operations
  - Vehicle operations costs decreased slightly from 63.4 percent of total operating costs in FY2023 to 61.9 percent by FY2025.
  - Vehicle operations costs per service hour increased by 8.3 percent during the audit period, from $110.28 to 119.43.
  - On-time performance declined from 82.0 percent in FY2023 to 70.0 percent by FY2025.
  - The rate of complaints increased in the second year of the audit but declined in the next year, from 1.47 to 1.62 to 1.19, per 100,000 passenger boardings, respectively.

- The incidence of missed trips remained very low throughout the period, despite some increase in the last year to 0.3 percent.

- Maintenance

  - Total maintenance costs per total operating costs increased from 14.5 percent to 18.2 over the audit period.

  - Vehicle maintenance costs per service mile also increased from $2.04 to $2.83, 38.9 percent increase over three years.

  - The vehicle spare ratio was 34.5 percent in the first year but was 38.7 percent in the next two years.

  - The mean distance between major failures increased by 38.5 percent. At the same time, the mean distance between all failures also increased by 39.0 percent.

- Safety

  - The rate of preventable accidents was minimal during the audit period. There were no preventable accidents in FY2023. There was one preventable accident in each FY2024 and FY2025.

* * * * *

The following is a brief summary of the bus service functional trend highlights between FY2023 and FY2025:

- Service Planning results showed an overall 36.1 percent decrease in the cost per passenger mile; farebox recovery up slightly from 8.71 percent to 9.0 percent; TDA recovery ratio down slightly from 20.0 percent to 18.95 percent; on an average 96 percent of vehicle miles and 97 percent of vehicle hours were operated in service; and passengers per vehicle service mile and hour both increased by 13.9 and 10.1 percent respectively during the audit period.

- Operations results showed a slight decrease in vehicle operations costs as a portion of total operating costs; 8.3 percent increase in vehicle operations costs per hour; on-time performance declined steadily from 82.0 percent to 70.0

percent; and very few missed trips. The rate of complaints per 100,000 passenger trips declined from 1.47 to 1.19 or by 18.9 percent.

- Maintenance results showed total maintenance costs increased from 14.5 to 18.2 percent of total operating costs; with vehicle maintenance costs per service mile increased by 38.9 percent. The vehicle spare ratio was 34.5 percent in FY2023 and increased to 38.7 percent both FY2024 and FY2025. The mean distance between major mechanical failures improved by 38.5 percent and the mean distance between all failures improved by 39.0 percent.

- Safety results showed that there were no preventable accidents in FY2023 and one preventable accident each in FY2024 and FY2025.

Exhibit 9: Functional Performance Trends – Bus Service

FUNCTION/Indicator	Actual Performance		
	FY2023	FY2024	FY2025
SERVICE PLANNING			
Total Operating Cost/Passenger Mile	$4.02	$2.67	$2.57
Annual Percent Change	- -	*-33.7%*	*-3.6%*
Three Year Percent Change	- -	- -	*-36.1%*
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	8.7%	8.7%	9.0%
Annual Percent Change	- -	*0.3%*	*3.0%*
Three Year Percent Change	- -	- -	*3.3%*
TDA Recovery Ratio (a)	20.0%	22.0%	18.9%
Annual Percent Change	- -	*9.8%*	*-13.7%*
Three Year Percent Change	- -	- -	*-5.3%*
Vehicle Service Miles/Total Miles	96.2%	96.2%	95.4%
Annual Percent Change	- -	*0.0%*	*-0.8%*
Three Year Percent Change	- -	- -	*-0.8%*
Vehicle Service Hours/Total Hours	96.2%	96.7%	96.7%
Annual Percent Change	- -	*0.6%*	*0.0%*
Three Year Percent Change	- -	- -	*0.6%*
Passengers/Vehicle Service Mile	1.7	1.7	1.9
Annual Percent Change	- -	*5.3%*	*8.2%*
Three Year Percent Change	- -	- -	*13.9%*
Passengers/Vehicle Service Hour	18.5	19.3	20.4
Annual Percent Change	- -	*4.3%*	*5.5%*
Three Year Percent Change	- -	- -	*10.1%*
OPERATIONS			
Vehicle Operations Cost/Total Operating Cost	63.4%	62.6%	61.9%
Annual Percent Change	- -	*-1.3%*	*-1.1%*
Three Year Percent Change	- -	- -	*-2.4%*
Vehicle Operations Cost/Vehicle Service Hour	$110.28	$111.38	$119.43
Annual Percent Change	- -	*1.0%*	*7.2%*
Three Year Percent Change	- -	- -	*8.3%*
Trips On-Time/Total Trips	82.0%	76.0%	70.0%
Annual Percent Change	- -	*-7.3%*	*-7.9%*
Three Year Percent Change	- -	- -	*-14.6%*
Complaints/100,000 Unlinked Passenger Trip	1.47	1.62	1.19
Annual Percent Change	- -	*10.0%*	*-26.3%*
Three Year Percent Change	- -	- -	*-18.9%*
Missed Trips/Total Trips	0.2%	0.3%	0.3%
Annual Percent Change	- -	*76.7%*	*-18.1%*
Three Year Percent Change	- -	- -	*44.7%*

FUNCTION/Indicator	Actual Performance		
	FY2023	FY2024	FY2025
MAINTENANCE			
Vehicle + Non-Veh. Maint. Cost/Total Operating Cost	14.5%	17.1%	18.2%
Annual Percent Change	- -	*18.4%*	*6.2%*
Three Year Percent Change	- -	- -	*25.7%*
Vehicle Maintenance Cost/Vehicle Service Mile	$2.04	$2.46	$2.83
Annual Percent Change	- -	*20.8%*	*15.1%*
Three Year Percent Change	- -	- -	*38.9%*
Spare Vehicles/Total Vehicles	34.5%	38.7%	38.7%
Annual Percent Change	- -	*12.3%*	*0.0%*
Three Year Percent Change	- -	- -	*12.3%*
Mean Distance between Major Failures (Miles)	13,792	13,074	19,100
Annual Percent Change	- -	*-5.2%*	*46.1%*
Three Year Percent Change	- -	- -	*38.5%*
Mean Distance between All Failures (Miles)	10,996	10,623	15,280
Annual Percent Change	- -	*-3.4%*	*43.8%*
Three Year Percent Change	- -	- -	*39.0%*
SAFETY			
Preventable Accidents/100,000 Vehicle Miles	0.00	0.12	0.12
Annual Percent Change	- -	- -	*1.1%*
Three Year Percent Change	- -	- -	- -

Paratransit

Santa Rosa's paratransit functional area trends represent mostly similar areas to the bus service. Audit period performance is discussed below and presented in Exhibit 10.

- Service Planning
  - Operating costs per passenger mile increased overall by 52.6 percent, from $11.14 in the first year to $17.00 by FY2025.
  - The paratransit farebox recovery ratio declined 23.2 percent through the audit period. TDA recovery ratio also declined by 8.8 percent.
  - About 91 percent of all vehicle miles traveled were in service during the audit period.
  - About 92 percent of all vehicle hours were in service.
  - Passengers per vehicle service mile and passengers per vehicle service hour were stable during the audit period.
- Operations
  - Vehicle operations costs ranged from 55 to 57 percent of total operating costs during the three years.
  - Vehicle operations costs per service hour increased by 22.8 percent, from $56.65 in the first year to $69.55 in the last year.
  - Schedule adherence was stable and over 99 percent in each of the three years.
  - The incidence of complaints per 10,000 unlinked passenger trips decreased from 2.7 to 1.4 and then increased to 2.0 in the last year.
  - There were no missed trips during this audit.
  - There were no ADA trip denials reported.
  - The rate of trip cancellations decreased in each year, from 25.3 percent in FY2023 to 21.8 percent in FY2025.

- There were no late trip cancellations during this audit period.

- Passenger no-show rate increased in the first two years, from 6.5 to 6.9 percent, but declined back to 6.5 percent in the last year of the audit.

- Maintenance

  - Total maintenance costs compared to total operating costs increased in each year, from 16.1 percent in FY2023 to 18.1 percent in FY2025.

  - Vehicle maintenance costs per service mile also increased by 39.9 percent, from $1.24 to $1.74.

  - The paratransit vehicle spare ratio increased from 9.1 percent in FY2023 to 16.7 percent in FY2024 and then declined to 8.3 percent in FY2025.

  - The mean distance between major failures improved considerably, by 94.1 percent, over the audit period. The mean distance between all failures also improved by 21.3 percent.

- Safety

  - The rate of preventable accidents per 100,000 vehicle miles improved from 2.90 to 1.91. There were five accidents in each of the first two years and four accidents in the last year of the audit

* * * * *

The following is a brief summary of the paratransit functional trend highlights between FY2023 and FY2025:

- Service Planning results showed an overall 52.6 percent increase in the cost per passenger mile; farebox recovery range between four to five percent and TDA recovery between 11 to 12 percent. About 91 to 93 percent of the vehicle miles and vehicle hours were operated in service. Passengers per vehicle service hours were stable during this audit.

- Operations results showed vehicle operations costs as a percentage of total operating costs increased 4.4 percent and vehicle operations cost per service hour increased 22.8 percent. Schedule adherence remained over 99 percent in

each of the three years. The rate of complaints decreased 25.2 percent. There were no missed trips. There were no ADA trip denials during the audit period. The rate of trip cancellations declined 13.8 percent. There were no late trip cancellations. Passenger no-shows rate increased slightly in the first two years but declined in the last year.

- Maintenance results showed total maintenance costs compared to total operating costs increased 12.7 percent. Vehicle maintenance costs per service mile increased by 39.9 percent. The spare ratio increased in the first two years but declined in the last year. The mean distance between major mechanical failures improved significantly, 94.1 percent. The mean distance between all failures also improved by 21.3 percent.

- Safety results showed improvement in preventable accidents per 100,000 vehicle miles from 2.90 to 1.91.

Exhibit 10: Functional Performance Trends – Paratransit

FUNCTION/Indicator	Actual Performance		
	FY2023	FY2024	FY2025
SERVICE PLANNING			
Total Operating Cost/Passenger Mile	$11.14	$12.78	$17.00
Annual Percent Change	- -	*14.7%*	*33.0%*
Three Year Percent Change	- -	- -	*52.6%*
Farebox Recovery Ratio (Farebox Rev./Oper. Cost)	5.0%	5.0%	3.9%
Annual Percent Change	- -	*-1.6%*	*-21.9%*
Three Year Percent Change	- -	- -	*-23.2%*
TDA Recovery Ratio (a)	11.8%	11.1%	10.7%
Annual Percent Change	- -	*-6.1%*	*-2.9%*
Three Year Percent Change	- -	- -	*-8.8%*
Vehicle Service Miles/Total Miles	91.3%	91.1%	91.8%
Annual Percent Change	- -	*-0.3%*	*0.8%*
Three Year Percent Change	- -	- -	*0.5%*
Vehicle Service Hours/Total Hours	91.9%	92.0%	92.6%
Annual Percent Change	- -	*0.2%*	*0.6%*
Three Year Percent Change	- -	- -	*0.8%*
Passengers/Vehicle Service Mile	0.2	0.2	0.2
Annual Percent Change	- -	*-1.4%*	*-4.8%*
Three Year Percent Change	- -	- -	*-6.1%*
Passengers/Vehicle Service Hour	1.8	1.8	1.7
Annual Percent Change	- -	*-1.8%*	*-6.8%*
Three Year Percent Change	- -	- -	*-8.5%*
OPERATIONS			
Vehicle Operations Cost/Total Operating Cost	54.7%	55.3%	57.1%
Annual Percent Change	- -	*1.0%*	*3.3%*
Three Year Percent Change	- -	- -	*4.4%*
Vehicle Operations Cost/Vehicle Service Hour	$56.65	$56.57	$69.55
Annual Percent Change	- -	*-0.1%*	*23.0%*
Three Year Percent Change	- -	- -	*22.8%*
Trips On-Time/Total Trips	99.9%	99.3%	99.4%
Annual Percent Change	- -	*-0.6%*	*0.1%*
Three Year Percent Change	- -	- -	*-0.4%*
Complaints/10,000 Unlinked Passenger Trips	2.7	1.4	2.0
Annual Percent Change	- -	*-47.9%*	*43.8%*
Three Year Percent Change	- -	- -	*-25.2%*
Missed Trips/Total Trips	0.0	0.0	0.0
Annual Percent Change	- -	- -	- -
Three Year Percent Change	- -	- -	- -

FUNCTION/Indicator	Actual Performance		
	FY2023	FY2024	FY2025
OPERATIONS , *continued*			
ADA Trip Denials/Total ADA Trips	0.0%	0.0%	0.0%
Annual Percent Change	- -	- -	- -
Three Year Percent Change	- -	- -	- -
Trip Cancellations/Total Trips	25.3%	24.1%	21.8%
Annual Percent Change	- -	*-4.8%*	*-9.4%*
Three Year Percent Change	- -	- -	*-13.8%*
Late Trip Cancellations/Total Trips	0.0%	*0.0%*	*0.0%*
Annual Percent Change	- -	- -	- -
Three Year Percent Change	- -	- -	- -
No-Shows/Total Trips	6.5%	6.9%	6.5%
Annual Percent Change	- -	*6.6%*	*-5.9%*
Three Year Percent Change	- -	- -	*0.3%*
MAINTENANCE			
Vehicle + Non-Veh. Maint. Cost/Total Operating Cost	16.1%	16.3%	18.1%
Annual Percent Change	- -	*1.1%*	*11.5%*
Three Year Percent Change	- -	- -	*12.7%*
Vehicle Maintenance Cost/Vehicle Service Mile	$1.24	$1.25	$1.74
Annual Percent Change	- -	*0.3%*	*39.5%*
Three Year Percent Change	- -	- -	*39.9%*
Spare Vehicles/Total Vehicles	9.1%	16.7%	8.3%
Annual Percent Change	- -	*83.3%*	*-50.0%*
Three Year Percent Change	- -	- -	*-8.3%*
Mean Dist. betw. Major Failures (Miles)	21,535	38,453	41,803
Annual Percent Change	- -	*78.6%*	*8.7%*
Three Year Percent Change	- -	- -	*94.1%*
Mean Dist. betw. All Failures (Miles)	21,535	32,045	26,127
Annual Percent Change	- -	*48.8%*	*-18.5%*
Three Year Percent Change	- -	- -	*21.3%*
SAFETY			
Preventable Accidents/100,000 Vehicle Miles	2.90	2.60	1.91
Annual Percent Change	- -	*-10.4%*	*-26.4%*
Three Year Percent Change	- -	- -	*-34.1%*

VII. CONCLUSIONS AND RECOMMENDATIONS

The preceding sections presented a review of Santa Rosa's transit service performance during the three-year period of FY2023 through FY2025 (July 1, 2022 through June 30, 2025). They focused on TDA compliance issues including trends in TDA-mandated performance indicators and compliance with selected sections of the state Public Utilities Code (PUC). They also provided the findings from an overview of Santa Rosa's data collection activities to support the TDA indicators, actions taken to implement recommendations from the prior performance audit, and a review of selected key functional performance results.

Conclusions

The key findings and conclusions from the individual sections of this performance audit are summarized below:

Data Collection – Santa Rosa is in compliance with the data collection and reporting requirements for the TDA statistics. In addition, the statistics collected over the six-year review period appear to be consistent with the TDA definitions and indicate general consistency in terms of the direction and magnitude of the year-to-year changes across the statistics.

TDA Performance Trends – Santa Rosa's performance trends for the five TDA-mandated indicators were analyzed by mode. A six-year analysis period was used for all the indicators. In addition, component operating costs were analyzed.

- Bus Service TDA Performance Indicators – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2020 through FY2025:

- There was an average annual increase in the operating cost per hour of 4.9 percent, 1.0 percent in inflation adjusted dollars. Increase in inflation adjusted dollars was well below the average annual inflation rate of 3.8 percent.

- The cost per passenger increased on average by 5.7 percent per year, which amounted to an average annual increase of 1.9 percent in constant FY2020 dollars.

- Passenger productivity declined per vehicle service hour, 0.8 percent. It increased per vehicle service miles, 0.2 percent.

- Employee productivity measured as hours per FTE remained relatively stable, increasing 0.3 percent per year.

- Bus Service Component Costs – The following is a summary of the component operating costs trend highlights for the bus service between FY2020 and FY2025:

  - Labor costs increased by 5.7 percent annually, and were the largest portion of the total costs, 36.4 percent in FY2025.

  - Fringe benefit costs increased 5.3 percent annually. These costs were the second highest cost component, 28.4 percent in FY2025.

  - Services costs increased annually by 6.5 percent. Services costs were the third largest component of total costs, 20.0 percent in FY2025.

  - The remaining four cost categories, purchased transportation, materials/supplies, casualty/liability, and other expenses, all showed annual increases, but combined comprised about 10 to 15 percent of total operating costs each year.

- Paratransit TDA Performance Indicators – The following is a brief summary of the TDA performance trend highlights over the six-year period of FY2020 through FY2025:

  - Cost efficiency declined, with an average annual increase in the operating cost per hour of 5.7 percent. In constant FY2020 dollars, this reflected an increase of 1.8 percent, below the inflation rate of 3.8 percent per year.

- Cost effectiveness exhibited a similar trend with the cost per passenger increasing an average of 9.5 percent per year. In constant FY2020 dollars, cost per passenger increased 5.4 percent per year.

- Passenger productivity declined over the analysis period, with passengers per vehicle service hour and vehicle service mile declining at an average annual rate of 3.4 percent and 2.3 percent, respectively.

- Paratransit Component Costs – The following is a summary of the component operating costs trend highlights for paratransit between FY2020 and FY2025:

  - Purchased transportation costs were the largest category of operating costs, averaging more than 80 percent of total cost throughout the analysis period. In FY2025, purchased transportation costs were 89.8 percent of total costs.

  - Purchased transportation costs increased 11.3 percent per year over six years.

  - In-house labor and fringe benefit costs only comprised 4.4 percent of total costs in FY2025.

  - Services costs decreased by 35.2 percent per year. Most of the decrease was in the last year of the review period, FY2025.

  - Materials/supplies costs increased by 8.5 percent per year. Materials/supplies comprised 5.2 percent of total costs in FY2025.

Compliance with Statutory Requirements – Santa Rosa is in compliance with the sections of the state PUC that were reviewed as part of this performance audit. These sections included requirements concerning CHP terminal safety inspections, labor contracts, reduced fares, Welfare-to-Work, revenue sharing, and evaluating passenger needs.

Status of Prior Audit Recommendations – There was one recommendation made in the prior performance audit. The City identified and implemented steps and procedures to improve mechanical failure rates according to this recommendation. The

City has made adequate progress in implementing this recommendation from the prior audit. This recommendation is closed.

Functional Performance Indicator Trends – To further assess Santa Rosa's performance over the past three years, a detailed set of systemwide and modal functional area performance indicators was defined and reviewed.

- Systemwide (All Modes) – The following is a brief summary of the systemwide functional trend highlights between FY2023 and FY2025:
  - Administrative costs per total operating cost decreased from 22.8 percent in FY2023 to 20.6 percent in FY 2025.
  - The portion of administrative costs attributed to marketing activities decreased from 1.8 percent in FY2023 to 1.0 percent by FY2025.
  - The systemwide farebox recovery ratio remained stable at 8.3 percent over the three-year audit period.
- Bus Service – The following is a brief summary of the bus service functional trend highlights between FY2023 and FY2025:
  - Service Planning results showed an overall 36.1 percent decrease in the cost per passenger mile; farebox recovery up slightly from 8.71 percent to 9.0 percent; TDA recovery ratio down slightly from 20.0 percent to 18.95 percent; on an average 96 percent of vehicle miles and 97 percent of vehicle hours were operated in service; and passengers per vehicle service mile and hour both increased by 13.9 and 10.1 percent respectively during the audit period.
  - Operations results showed a slight decrease in vehicle operations costs as a portion of total operating costs; 8.3 percent increase in vehicle operations costs per hour; on-time performance declined steadily from 82.0 percent to 70.0 percent; and very few missed trips. The rate of complaints per 100,000 passenger trips declined from 1.47 to 1.19 or by 18.9 percent.
  - Maintenance results showed total maintenance costs increased from 14.5 to 18.2 percent of total operating costs; with vehicle maintenance costs per service mile increased by 38.9 percent. The vehicle spare ratio was 34.5

percent in FY2023 and increased to 38.7 percent both FY2024 and FY2025. The mean distance between major mechanical failures improved by 38.5 percent and the mean distance between all failures improved by 39.0 percent.

- Safety results showed the there were no preventable accidents in FY2023 and one preventable accident each in FY2024 and FY2025.

- Paratransit – The following is a summary of the paratransit functional trend highlights between FY2023 and FY2025:

  - Service Planning results showed an overall 52.6 percent increase in the cost per passenger mile; farebox recovery range between four to five percent and TDA recovery between 11 to 12 percent. About 91 to 93 percent of the vehicle miles and vehicle hours were operated in service. Passengers per vehicle service hours were stable during this audit.

  - Operations results showed vehicle operations costs as a percent of total operating costs increased 4.4 percent and vehicle operations cost per service hour increased 22.8 percent. Schedule adherence remained over 99 percent in each of the three years. The rate of complaints decreased 25.2 percent. There were no missed trips. There were no ADA trip denials during the audit period. The rate of trip cancellations declined 13.8 percent. There were no late trip cancellations. Passenger no-shows rate increased slightly in the first two years but declined in the last year.

  - Maintenance results showed total maintenance costs compared to total operating costs increased 12.7 percent. Vehicle maintenance costs per service mile increased by 39.9 percent. The spare ratio increased in the first two years but declined in the last year. The mean distance between major mechanical failures improved significantly, 94.1 percent. The mean distance between all failures also improved by 21.3 percent.

  - Safety results showed improvement in preventable accidents per 100,000 vehicle miles from 2.90 to 1.91.

Recommendations

1. DEVELOP AND IMPLEMENT STRATEGIES TO IMPROVE ON TIME PERFORMANCE OF THE BUS SERVICE.
   [Reference Section: VI. Functional Performance Indicator Trends]

On-time performance results reported for bus service during the audit period showed a steady decline from 82.0 percent in FY2023 down to 70.0 percent, a decline of 14.6 percent, by FY2025. It is recognized that the lower level of performance may be due to worsening traffic conditions and/or due to environmental/weather conditions such as forest fires. The City has indicated in the past that maintaining and improving schedule reliability is a high priority, as it directly impacts the rider experience.

These efforts could include monitoring activities to identify the causes of service delays, and plans for addressing the circumstances found that are hindering on-time operations, such as adjustments to scheduled travel times when possible.

During discussion of this recommendation the City acknowledged the need to improve the on-time performance of the City Bus system. The City is taking steps, including the following:

- Adjusting scheduled travel times to reflect current traffic conditions,
- Adding cycle times and interlining bus routes to provide additional recovery times,
- Reviewing signal timing, bus stop configuration and locations, and
- Identifying opportunities to deploy transit priority measures in key corridors.

The City is encouraged to continue the efforts to develop these strategies and implement this recommendation.

APPENDIX A:
INPUT STATISTICS FOR
FUNCTIONAL PERFORMANCE MEASURES

Functional Performance Inputs - Systemwide (All Modes)

Data Item	FY2023	FY2024	FY2025	Source
Total Operating Costs	$13,652,079	$14,769,193	$16,501,407	NTD F-40
Administrative Costs	$3,119,435	$3,124,866	$3,396,410	NTD F-40
Vehicle Service Hours	84,336	89,830	92,170	NTD S-10
Marketing Costs	$55,756	$33,154	$33,796	OneSol obj 5326,5354 & all Key 120206
Unlinked Passenger Trips	1,319,746	1,451,786	1,540,477	NTD S-10
Farebox Revenue (All Modes)	$1,134,645	$1,228,177	$1,373,000	NTD F-10

Functional Performance Inputs – Bus Service

Data Item	FY2023	FY2024	FY2025	Source
Vehicle Service Miles	782469	817215	801916	NTD S-10
Total Vehicle Miles	813,720	849,838	840,413	NTD S-10
Vehicle Service Hours	69,984	73,782	74,207	NTD S-10
Total Vehicle Hours	72,780	76,277	76,709	NTD S-10
Unlinked Passenger Trips	1,293,731	1,423,226	1,510,681	NTD S-10
Farebox Revenue	$1,059,753	$1,146,754	$1,288,310	NTD F-10
Total Operating Costs	$12,167,056	$13,128,044	$14,315,273	NTD F-30
Passenger Miles	3,023,050	4,921,497	5,567,162	NTD S-10
Vehicle Operations Costs	$7,718,129	$8,218,126	$8,862,235	NTD F-30
Local Support *(a)*	$1,080,559	$1,392,146	$1,120,799	NTD F-10 (#4150, 4310, 4322) minus DR entries
TDA Oper. Cost Exclusions - PUC 99247 *(b)*	$1,465,811	$1,562,251	$1,600,314	NTD F-40 (#5260)
TDA Oper. Cost Exclusions - PUC 99268.17 *(c)*	$0	$0	$0	
Trips On-Time	69225	70080	64494	FY23: Avail CAD/AVL; FY24 &FY25: GMV Syncromatic s CAD/AVL
Total Trips (Scheduled)	84,421	92,210	92,134	Remix Scheduling Software
Complaints	19.00	23.00	18.00	from Accela
Missed Trips	157	303	248	Daily Operational Reports
Vehicle Maintenance Costs	$1,594,640	$2,011,085	$2,270,459	NTD F-30
Non-Vehicle/Facility Maintenance Costs	$167,957	$240,355	$336,585	NTD F-30
Spare Vehicles (Total less Maximum Service)	10	12	12	NTD S-10

Data Item	FY2023	FY2024	FY2025	Source
Total Vehicles	29	31	31	NTD S-10
Revenue Vehicle Mechanical System Failures - Total	74	80	55	NTD R-20
Revenue Vehicle Mechanical System Failures - Major	59	65	44	NTD R-20
Preventable Accidents (Chargeable Collisions)	0	1	1	Accident logs/NTD definition

(a) Local Support includes the following (USOA revenue class in parentheses):

- *Auxiliary transportation revenue (406)*
- *Taxes directly levied (408)*
- *Local cash grants and reimbursements (409)*
- *Local special fare assistance (410)*
- *Subsidy from other sectors of operation (440)*
- *Data for FY2017 is estimated*

(b) Operating expense object classes exclusive of the following pursuant to PUC Section 99247:

- *depreciation and amortization expenses*
- *subsidies for commuter rail services operated on railroad lines under the jurisdiction of the Federal Railroad Administration*
- *costs for providing charter services*
- *vehicle lease costs*
- *principal and interest payments on capital projects funded with certificates of participation*

(c) Operating expense object class exclusions pursuant to PUC Section 99268.17:

- *additional operating costs for federally required ADA paratransit service that exceed prior year costs (CPI adjusted)*
- *cost increases beyond the CPI change for: fuel; alternative fuel programs; power (including electricity); insurance premiums/liability claims payouts; state and federal mandates*
- *start-up costs for new services (not more than two years)*

Functional Performance Inputs – Paratransit

Data Item	FY2023	FY2024	FY2025	Source
Vehicle Service Miles	157,273	175,077	191,820	NTD S-10
Total Vehicle Miles	172,280	192,267	209,015	NTD S-10
Vehicle Service Hours	14,352	16,048	17,963	NTD S-10
Total Vehicle Hours	15,625	17,440	19,404	NTD S-10
Unlinked Passenger Trips	26,015	28,560	29,796	NTD S-10
Farebox Revenue	$74,892	$81,423	$84,690	NTD F-10
Total Operating Costs	$1,485,023	$1,641,149	$2,186,134	NTD F-30
Passenger Miles	133,272	128,380	128,590	NTD S-10
Vehicle Operations Costs	$813,001	$907,763	$1,249,293	NTD F-30
Local Support *(a)*	$100,000	$100,000	$150,000	NTD F-10 (#4322) Share of MM or GoSo Or Funding Key or OneSol sr2001 for 1652-4143
TDA Oper. Cost Exclusions - PUC 99247 *(b)*	$0	$0	$0	
TDA Oper. Cost Exclusions - PUC 99268.17 *(c)*	$0	$0	$0	
Trips On-Time (within 30 minute window)	25,978	28,358	29,626	
Total Trips	26,015	28,560	29,796	NTD S-10
Complaints	7	4	6	Paratransit Year-End Report
Missed Trips	0	0	0	Paratransit Year-End Report
Total ADA Trips	26,015	28,560	29,796	NTD S-10
ADA Trip Denials	0	0	1	Paratransit Year-End Report
Trip Cancellations	6,581	6,877	6,501	Paratransit Year-End Report
Late Trip Cancellations	0	0	0	Paratransit Year-End Report
No Shows	1,684	1,971	1,935	Paratransit Year-End Report

Data Item	FY2023	FY2024	FY2025	Source
Vehicle Maintenance Costs	$195,603	$218,430	$333,829	NTD F-30
Non-Vehicle/Facility Maintenance Costs	$43,314	$48,568	$62,596	NTD F-30
Spare Vehicles (Total less Maximum Service)	1	2	1	NTD S-10
Total Vehicles	11	12	12	NTD S-10
Revenue Vehicle Mechanical System Failures - Total	8	6	8	NTD R-20
Revenue Vehicle Mechanical System Failures - Major	8	5	5	NTD R-20
Preventable (Chargeable) Accidents	5	5	4	Paratransit Year-End Report

(a) Local Support includes the following (USOA revenue class in parentheses):

- *Auxiliary transportation revenue (406)*
- *Taxes directly levied (408)*
- *Local cash grants and reimbursements (409)*
- *Local special fare assistance (410)*
- *Subsidy from other sectors of operation (440)*
- *Data for FY2017 is estimated*

(b) Operating expense object classes exclusive of the following pursuant to PUC Section 99247:

- *depreciation and amortization expenses*
- *subsidies for commuter rail services operated on railroad lines under the jurisdiction of the Federal Railroad Administration*
- *costs for providing charter services*
- *vehicle lease costs*
- *principal and interest payments on capital projects funded with certificates of participation*

(c) Operating expense object class exclusions pursuant to PUC Section 99268.17:

- *additional operating costs for federally required ADA paratransit service that exceed prior year costs (CPI adjusted)*
- *cost increases beyond the CPI change for: fuel; alternative fuel programs; power (including electricity); insurance premiums/liability claims payouts; state and federal mandates*
- *start-up costs for new services (not more than two years)*