



Solano Transportation Authority

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Members:

- Benicia
- Dixon
- Fairfield
- Rio Vista
- Solano County
- Suisun City
- Vacaville
- Vallejo

## TRANSIT CONSOLIDATION STEERING COMMITTEE

**11:00 a.m. – 2:00 p.m.**  
**Wednesday, October 24, 2007**  
**(Lunch will be provided.)**

**Suisun City Hall**  
**701 Civic Center Blvd.**  
**Suisun City, CA 94585**

### MEETING AGENDA

**I. INTRODUCTIONS/APPROVAL OF AGENDA**  
(11:00 – 11:05 a.m.)

Chair Woodruff

**II. OPPORTUNITY FOR PUBLIC COMMENTS**  
(11:05 – 11:10 a.m.)

Pursuant to the Brown Act, public agencies must provide the public with an opportunity to speak on any matter within the subject matter jurisdiction of the agency and which is not on the agency's agenda for that meeting. Comments are limited to no more than 3 minutes per speaker. Gov't Code §54954.3(a). By law, no action may be taken on any item raised during the public comment period although informational answers to questions may be given and matters may be referred to staff for placement on a future agenda of the agency.

This agenda is available upon request in alternative formats to persons with a disability, as required by the Americans with Disabilities Act of 1990 (42 U.S.C. §12132) and the Ralph M. Brown Act (Cal. Govt. Code §54954.2). Persons requesting a disability-related modification or accommodation should contact Johanna Masielat, Clerk of the Board, at (707) 424-6008 during regular business hours, at least 24 hours prior to the time of the meeting.

**III. INFORMATION ITEMS**

**A. Purpose of Meeting**  
(11:10 – 11:15 a.m.)

Daryl Halls, STA

**B. Report Card: What We Learned in Phase 1**  
(11:15 – 11:40 a.m.)  
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David McCrossan,  
Project Consultants

**C. Perspectives and Expectations:  
Feedback by Individual Local Jurisdictions**

- **County of Solano**
- **City of Benicia**
- **City of Dixon**
- **City of Fairfield**
- **City of Rio Vista**
- **City of Suisun City**
- **City of Vacaville**
- **City of Vallejo**

(11:40 – 12:05 p.m.)

**IV. DISCUSSION**

**A. Consolidation Options 1 and 2**  
(12:05 – 12:25 p.m.)

David McCrossan/  
Committee Members

**LUNCH BREAK**  
(12:25 – 12:50 p.m.)

**B. Consolidation Options 3 through 6**  
(12:50 – 1:30 p.m.)

David McCrossan/  
Committee Members

**V. ACTION ITEMS**

**A. Consolidation Options to be Analyzed in Phase II**  
(1:30 - 1:40 p.m.)

John Harris,  
Project Manager/  
Committee Members

Recommendation:

*Approve the list of consolidation options to be analyzed in Phase II of the Solano Transit Consolidation Study as specified in Attachment B.*

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**B. Work Plan and Next Steps for Phase II**  
(1:40 - 1:50 p.m.)

John Harris,  
Project Manager/  
Committee Members

Recommendation:

*Approve the work plan for Phase II of the Solano Transit Consolidation Study as specified in Attachment B.*

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**VI. CLOSING COMMENTS FROM COMMITTEE MEMBERS**  
(1:50 – 1:55 p.m.)

Committee Members

**VII. ADJOURNMENT**

The next Transit Consolidation Steering Committee Meeting is scheduled to be held on Wednesday, February 27, 2008 at 11:00am – 1:00pm at Suisun City Hall.



DATE: October 17, 2007  
TO: STA Board Transit Consolidation Steering Committee  
FROM: Elizabeth Richards, Director of Transit and Rideshare Services  
John Harris, Project Manager Consultant  
RE: Report Card: What We Learned in Phase I

**Background:**

In Solano County, each City and the County fund and/or operate transit services. This includes local and intercity transit services as well as general public and American with Disabilities Act (ADA) paratransit services. A subsidized taxi program and other special transportation services are also funded with local transit funds and operated through local jurisdictions.

Over the past several years, the issue of consolidating some or all of the services has been discussed and proposed. This topic was discussed by STA Board members at their February 2005 Board Retreat and the participants expressed interest and support for transit service becoming more convenient through a seamless system, that there should be a reasonable level of service throughout the county, and local transit issues and needs would have to be considered and addressed. In March 2005, the STA Board directed STA staff to initiate a countywide Transit Consolidation Study. In April 2005, the STA Board approved goals, objectives and evaluation criteria to be incorporated in the scope of work for this study (see Attachment A). Subsequently, STA issued a Request for Proposal (RFP) and DKS Associates was selected to lead the Transit Consolidation Study.

Work began in early 2007. The first major endeavor was to conduct an extensive outreach ranging from interviews with transit operator staff, other city staff, public officials, funding partners, and others. Nearly sixty (60) interviews were conducted from March through June 2007. Focus groups were held with the STA's Paratransit Coordinating Council (PCC) members in May and, in addition, two focus group sessions with transit users were held in June.

A preliminary analysis of alternatives was presented to the Technical Advisory Committee (TAC) and Consortium in June. It included five (5) potential transit consolidation alternatives. During discussion at the TAC meeting, a sixth (6<sup>th</sup>) alternative was requested. The added alternative is to consider consolidating all intercity fixed-route service and local and intercity American for Disabilities (ADA) paratransit service.

Subsequent to the TAC and Consortium, the STA Executive Committee discussed the Transit Consolidation study progress. The Executive Committee recommended that a Transit Consolidation Steering Committee be created consisting of the Mayors and City Managers of the Cities of Benicia, Fairfield, Suisun City, and Vallejo. This group would guide the study effort after all local jurisdictions' staff have reviewed and commented on the initial documents.

At the July 2007 STA Board meeting, staff presented the six (6) transit consolidation alternatives to the STA Board along with the Executive Committee's recommendation and a recommendation to release the Findings report and the Options report once the TAC and Consortium had additional time to review. After discussion, the STA Board modified and approved the membership of the Transit Consolidation Steering Committee to include all eight (8) jurisdictions (Board member and City Manager/County Administrator).

The Consortium and TAC submitted comments on the draft documents discussed by July 20, 2007 and this was followed by a joint meeting of TAC and Consortium staff to discuss comments. Further refinements were requested and were reflected in the Executive Summary, Findings on Current Services, Perceptions, and Trends, and Options Report contained with this agenda packet.

**Discussion:**

All three Phase I reports were distributed on September 14<sup>th</sup> to all Solano City Council members, the Board of Supervisors, City Managers and the County Administrator, TAC, Consortium members, and funding partners. These are enclosed for the Steering Committees' reference.

The Findings report describes the existing Solano transit services from a various perspectives: organizational, funding, services, and ridership. The ridership information was derived from a Countywide Transit Ridership Study the STA conducted in the Fall of 2006. The Transit Ridership Studies are presented, by operator, as enclosures for reference as well.

At the meeting, the study's consultants will provide a summary of this information. In addition, a summary of the stakeholder comments will be presented. This will be followed by feedback and discussion by the local jurisdictions.

**Recommendation:**

Information and Discussion.

Attachments:

- A. STA Transit Consolidation Goals and Criteria

Enclosures:

*(The following enclosures have been provided to the Transit Consolidation Steering Committee Members (STA Board Members and 7 City Managers and County CAO) – Copies may be obtained by contacting the STA office at (707) 424-6075.*

- A. Options Report: Executive Summary
- B. Findings on Current Services, Perceptions, and Trends
- C. Options Report
- D. Benicia Breeze Ridership Study
- E. Fairfield-Suisun Transit Ridership Study – local, intercity
- F. Rio Vista Delta Breeze Ridership Study
- G. Vacaville City Coach Ridership Study
- H. Vallejo Transit Ridership Study – local, intercity, Baylink Ferry/Rt. 200

**SOLANO TRANSPORTATION AUTHORITY**

**TRANSIT CONSOLIDATION STUDY**

**STA Board Goals and Criteria**

Scope of Consolidation Study:

- All public transit services – local and inter-city fixed route services, local and inter-city paratransit transit, Dial-A-Ride

Potential Goals of Consolidation:

- To streamline transit service, simplifying and improving access to transit use for riders
- To achieve service efficiencies and economies
- To provide a central focus on transit service for the County
- To create a robust transit service to meet the growing transit needs of the County

Potential Criteria for Evaluating Consolidation Options:

- Cost effectiveness
- Efficient use of resources – equipment, facilities, personnel
- Service efficiency
- Improved governance -- Accountability to the public and the community
- Streamline decision-making
- Ridership and productivity impacts
- Service coordination
- Recognize local community needs and priorities
- Protect local transit service as requested by local jurisdiction
- Flexibility to meet local changing needs
- Capacity to deliver new service while maintaining existing service
- Ability to leverage additional funding
- Implementation needs/requirements (e.g., legal, financial)



DATE: October 17, 2007  
TO: STA Board Transit Consolidation Steering Committee  
FROM: Elizabeth Richards, Director of Transit and Rideshare Services  
John Harris, Project Manager Consultant  
RE: Consolidation Options to be Analyzed in Phase II

**Background/Discussion:**

During Phase I of the Solano Transit Consolidation Study, a preliminary analysis of alternatives was presented to the Technical Advisory Committee (TAC) and Consortium in June. It included five (5) potential transit consolidation alternatives. During discussion at the TAC meeting, a sixth (6<sup>th</sup>) alternative was requested. The added option is to consider consolidating all intercity fixed-route service and local and intercity American for Disabilities (ADA) paratransit service and became Alternative 4.

At the July 2007 STA Board meeting, staff presented the six (6) transit consolidation options to the STA Board. In brief, the six options are:

1. South County (Vallejo/Benicia) Consolidation
2. South/Central County (Vallejo/Benicia/Fairfield-Suisun Transit) Consolidation
3. Central/North County Fixed Route and Paratransit Intercity Consolidation (not local)
4. *All Paratransit and Intercity Fixed Route Consolidation*
5. Functional Countywide Consolidation (not operational)
6. Full Countywide Consolidation

The Consortium and TAC submitted further comments on the draft documents and these were discussed in July at a joint meeting of TAC and Consortium staff. Further refinements were requested and incorporated into the Executive Summary, Findings on Current Services, Perceptions, and Trends. These documents were widely distributed in early September identifying and discussing the above six options.

During discussion of the Phase I reports with the TAC and Consortium, it became apparent that with the addition of Option 4, Option 3 became less relevant for additional analysis. Option 3 was originally developed as a possible companion consolidation action to Option 1 (South County Consolidation) if Option 1 is pursued. Option 3 is very similar to current operations in the Central/North County and could potentially further clarify and institutionalize the current arrangements. However, it would be a nominal step toward consolidation.

Option 4, originally proposed by the TAC, would be a more substantial step toward consolidation and appears to offer a much greater benefit to public transit users. There are two ways to define Option 4.

4A. All intercity fixed-route bus routes and intercity paratransit service.

4B. All intercity fixed-route bus routes and all local and intercity paratransit services.

Staff recommends that the original Option 3 option not be further analyzed and the analysis of six options in Phase II would exclude the current Option 3 and include both Options 4A and 4B as described above.

**Recommendation:**

Approve the list of consolidation options to be analyzed in Phase II of the Solano Transit Consolidation Study as specified in Attachment B.

Attachments:

- A. Initial Proposed Transit Consolidation Options to be Analyzed
- B. Revised Transit Consolidation Options to be Analyzed per Consortium, TAC and STA staff recommendation

**INITIAL PROPOSED**

**Transit Consolidation Options  
to be Analyzed**

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1. South County ( Vallejo/Benicia) Consolidation
2. South/Central County (Vallejo/Benicia/Fairfield-Suisun Transit) Consolidation
3. Central/North County Fixed Route and Paratransit Intercity Consolidation (not local)
4. All Paratransit and Intercity Fixed Route Consolidation.
5. Functional Countywide Consolidation
6. Full Countywide Consolidation

**REVISED PROPOSED**

**Transit Consolidation Options  
to be Analyzed**

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1. South County ( Vallejo/Benicia) Consolidation
2. South/Central County (Vallejo/Benicia/Fairfield-Suisun Transit) Consolidation
3. ~~All intercity fixed route bus routes and intercity paratransit service.~~
4. ~~Central/North County Fixed Route and Paratransit Intercity Consolidation (not local)~~
- 4A. All intercity fixed-route bus routes and intercity paratransit service.
- 4B. All intercity fixed-route bus routes and all local and intercity paratransit services.
5. Functional Countywide Consolidation
6. Full Countywide Consolidation





DATE: October 17, 2007  
TO: STA Board Transit Consolidation Steering Committee  
FROM: Elizabeth Richards, Director of Transit and Rideshare Services  
John Harris, Project Manager Consultant  
RE: Work Plan and Next Steps for Phase II

**Background:**

To guide the Transit Consolidation Study effort, the STA Board approved Goals and Objectives (see Attachment A) before Phase I of the Solano Transit Consolidation Study began. In Phase I of the Consolidation Study, an extensive stakeholder outreach was conducted and six potential transit consolidation options identified. These options were preliminarily analyzed. To advance any option, a deep analysis of multiple options is recommended to be undertaken and completed. This analysis will respond to questions and issues raised by local jurisdictions during Phase I of the study.

**Discussion:**

The purpose of Phase II is to more deeply analyze the potential impacts of the various options recommended for the next level of analysis and to evaluate and compare the options to one another and the status quo. A draft scope of work for Phase II has been developed and was presented to the STA's Technical Advisory Committee (TAC) and Transit Consortium for information in August 2007 (see Attachment B). A draft timeline is also presented for information (see Attachment C). Comments on the scope were received and the scope of work was redrafted and subsequently recommended for approval by the Consortium and TAC.

The draft scope of work covers the evaluation of the current operations:

1. Financial Analysis
2. Facilities Analysis
3. Support Staff Analysis
4. Service Evaluation
5. Paratransit System
6. Governance Summary

In addition, the scope will also evaluate the proposed consolidation options:

1. Financial Comparison
2. Facilities Comparison
3. Support Staff Comparison
4. Service Comparison
5. Paratransit System Comparison
6. Governance Comparison
7. Summary Report of Comparisons

**Fiscal Impact:**

Phase II of the Transit Consolidation will be funded with State Transit Assistance Funds.

**Recommendation:**

Approve the draft Work Plan for Phase II of the Solano Transit Consolidation Study as specified on Attachment B.

Attachments:

- A. STA Transit Consolidation Goals and Criteria
- B. Draft Phase II Scope of Work
- C. Draft Phase II Timeline

**SOLANO TRANSPORTATION AUTHORITY**  
**TRANSIT CONSOLIDATION STUDY**

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**STA Board Goals and Criteria**

Scope of Consolidation Study:

- All public transit services – local and inter-city fixed route services, local and inter-city paratransit transit, Dial-A-Ride

Potential Goals of Consolidation:

- To streamline transit service, simplifying and improving access to transit use for riders
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- To provide a central focus on transit service for the County
- To create a robust transit service to meet the growing transit needs of the County

Potential Criteria for Evaluating Consolidation Options:

- Cost effectiveness
- Efficient use of resources – equipment, facilities, personnel
- Service efficiency
- Improved governance -- Accountability to the public and the community
- Streamline decision-making
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- Service coordination
- Recognize local community needs and priorities
- Protect local transit service as requested by local jurisdiction
- Flexibility to meet local changing needs
- Capacity to deliver new service while maintaining existing service
- Ability to leverage additional funding
- Implementation needs/requirements (e.g., legal, financial)

***Draft Scope of Work***  
***Solano Transit Consolidation Study***  
***Phase 2 Scope of Services***

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**Task 1: Evaluation of Current Operations**

- **Financial Analysis.** The consultant will evaluate operational financial condition of each transit operation in several areas. The consultant will:
  - Review past year and current budgets for assessing overall financial condition using NTD data where possible. This includes examining measures to describe the relative efficiency of the current system. (ie. Cost per revenue hour, cost per revenue mile etc.)
  - Review all permanent and one-time revenue sources for both capital and operating expenses. Specifically, a review of transit dedicated fund sources (TDA, STA, RM2, 5307 et al) will be made.
  - Request and evaluate five-year financial projections from each operator based on current levels of service (if service changes are anticipated, incorporate those in projections).
  - Summarize costs, terms and conditions of each operational service contract of the current transit operators.
  - Finally, summarize the financial condition of each operator based on the current level of service.
  
- **Facilities Analysis.** The consultant will review the current facilities and facilities needs of each operator. This will be done as follows:
  - Perform on-site visit with each operator to review all current capital facilities to assess how much of each facility is used for transit including identifying what City facilities would not be available for transit consolidation and why.
  - Review status of all current transit capital projects and proposals for each operator.
  - Review each operator's projected capital needs for the next 20 years based on current and projected levels of service including but not limited to: maintenance facilities, administrative facilities, rolling stock/vessel replacement, parking facilities, dredging, service vehicles and replacement, vessel rehab, engine replacements, fare collection technology improvements etc.
  - Identify current capital resources and capital plans that could be blended into the potential consolidation options.
  
- **Support Staff Analysis.** The Consultant will examine the organizational systems (staffing) assessment of each transit operator. This will entail the following tasks:
  - Request current org charts and job descriptions from each operation
  - Review the current staffing levels of each operation by cost, FTE, fund source and function.
  - Identify the functional responsibilities and associated staff levels with each service contract.

Identify possible issues or deficiencies with the current structures with each operator.

- **Service Evaluation.** The consultant would evaluate current transit service by examining the following elements:
  - Review current levels of service and accessibility offered with those services.
  - Review SRTPs to identify service plan changes projected by each operator.
  
- **Paratransit Systems Evaluation.** The consultant will summarize the Paratransit operations according to:
  - Rider and trip eligibility including services offered beyond the required ADA level of service
  - Reservations systems
  - Fares and trip policies
  - Taxi scrip programs
  - Consultant would review SRTPs and service plans for each operator to determine trends and issues surrounding the service.
  
- **Governance Summary.** The consultant would summarize the way that each transit operation and each transit mode is governed, by examining these areas:
  - Governing Body or Policy Board representation and meeting setting
  - Recent participation by decision-makers on transit operations
  - Public access to staff
  - Ways in which cooperation occurs when transit services in a jurisdiction are governed by another jurisdiction

## **Task 2: Evaluation of Proposal Consolidation Options.**

Each option will be evaluated in terms of these key areas of study. The alternatives would be fully detailed in finance, facilities, support staff and service evaluation.

- **Financial Comparison.** The consultant will evaluate operational financial condition of each option. The consultant will:
  - Develop concept budgets for each option using Task 1 criteria and all pertinent transit cost centers.
  - Propose all permanent and one-time revenue sources for both capital and operating expenses anticipate for each option. Specifically, the use of transit dedicated fund sources (TDA, STA, RM2, 5307 et al) will be assessed.
  - Project current five-year financial projection for each option based on current level of service (if service changes are anticipated, incorporate those in projections).
  - Summarize implementation issues associated with the transfer of each operational service contract or implementation of new contracts in each option, as needed. Summary to include potential labor/union issues.
  - Finally, summarize financial outlook for each option based on current level of service.
  - Compare each option to the status quo.
  
- **Facilities Comparison.** The consultant will elaborate on the facilities and facilities needs of each option. This will be done as follows:
  - Determine the required facilities of each option.

- Identify potential shared facilities currently in use that may be used in the proposed option.
  - Determine how to create a shared-use facility or obtain “credit” for FTA funded facilities that would no longer be used for transit purposes.
  - Determine if current transit capital projects and proposals for each operator should be modified based on the option.
  - Project capital needs of a consolidated operation for the next 20 years based on current and projected levels of service including but not limited to: maintenance facilities, administrative facilities, rolling stock/vessel replacement, parking facilities, dredging, service vehicles and replacement, vessel rehab, engine replacements, fare collection technology improvements, etc.
  - Compare each option to the status quo.
- **Support Staff Comparison.** The Consultant will develop and assess the needed organizational systems (staffing) assessment of each option. This will entail the following tasks:
    - Forecast staffing levels of each option by cost, FTE, fund source and function.
    - Identify the functional responsibilities of each staff person.
    - Develop proposed org charts, job descriptions and financial summary of the proposed options.
    - Evaluate the costs and coverage of each of the consolidation options to the status. (Where feasible, use comparably structured transit agencies in the region as benchmarks).
- **Service Comparison.** The consultant would compare each option in the ability to provide service as follows:
    - Review service levels in each option, and what common service policies should be assumed in each option.
    - Identify potential service enhancements and cost savings through possible route optimization (such as route interlining, reduced deadhead hours, vehicle assignments and improved service contracts) for each of the consolidation options.
    - Compare each option to the status quo.
- **Governance Comparisons.** The consultant would develop options to govern the transit facilities in each option. This would include:
    - Summarize alternative governance structures (JPAs, districts, MOUs) to identify which are the most appropriate for each alternative.
    - Specifically propose and define possible governance structures for each of the potential consolidation options and compare to the status quo.
- **Summary Report of Comparisons.** Summarize an evaluation of each consolidation option based on the findings of Task 2 with a:
    - Primary focus on governance issues, financial status and service quality.

Evaluative response to the pros and cons identified in the extensive Phase 1 interview process and by local agencies.

### **Task 3: Guidance and Implementation Documentation**

- **Steering Committee Support.** The consultant would support Steering Committee activities by assisting on these elements:
  - Identify non-technical and technical “fatal flaws” of a consolidation option and determining if alternatives can be developed.
  - Participate in periodic one-on-one conversations about study findings.
  - Participate in steering committee meetings.
  - Develop press releases.
- **Focus Group Feedback.** The study would have a Focus Group designated for the study to assist elected officials in guiding the study concepts. The Focus Group would be comprised of selected local/regional ridership and Solano citizens selected by the participating elected officials. The consultant would support Focus Group activities by assisting on these elements:
  - Prepare and coordinate Focus Group meetings as needed.
  - Determine the level of interest by the group towards a consolidation option.
  - Present study findings in draft form to obtain feedback.
- **Study Consensus-Building and Presentations.** Choosing and implementing a particular option will require that a level of consensus at the decision-making level. To do this, the consultant will need to provide information and assistance as needed. Specific efforts are anticipated to include:
  - Prepare and coordinate local Council and Board of Supervisor presentations.
  - Prepare and coordinate discussions with key regional agencies and potentially state legislative contacts.
  - Present study findings in draft form to obtain feedback.
  - Research and answer questions about consolidation option details if needed.
- **Final Consolidation Plan (if needed).** A final document describing the preferred option should be prepared, regardless of the outcome. Even if no consolidation is ultimately recommended, this document should consider strategies to achieve a more coordinated system for the users of the fixed-route and paratransit services in Solano County. Specific tasks are to:
  - Prepare a detailed explanation of the proposed organization from the preferred option.
  - Prepare informational materials (such as a four page Summary) about the preferred recommendation.
  - Prepare a strategic plan of actions to achieve the preferred option.

**Draft Transit Consolidation Study  
Phase II Timeline**

October 24, 2007	Steering Committee #1
Oct- Jan	Task 1 – Collect existing operator information
January 2008	Deliverable #1: In-depth analysis of existing operations
February	Steering Committee #2 <ul style="list-style-type: none"><li>- Review of Deliverable #1: In-depth analysis of existing operations</li><li>- Prioritize Alternatives Analysis</li></ul>
March-May	Task 2 – Analyze alternatives as prioritized
June	Deliverable #2: In-depth analysis of alternatives as prioritized
July	Steering Committee #3 <ul style="list-style-type: none"><li>- Results of Deliverable #2: In-depth analysis of alternatives</li><li>- Prioritize consolidation options for implementation</li></ul>