



**PLANS & PROGRAMS COMMITTEE MEETING**  
**Tuesday, October 18, 2011 – 9:00 a.m.**  
**Omnitrans Metro Facility**  
**1700 West 5<sup>th</sup> Street**  
**San Bernardino, CA 92411**

The Plans & Programs Committee meeting facility is accessible to persons with disabilities. If assistive listening devices or other auxiliary aids or services are needed in order to participate in the public meeting, requests should be made through the Recording Secretary at least three (3) business days prior to the Board Meeting. The Recording Secretary's telephone number is 909-379-7110 (voice) or 909-384-9351 (TTY), located at 1700 West Fifth Street, San Bernardino, California.

**A. CALL TO ORDER**

**B. ANNOUNCEMENTS/PRESENTATIONS**

1. Next Plans & Program Committee Meeting: December 13, 2011  
Omnitrans Metro Facility Board Room

**C. AGENDA ITEMS**

1. Approve Planning & Productivity Committee Minutes – August 26, 2010
2. Review Omnitrans Comprehensive Operational Analysis (COA)

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5

**D. REMARKS AND ANNOUNCEMENTS**

**E. ADJOURNMENT**



**PLANNING & PRODUCTIVITY COMMITTEE  
MINUTES  
August 26, 2010**

The Planning & Productivity Committee meeting was called to order by Chair Pat Morris at 1:40 p.m. on Thursday, August 26, 2010.

Board Members Attending

Mayor Pat Morris, City of San Bernardino – Committee Chair  
Supervisor Neil Derry, County of San Bernardino  
Vice Mayor Ed Graham, City of Chino Hills  
Councilmember Ed Palmer, City of Rialto  
Mayor John Pomierski, City of Upland  
Mayor Dick Riddell, City of Yucaipa  
Mayor Dennis Yates, City of Chino

Committee Members Absent

Mayor Pro Tem Dennis Michael, City of Rancho Cucamonga  
Supervisor Brad Mitzelfelt, County of San Bernardino

Omnitrans Administrative Staff & Others Attending

Milo Victoria, CEO/General Manager  
Robert Miller, Chief Financial Officer  
Rohan Kuruppu, Director of Planning & Development Services  
Don Walker, Director of Finance  
Scott Graham, Director of Operations  
Wendy Williams, Director of Marketing  
Samuel Gibbs, Director of Internal Audit Services  
Nancy Strickert, Planning Project Manager  
Jeremiah Bryant, Manager of Service Planning & Scheduling  
Richard Flierl, Cooper Carry  
Joe McClyde, Cooper Carry  
Carol Angier, Administrative Secretary

I. Approval of Committee Minutes for July 22, 2010

M/S (Yates/Palmer) to approve the minutes of the July 22, 2010 Committee meeting. Motion was unanimous by members present.

II. Status Report for the Ontario Civic Center Transit Station

Director of Planning & Development Services Kuruppu reviewed the bus stops that will be improved at the transit station. Caltrans is also involved in this project due to improvements to the highway in this area. Work on the transit center was delayed due to additional electrical work that was not anticipated in the original plan. Work has restarted, and the final plans will be sent to Caltrans and the City of Ontario by September 3 for approval. The budget for this project is \$1.1 million.

M/S (Palmer/Derry) to receive and file the Status Report for the Ontario Civic Center Transit Center Project for activities through July 31, 2010. Motion was unanimous by members present.

III. Status Report for the Chaffey College Transit Center

Director of Planning & Development Services Kuruppu said work on this project has taken place for almost a year. Construction has started on the parking area and transit center. There will be one bus stall designed for an articulated bus, as Rancho Cucamonga will be part of a future BRT project. Chaffey will maintain the restrooms nearby and will handle trash pickup at the bus stop. The project is two weeks behind schedule due to removal of very large boulders in the construction area. The budget for this project is \$3 million.

M/S (Pomierski/Derry) to receive and file the Status Report for the Chaffey College Transit Center activities from July 6 through July 28, 2010. Motion was unanimous by members present.

IV. Status Report for the San Bernardino Transit Center – Contract RFP-PLN09-25: Pre-Development, Conceptual Design, and Visioning Services for a Downtown San Bernardino Intermodal Transit Station and Transit Village

Director of Planning & Development Services Kuruppu said this project was placed on hold until SANBAG completed their Redlands Rail study. The study is completed, and Omnitrans will be required to provide a 20-foot setback for the rail right-of-way. Cooper Carry has developed three draft designs for the transit center. These plans will be brought to the Committee when the final versions are completed.

Richard Flierl, Cooper Carry, said his firm has been working on these plans for over a year and held a one-day public outreach for comments. The designs will include the 20-foot railroad cut back, and they are still working on the signalization for the tracks and streets. The transit center will be on the southern end of the site and will have the opportunity for business centers to be located at this area.

Member Yates asked about parking around the transit center. Chair Morris said San Bernardino has a lot of parking in downtown San Bernardino that is mostly empty. These parking areas can be used for transit center parking. Joe McClyde, Cooper Carry, said these parking areas nearby will be sufficient, as the designs should not be overburdened. As the needs of the site evolve, the plans will also evolve. Member Yates asked about disabled parking. Director of Planning & Development Services Kuruppu said the transit center will be a point of multiple bus transfers, so there will not be a large need for parking. The transit center design has been approved by the ADA. Member Palmer asked if passengers can take the buses to the 66ers stadium, and CEO/General Manager Victoria said they can.

M/S (Palmer/Derry) to receive and file the Status Report on Contract RFP-PLN09-25, Pre-Development, Conceptual Design, and Visioning Services for a Downtown San Bernardino Transit Station and Village for activities from July 7 through August 2, 2010. Motion was unanimous by members present.

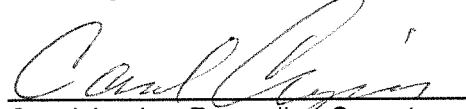
V. Comprehensive Operational Assessment (COA) and Short Range Transit Plan (SRTP) Status Update

Director of Planning & Development Services Kuruppu said SANBAG will be performing a COA on Omnitrans. They will release the Request for Proposals in September. This project will have three phases. Phase I will analyze all of Omnitrans' services, financial plan, service policies, service needs, administrative functions, transition of services, and outsourcing. Phase II will identify service alternatives and provide for a public comment opportunity. Phase III will include the preparation and presentation of an action plan for Omnitrans over the short and long term. Omnitrans has performed the COA in the past, and this will be the first time that SANBAG will be doing this project. CEO/General Manager said that SANBAG does have the right to perform a COA on Omnitrans.

The completion of the SRTP is dependent on the COA. Therefore, Omnitrans' SRTP will be put on hold until SANBAG completes the project. The COA is expected to be completed either at the end of FY2011 or start of FY2012.

M/S (Pomierski/Yates) to receive and file the Status Report on the Comprehensive Operational Assessment (COA) and Short Range Transit Plan (SRTP). Motion was unanimous by members present.

Director of Planning & Development Services Kuruppu said all projects are on schedule and progressing well. When staff has significant issues to report, a meeting will be scheduled. The Planning & Productivity Committee meeting adjourned at 2:04 p.m.

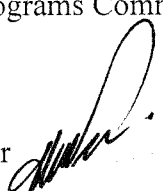
  
Carol Angier, Recording Secretary



**DATE:** October 18, 2011

**TO:** Committee Chair Pat Morris and  
Members of Omnitrans Plans and Programs Committee

**COPY:** Omnitrans Board of Directors

**FROM:** Milo Victoria, CEO/General Manager 

**SUBJECT: OMNITRANS COMPREHENSIVE OPERATIONAL ANALYSIS (COA)**

**FORM MOTION**

Review the Omnitrans Comprehensive Operational Analysis (COA) Executive Summary of Technical Memorandums one through four prepared by AECOM Consultants for SANBAG and provide comments, including approval to proceed with the next step of the COA and recommendation to forward it to the full Board.

**SUMMARY**

The decisions that will be made following the final Omnitrans COA will help determine the future of transit investments for all modes – bus, sbX, rail, demand response and community transit services. This will directly impact current and future transit operations in the San Bernardino Valley, and determine the transit services available in your communities. During this study, the Plans and Programs Committee (PPC) meeting agenda items will be mailed to all Board Members.

The attached Executive Summary prepared by AECOM for SANBAG summarizes Phase I of this three phase project which started in March 2011. This summary covers draft reports of (1) Analysis of Existing Conditions, (2) Financial Analysis Draft, (3) Service Policy Draft, and (4) Public Outreach; and a draft presentation of (5) Administrative Functions.

Complete Draft reports are available at <http://www.omnitrans.org/about/agenda.shtml>, or can be printed at your request. The remaining sections to be completed in Phase I include a report of (5) Administrative Functions and (6) Alternative Service Delivery. These will be completed by December 2011. Phase II uses Phase I findings to recommend service and administrative alternatives. Phase III develops an implementation plan.

These reports will form the basis for determining the future of transit in your City or District and the future of Omnitrans. Therefore, your dedicated participation in this COA from its inception to completion is crucial.

Omnitrans • 1700 West Fifth Street • San Bernardino, CA 92411  
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Serving the communities of Chino, Chino Hills, Colton, County of San Bernardino, Fontana, Grand Terrace, Highland, Loma Linda, Montclair, Ontario, Rancho Cucamonga, Redlands, Rialto, San Bernardino, Upland and Yucaipa.

These reports will form the basis for determining the future of transit in your City or District and the future of Omnitrans. Therefore, your dedicated participation in this COA from its inception to completion is crucial.

In addition to the typical review of transit service/operations, this COA will review Omnitrans' organizational structure and governance structure and explore alternative business/service delivery models for Omnitrans and transportation services within the Omnitrans service area. About nine key deliverables will result during the course of the study and SANBAG staff will present select items to Omnitrans and SANBAG Boards and Committees.

The project started in February 2011 and the completion is slated for March 2012.

The COA is led by SANBAG involving their consultant team AECOM. The COA project managers are Beth Kranda (SANBAG) and Stuart Geltman (AECOM).

### **PRESENTATION**

SANBAG and AECOM staff will present the Existing Conditions Report.

**Submitted to**  
San Bernardino  
Associated Governments

**Submitted By**  
AECOM Technical Service, Inc

# Comprehensive Operational Analysis Of Omnitrans



## **EXECUTIVE SUMMARY**

San Bernardino Associated Governments (SANBAG) commissioned a team led by AECOM to perform a Comprehensive Operational Analysis (COA) of Omnitrans, which will look at all aspects of Omnitrans services and its organization. SANBAG is undertaking similar studies of all the transit agencies it oversees throughout San Bernardino County in order to ensure that transit organizations are operating as efficiently as possible. As transit service continues to grow in other parts of the county, funding for transit will become more competitive as various proposed projects are implemented.

The goal of the study is to ensure that Omnitrans is operating as efficiently as possible, serving the community, and will be able to grow to meet the mobility needs of the service area. Efficient operation includes ensuring that Omnitrans is providing service types and levels that are appropriate for each community, that create value for the community, and that the transit services provided are of a high quality. Transit services should also support the goals of the community, including development and redevelopment initiatives, environmental policies, and air quality objectives. The goal is to develop a framework for services and service policies that will support growth in the community, with Omnitrans being able to meet the mobility needs necessary to sustain that growth, over the next 20 years.

### **Background**

Omnitrans is the primary public transit provider in the San Bernardino Valley in San Bernardino County. Omnitrans' mission statement is "to provide the San Bernardino Valley with comprehensive public mass transportation services which maximize customer use, comfort, safety, and satisfaction, while efficiently using financial and other resources, in an environmentally sensitive manner." Omnitrans provides regular bus service, shuttle services, general public demand response services, and Americans with Disability Act (ADA) mandated Access service to 15 communities and unincorporated areas of San Bernardino County. Omnitrans is governed by a Joint Powers Agreement (JPA) of the 15 member cities (Chino, Chino Hills, Colton, Fontana, Grand Terrace, Highland, Loma Linda, Montclair, Ontario, Rancho Cucamonga, Redlands, Rialto, San Bernardino, Upland, and Yucaipa) and San Bernardino County. The Omnitrans Board of Directors has 20 members, comprised of one member from each of the 15 cities as well as the five county supervisors. The 2009 through 2014 Strategic Plan for Omnitrans presents five strategic goals, listed below:

- Create a partnership structure which integrates all mass public transit services in San Bernardino County
- Improve Omnitrans' system-wide operational strategy to achieve a well coordinated public mass transportation system
- Build a positive internal culture that guarantees Omnitrans' long-term success
- Expand our market share

- Lead innovation technology that recognizes greater opportunities to improve regional public mass transportation development

San Bernardino Associated Governments (SANBAG) is the council of governments for San Bernardino County and serves as the County Transportation Commission. SANBAG's role as the County Transportation Commission means that it is responsible for cooperative regional planning and furthering the development of an efficient multi-modal transportation system countywide. As the County Transportation Commission, SANBAG plays a key role in mass transportation. SANBAG distributes many of the funds for public transit service and is responsible for oversight of all transit service in San Bernardino County. The Southern California Association of Governments (SCAG) is the Metropolitan Planning Organization (MPO) for six counties in Southern California, including San Bernardino County, Los Angeles County, Riverside County, Orange County, Ventura County, and Imperial County. SCAG is responsible for development and coordination of transportation, growth management, hazardous waste management, and air quality plans within this six county area.

This COA is a three phase study. Phase I of the study provides an overview and analysis of transit service provided by Omnitrans, as well as the Omnitrans organization. This includes an analysis of routes and services, comparing the services to policies and guidelines that Omnitrans already has adopted (and recommending policy modifications as needed), a financial analysis of Omnitrans, and an analysis of administrative functions and processes. Included in Phase I is a public outreach process that aims to gather input regarding Omnitrans from the community, including riders, employees, and stakeholders. Phase II of the study will develop draft recommendations, in conjunction with planning staff at Omnitrans. These draft recommendations will be presented to the public for comment. Phase III will include final recommendations, a transit service scheduling analysis, an implementation plan, and a presentation to the Omnitrans and SANBAG Board of Directors.

This document summarizes Phase I of the Omnitrans COA, the analysis of existing conditions for the agency. This phase of the study, encompassing Technical Memoranda 1 through 5, is intended to provide a comprehensive analysis of services (TM1), financial analysis (TM2), comparative study of performance versus service standards and guidelines (TM3), overview of public outreach and outline of service needs (TM4), and an overview of administrative functions (TM5).

### **Technical Memorandum 1: Service Area Profile and Transit Service Baseline**

The Omnitrans service area includes 15 cities: Yucaipa, Redlands, Highland, Loma Linda, San Bernardino, Colton, Grand Terrace, Fontana, Rialto, Rancho Cucamonga, Ontario, Upland, Montclair, Chino, and Chino Hills. In 2010, there were 1,358,208 people living in the 15-city study area. The largest cities in the service area include San Bernardino, Fontana, Rancho Cucamonga and Ontario, while the largest concentrations of population are found between Routes 210 and I-10 from Upland through San Bernardino and south of I-10 in Montclair and Ontario. The service area can be briefly described as follows:

- The predominant land use in the San Bernardino Valley is low to high density residential, with large industrial and agricultural areas in certain sections.
- Jobs are concentrated in southern San Bernardino and adjacent Colton and Loma Linda, central San Bernardino along I-215, Redlands along I-10, throughout southern Rancho Cucamonga and northern Ontario, in Ontario near the airport, and in pockets in Chino, Montclair and Upland.
- The largest proportion of commutes, either from residences within the service area or to jobs within the service area, both begin and end within the service area. The highest concentration of jobs outside of the service area to which residents of the service area commute are within the eastern portion of the San Gabriel Valley, followed by northern Orange County (Anaheim-Santa Ana-Garden Grove area), the City of Los Angeles and the City of Riverside. People commute to the study area primarily from the eastern portion of the San Gabriel Valley, the City of Riverside, northern Orange County, and the Barstow-Victorville area.

#### *Transit Service*

Omnitrans provides fixed route bus service and demand response services in the southwest portion of San Bernardino County. In addition to traditional fixed route service throughout the San Bernardino Valley, Omnitrans also operates the fixed-route “OmniGo” service, as well as demand-responsive “OmniLink” and “Access” services. OmniGo shuttles serve Chino Hills, Grand Terrace and Yucaipa. OmniLink, a general public demand response service, serves Chino Hills and Yucaipa. Access provides ADA complementary demand response service in areas within  $\frac{3}{4}$  mile of Omnitrans fixed routes or, for an extra charge, beyond  $\frac{3}{4}$  miles of a fixed route but still within the city limits of any of the 15 cities of the Omnitrans service area.

Fixed route services are distinguished from demand response services by having a set route and schedule; demand response services require the customer to make a reservation. While the regular fixed route services are operated directly by Omnitrans, the OmniLink, OmniGo and Access services are operated by private operators under contract with Omnitrans.

Additional transit operators provide service to/from the Omnitrans service area and other points throughout the region. Commuter rail service is provided by Metrolink between Los Angeles, Orange, Riverside, San Bernardino and San Diego counties. Three rail lines serve eight stations in the Omnitrans service area including San Bernardino, Rialto, Fontana, Rancho Cucamonga, Upland and Montclair on the San Bernardino Line, East Ontario and Downtown Pomona on the Riverside Line, and San Bernardino on the Inland Empire-Orange County Line. In addition, several other transit operators provide bus service with connections to/from Omnitrans routes, including Foothill Transit, Los Angeles County Metropolitan Transportation Authority (Metro), Mountain Area Regional Transit Authority (MARTA), Orange County Transit Authority (OCTA) and Riverside Transit Agency (RTA).

The Public and Specialized Transportation Advisory and Coordination Council (PASTACC) is an advisory body sponsored by SANBAG to provide a forum for public transit operators and social

service transportation providers to discuss mobility for seniors, persons with disabilities and persons with limited means. Additionally, PASTACC maintains a public, countywide directory of organizations providing transportation services to the above-mentioned groups. Services included in the directory span those aimed toward the blind/visually impaired, community service, daycare services, education, health/social services, HIV/AIDS community, low-income services, mental health services, religious groups, senior services, veterans services, youth services, and many others.

Intercity service is provided by Amtrak and Greyhound. Daily rail service is available on Amtrak's Southwest Chief (between Chicago and Los Angeles) at the San Bernardino Amtrak Station and three days per week in each direction on Amtrak's Sunset Limited/Texas Eagle at the Ontario Amtrak Station. Discounted tickets are available on Greyhound buses for trips between Victorville and the City of San Bernardino as part of an agreement with VVTA and Omnitrans. Additional intercity Greyhound bus service is available from the San Bernardino Greyhound Station at 596 North G Street.

#### *Trends and Service Changes*

Over the period from 2000–2010, according to National Transit Database (NTD) reporting, Omnitrans' operating expenses increased by nearly 90 percent over the decade—not far off the national trend of an 80 percent increase over the same period. National trends of increasing fuel costs, labor costs, insurance costs and general inflation all contributed to the overall increase in the cost for Omnitrans to provide service. Additionally, while there were large increases in operating cost from 2000 to 2005 (81.6 percent), Omnitrans was successful in containing costs over the latter half of the decade, with an increase of only 4.3 percent in operating cost from 2005 to 2010.

The most significant cost increase occurred in 2000, when operating costs increased by 25.3 percent from 2000 to 2001, reflecting a 5.9 percent increase in revenue hours coupled with an 18.4 percent increase in cost per hour. Reasons for this cost increase are three-fold:

- FY2000 cost data as reported in the National Transit Database does not reflect \$1.9 million in capital expenditures that fall below Omnitrans' \$5,000 capitalization ratio, and thus are attributed to operating costs.
- Such capital expenditures increased by an additional \$2.3 million from FY 2000 to FY2001.
- Service increases from FY2000 to FY2001 required a corresponding increase in full time employees.

Over the last decade, Omnitrans has modified service in order to adjust to a changing transit market, new development, and to contain operating costs. Over the early to middle portion of the decade (spanning approximately 2001 to 2006), service was restructured resulting in the addition, extension, combination, or elimination of several routes. Overall, the amount of service provided increased year-over-year throughout this period. From 2006 to 2008, service

reductions and route restructuring were implemented in order to contain the rising cost of operating service. Since 2008, the amount of service provided has changed very little, with a few adjustments made such as the implementation of OmniGo services, which allowed for reductions in OmniLink services.

Overall, while the Omnitrans system was more productive (in terms of passengers per hour and passengers per mile) and efficient (in terms of cost per hour and cost per mile) in 2000 than in 2010, productivity fell only slightly while efficiency decreased more dramatically. As stated earlier, nationwide trends of rising fuel, labor and insurance costs as well as inflation have all contributed to increasing operating costs.

As the cost per passenger has increased, fare increases have been necessary as well. From 2003 to 2011, the fixed route cash fare increased by 50 percent between 2003 and 2011, while the cost of a 1-day and a 7-day pass increased by 60 percent and 67 percent, respectively, and the cost of a 31-day pass increased by 31 percent. Over the same period, the cash fare for OmniLink services increased by 20 percent. Fares for Access increased as well, with the base fare more than doubling and additional charges being implemented for travel spanning more than three zones.

While data presented in this memorandum does not point to a cause of cost increases, cost per passenger increases are a result of a combination of increasing costs for providing service with a decrease in ridership. Cost per passenger only decreases when the rate of passenger growth exceeds the rate of cost growth.

#### *Fixed Route Service*

Omnitrans operates 31 fixed bus routes: 26 local fixed routes, one express bus route and four fixed route shuttle services that operate throughout the San Bernardino Valley. The Omnitrans route structure is primarily divided between the East Valley and the West Valley areas of Greater San Bernardino, with the route network basically split at Sierra Avenue in Fontana. Regular fixed routes are primarily concentrated in the cities of San Bernardino and Fontana, and in areas of Montclair, Upland, Chino and Ontario, while OmniGo circulator routes are provided in lower-density areas such as Chino Hills, Grand Terrace, and Yucaipa. See Figure 1 for a map of the Omnitrans fixed route network.

Based on the route classifications provided by Omnitrans, fixed routes are grouped into three tiers reflecting frequency: tier 1 routes run on a headway of 15 minutes or less, tier 2 routes operate on 16 to 30 minute headways, and tier 3 routes operate headways of 60 minutes or greater. For passengers, tier 1 routes are walk up and ride routes, a schedule may be consulted for tier 2 routes if convenient, and trips on tier 3 routes must be coordinated with the route schedule. Tier 1 routes operate on major arterials throughout the valley. Most tier 2 routes are located in the East Valley and serve the City of San Bernardino. Most tier 3 routes are located in the West Valley.



- Omnitrans carried about 15 million riders in FY2011. Route 61 had the highest ridership with 1.8 million riders, followed by Route 2 with 1.3 million riders, and Route 14 with 1.1 million riders.
- The OmniGo routes, Routes 308, 309, 325 and 365, had the lowest weekday (and weekend) ridership, reflecting their lower-density service areas. Route 29 had the lowest weekday ridership of fixed routes operated by Omnitrans.
- Route 61 had the highest average daily ridership of all Omnitrans fixed routes on weekdays, Saturdays and Sundays, with 5,432 riders, 3,817 riders, and 2,859 riders, respectively. Weekdays, Route 61 is followed by Routes 2 and 1, and, on Saturdays and Sundays, by Route 14 and Route 2.
- The fixed routes with the lowest average daily ridership were Routes 67, 20 and 29. The OmniGo Routes 325, 308, 365 and 309, which serve low-density communities, had lower ridership than the regular fixed routes. Route 309 was the OmniGo route with the highest weekday ridership, followed by Routes 365, 308, then 325.

#### Transfers

- Routes 14 and 1 have the highest number of originating transfers. Route 61 receives the most transfers of any route in the Omnitrans system, the largest proportion of which come from Route 14. Route 2 receives the second highest number of transfers.
- The most common transfer pair is Routes 3 and 4, though most of these transfers likely represent a round trip journey since they operate the same route in opposite directions. There are also a high number of transfers between Routes 1 and 2.
- Select transfer movements represent a high percentage of transfer activity for a route. Transfer movements that represent at least 40 percent of all transfer activity of an individual route include: from OmniGo Route 325 to Route 19 (48.72 percent); from Route 22 to Route 14 (44.24 percent); and from Route 63 to Route 61 (43.10 percent).
- Most key transfer movements are available at major Omnitrans transfer centers. While transfer information does not show the location where transfers occur, all of these routes connect at transfer centers. Fontana Transit Center, in particular, is a major east-west transfer point.

#### On-Time Performance

- Omnitrans considers trips on-time if they arrive between zero and five minutes after the scheduled time. An additional 30 second buffer is added to both ends to account for clock discrepancies so that trips are recorded as on-time if they arrive from 30 seconds before to five minutes and 30 seconds after scheduled arrival time. On average, 86.8 percent of trips on Omnitrans fixed routes were on-time in FY 2011.
- Route 68 had the best weekday on-time performance in FY 2011, with 95.2 percent of trips operating on-time, followed by Route 22 (94.3 percent on time) and Route 11 (93.1 percent on time). The routes with the lowest proportion of on-time trips on

weekdays were OmniGo Route 308 (72.6 percent on-time), OmniGo Route 309 (76.7 percent on-time), and Route 9 (77.3 percent on-time).

- Weekdays, operating ahead of schedule (more than 0.5 minutes early) was most prominent on Routes 29, 215 and the OmniGo routes, while most fixed routes avoided this problem. Buses on both Route 3 and OmniGo Route 308 operated late at timepoints and terminals more than 20 percent of the time.

#### Revenue Service Hours

- Omnitrans operated approximately 783,000 revenue service hours in all of FY2011, including 614,706 revenue hours of fixed route service and 168,507 revenue hours of demand response service.
- By far, the fixed route with the most service was Route 61 with an annual total of 67,673 revenue hours of service operated. Route 61 is followed by Routes 66 and 2, with 46,785 and 39,908 annual revenue hours, respectively.
- The fewest service hours were operated on Route 29 and OmniGo Routes 308, 309 and 325, all with fewer than 5,000 annual revenue service hours.
- Access service operated over 160,000 revenue hours annually and it accounted for about 20 percent of all revenue hours operated.

#### Revenue Service Miles

- The annual systemwide total revenue miles operated was about 10.6 million.
- The fixed routes with the most annual revenue mileage included Route 61 with 861,501 followed by Routes 66 and 15 with 619,751 and 521,007 annual revenue miles, respectively.
- The routes with the fewest number of revenue miles operated were Route 29 with 44,030 and OmniGo Routes 308, 309 and 325 all operating between 50,000 and 60,000 revenue miles annually.
- Miles operated by fixed route service accounted for about 75 percent of the total and demand response accounted for the other 25 percent—about 2.6 million revenue miles were operated by Access service over the year.

#### Operating Expenses

- Omnitrans' operating expenses totaled \$63,445,647 for FY2011. Fixed route service represented \$51,752,081 of the total expenses.
- The most costly fixed routes were Route 61 with a cost of \$5.8 million, Route 66 at about \$4.0 million, and Route 2 at about \$3.4 million. The least expensive routes to operate were OmniGo Routes 308 and 309 with expenses below \$250,000 annually.
- Access accounted for approximately 17.6 percent of the operating budget, at \$11,139,179.

## Fare Revenues

- The Omnitrans system is estimated to generate about \$15 million in fare revenues in FY2011. Fixed route service is the source of approximately 90 percent of all passenger fare revenue.
- The fixed routes that brought in the most revenue were Route 61, Route 2, and Route 14. OmniGo routes, all with less than \$30,000 in revenue, generated the least; however, this is in part due to the reduced, promotional fares that were in effect from September to December 2010.
- Access service generated about \$1.5 million in fare revenue versus \$13.5 for the fixed routes.

### *Omnigo*

Omnigo is a fixed-route, circulator service that operates in the cities of Chino Hills, Grand Terrace and Yucaipa. Implemented in September 2010, Omnigo connects points of interest within each city and provides a connection to Omnitrans fixed route bus services. All Omnigo services are contracted out by Omnitrans and operated by a private contractor. Omnigo Routes 308 and 309 provide clockwise and counterclockwise service on a loop in Yucaipa, providing connections to Omnitrans Routes 8 and 9. Omnigo Route 325 operates between Grand Terrace and Loma Linda, and provides connections to Omnitrans Routes 2, 9 and 19. Omnigo Route 365 operates between Chino and Chino Hills, with transfers provided to Omnitrans Routes 65 and 83.

### *Omnilink*

Omnilink is a demand response curb-to-curb service that operates in Chino Hills and Yucaipa. Omnilink service is available for all members of the general public. A reservation is required in order to utilize the service. Operation of Omnilink service is contracted out by Omnitrans. Of the two Omnilink services available, ridership is higher on the Yucaipa service. Also, more service hours and miles are devoted to Omnilink Yucaipa service compared with the Omnilink Chino Hills service. The Yucaipa service is correspondingly more expensive to operate.

### *Access*

Access is a curb-to-curb service for people who are ADA certified and live within the Omnitrans service area. Omnitrans defines the service area as being within  $\frac{3}{4}$  miles of a fixed bus route. Access service can also be utilized by people - for an extra fee - living outside of the Omnitrans service area but within the city limits of the 15 cities that Omnitrans serves. Access service operates on the same days and hours as nearby fixed route service. Trips must be prescheduled, but riders can set up a subscription reservation for recurring trips. Access riders must not be able to utilize fixed route service in order to be eligible for Access service.

## *Financial Indicators*

Financial indicators are used to measure the efficiency of transit service. For this study, the efficiency of the Omnitrans system and routes have been measured using several indicators: operating cost per hour, operating cost per mile, operating cost per passenger, operating cost per peak vehicle, revenue per passenger, and farebox recovery. These can be summarized as follows:

### Operating Cost per Hour

- The systemwide cost per hour for FY2011 is \$81.01. OmniGo operating cost per hour is \$62.75, OmniLink operating cost per hour is \$68.62 and Access operating cost hour is \$69.43.
- The directly operated regular fixed routes with the lowest cost per hour are Routes 1, 14 and 20; the directly operated regular fixed routes with the highest cost per hour are Routes 215, 8 and 9.

### Operating Cost per Mile

- The systemwide cost per mile for FY2011 is \$5.99. OmniGo operating cost per mile is \$5.09, OmniLink operating cost per mile is \$5.39 and Access operating cost hour is \$4.32.
- OmniGo Routes 308, 309 and 325 are the least expensive to operate in terms of cost per mile. Regular fixed routes with the lowest cost per mile are Routes 215, 81 and 67. The most expensive routes in terms of cost per mile were Routes 14, 1, 4, 19, 7 and 3, which all exceeded \$7.00 per mile.
- In terms of cost per mile, the demand response services are less expensive to operate than fixed route service – Access service has approximately the same cost per mile (\$4.32) as the OmniGo Routes (\$4.00–\$5.18), 33.9 percent lower than the fixed route average of \$6.54 per mile.

### Operating Cost per Passenger

- The systemwide cost per passenger for FY2011 is \$4.22. OmniGo operating cost per passenger is \$13.15, OmniLink operating cost per passenger is \$23.38 and Access operating cost per passenger is \$25.87.
- The least expensive fixed routes to operate, in terms of cost per passenger, are Routes 4, 14 and 1, all with costs of about \$2.50 per passenger or below. The most expensive fixed routes, with the highest cost per passenger, were the OmniGo routes with costs ranging from \$8.56 for Route 309 to \$16.53 for Route 365. Of regular fixed routes, the routes with the highest cost per passenger were Routes 67, 81 and 68.
- In terms of cost per passenger, fixed route service is more efficient than demand response service; the cost per passenger is \$3.55 for fixed route service and \$25.74 for demand response service.

- Some of the most efficient routes/services in terms of cost per passenger tend to be the least efficient routes in terms of cost per mile.

#### Revenue per Passenger

- The revenue per passenger represents the average fare paid by each passenger. The systemwide revenue per passenger for FY2011 is \$1.00. OmniGo revenue per passenger is \$0.86 and OmniLink revenue per passenger is \$2.10. Access revenue per passenger is \$3.42.
- Of fixed routes, Routes 81, 82, 65 and 80 generated the most revenue per passenger with average fares of \$1.00 or greater. The lowest revenues per passenger were generated by OmniGo Route 325, with an average fare of \$0.79, and Route 1 and OmniGo Route 308, both with a \$0.86 average fare.
- The highest revenues per passenger were generated by demand response services (\$3.35 per passenger versus \$0.92 for fixed routes), including Access and OmniLink service, which charge higher fares.

#### Farebox Recovery Ratio

- Farebox recovery represents the percentage of operating expenses that are covered by passenger fares. The systemwide average farebox recovery ratio for FY2011 is 23.6 percent. OmniGo farebox recovery is 6.6 percent, OmniLink farebox recovery is 9.0 percent and Access farebox recovery is 13.2 percent.
- The routes with the highest farebox recovery are Routes 4, 14, 1 and 3, recovering more than one third of their cost through the farebox. The regular fixed routes with the lowest farebox recovery are Routes 67, 81 and 67.
- The OmniGo routes have the lowest farebox recovery of fixed routes; however, this is due in part to the reduced fare in effect from introduction of the OmniGo service in September 2010 through December 2010, decreasing total FY2011 farebox revenues.
- Overall the fixed routes perform better than demand response services on farebox recovery, averaging 26.0 percent farebox recovery versus 13.0 percent for demand response. The farebox recovery for Access service is 13.2 percent.

#### *Service Indicators*

Service indicators are used to measure the productivity of transit service—the number of passengers carried per unit of service provided. The productivity of Omnitrans' service is summarized as follows:

#### Passengers per Hour

- Passengers per hour represents the number of passengers per revenue hour of service provided. Systemwide, there were 19.2 passengers per hour in FY2011.

- There were 24.4 passengers per hour on directly operated fixed route services, including 24.7 passengers per hour on weekdays, 21.0 passengers per hour on Saturday and 17.2 passengers per hour on Sunday.
- The number of passengers per hour for contract services is as follows: 4.8 passengers per hour on OmniGo, 2.9 on OmniLink and 2.7 on Access.
- Route 4 was the most productive route with 33.7 passengers per hour followed by Route 14 and Route 1, with 32.5 and 32.2 passengers per hour, respectively. The least productive fixed routes were the four OmniGo routes, again reflecting the lower-density nature of their service areas.

#### Passengers per Mile

- Passengers per mile represents the number of passengers per revenue mile of service operated. Systemwide, there were 1.4 passengers per mile in FY2011.
- There were 1.8 passengers per mile on directly operated fixed route services, 1.9 passengers per mile on weekdays, 1.6 passengers per mile on Saturday and 1.4 passengers per mile on Sunday.
- The number of passengers per hour for contract services is as follows: 0.4 passengers per hour on OmniGo, 0.2 on OmniLink and 0.2 on Access.
- The most productive routes in terms of passengers per mile were Routes 14, 4 and 1. The least productive fixed routes in terms of passengers per mile were the OmniGo routes, followed by Routes 67, 81 and 82.

#### *Capital Assets*

Capital assets and projects show what investments are being made to improve transit mobility in the Omnitrans service area. The capital assets of Omnitrans include the vehicle fleet, operations and maintenance facilities, and passenger enhancements. There are also a number of major projects dedicated to the improvement of mobility and support economic development in the Omnitrans service area. This section provides a description of these assets and projects. Omnitrans will use the COA as an input in the development of their capital plan.

#### Fleet

The Omnitrans fleet consists of revenue vehicles that are used for providing transit services, as well as non-revenue vehicles that support Omnitrans operations, which comprise three fleets. The fixed route fleet operates on fixed routes. The non-revenue fleet includes staff vehicles, tow trucks and other vehicles not used to operate revenue service. The contract fleet includes vehicles that are used on service that is contracted out by Omnitrans, such as demand response service and weekend service on select routes.

The fixed route revenue fleet consists primarily of 40-foot New Flyer buses and 32-foot Thomas SLF buses. The age of the fleet ranges from two to 11 years old, with no vehicles exceeding the 12-year useful life. The current fleet uses liquefied compressed natural gas as a fuel source, but there are two hybrid buses in the fleet. Besides the active revenue fleet there

are five contingency buses and six out-of-service buses that are a part of the fixed route fleet. The five contingency buses includes two 2000 New Flyer C40LF buses, and three 2003 Thomas SLF232 G buses. The six out-of-service buses include two 2000 New Flyer C40LF buses, one 2000 New Flyer GE40LF buses, two 2001 New Flyer C40LF buses, and one 2005 New Flyer C40LF. The replacement plan is for every fixed route bus in the current fleet except the most purchases that joined the fleet in 2009. Omnitrans has estimated the replacement cost of a fixed route vehicle to be close to \$550,000.

Omnitrans' non-revenue fleet supports Omnitrans' services. These vehicles include supervisor vehicles, staff vehicles, relief vehicles, and other vehicles that support service. The contract fleet is the fleet used for Access, OmniGo, and OmniLink service. This fleet consists of smaller cutaway vehicles that have a five year useful lifespan.

### Transit Centers

Omnitrans has 18 transit hubs ranging from off-street transit centers to on-street bus stops. Several hubs provide connections with Metrolink commuter rail services and other regional bus operators, such as Riverside Transit Agency and Foothill Transit.

The 4<sup>th</sup> Street Transit Mall in San Bernardino will be replaced by the San Bernardino Intermodal Transit Center near the intersection of Rialto Avenue and E Street in the City of San Bernardino. Besides serving Omnitrans buses and the sbX, this site will also serve as a new terminal from Metrolink trains that will be extended one mile from the current terminal at Santa Fe Depot to the new Intermodal Transit Center. The Intermodal Transit Center is planned as the center of new transit-oriented development on an adjacent brownfield site, and is intended to spur additional development in the area.

### sbX Bus Rapid Transit

The sbX is a planned Bus Rapid Transit (BRT) system, including as many as ten corridors across the San Bernardino Valley. Groundbreaking of the first sbX line connecting the City of San Bernardino with Loma Linda took place in September 2011. This BRT system will be an enhancement to the current Route 2, which is one of Omnitrans' most productive routes.

The first sbX line will serve 16 stations along a 15.7-mile route operating between Palm Avenue/Kendall Drive in northern San Bernardino and the VA Hospital in Loma Linda. The route will run roughly along Kendall Drive, E Street, Hospitality Lane and Anderson Street, mirroring much of Omnitrans' current Route 2. Exclusive bus lanes (separated from normal traffic) will be available on a 5.4 mile segment between the E Street/Baseline Street and Hospitality Lane/Anderson Street Stations, with the remaining 10.3 miles operating in mixed traffic with Transit Signal Priority (TSP). Many station locations will also have queue jumps to facilitate bus movements through intersections. Vehicles will be branded with the sbX identity to distinguish them as a faster alternative to local buses.

Stations along the sbX route will include high-level amenities such as weather shelters, seating, bike racks, electronic message signs, wheelchair waiting areas and off-board ticketing machines for passengers to purchase Omnitrans bus tickets and passes. Park-and-ride lots will be located at four key locations along the route, including Palm Avenue/Kendall Drive, E Street/Marshall Boulevard, Carousel Mall, and along Anderson Street in Loma Linda. Connections will be available with other transit routes and systems providing service throughout the region, such as Omnitrans fixed routes, Metrolink trains, and the future Redlands Rail/Metrolink Extension at the proposed San Bernardino Intermodal Transit Center.

## **Technical Memorandum 2: Financial Analysis**

A financial analysis was conducted to evaluate the relationship of the projected service and capital improvements to anticipated local, regional, State and federal funding. More specifically, using the financial model developed for the COA, the analysis will compare annual operating and maintenance (O&M) and capital cost estimates developed in conjunction with Omnitrans staff to projected funding levels developed with Omnitrans and SANBAG staff. The O&M component of the model will be calibrated to reflect Omnitrans FY2012 budget detail and bus route and demand response service levels. The starting point for the model's capital component reflects input received from staff related to the current status of the sbX project; vehicle replacement schedules; information technology (IT) improvements; and facility maintenance improvements. The financial model is designed to be flexible to allow for the integration of changes to specific routes, the addition of new services, and the adjustment and/or expansion of planned capital projects which will be developed in other COA planning activities.

The financial analysis will evaluate two scenarios:

**Baseline Scenario:** This scenario reflects the assumption that Omnitrans fiscal year (FY) 2012 system-wide operating and capital characteristics are held constant through FY2030. The Baseline Scenario is intended to provide an illustrative analysis that if service levels are held constant, Omnitrans's system-wide costs will change annually in the future due to factors that may include but not be limited to: inflation; salary and wage rate adjustments; benefit expenses; insurance requirements; and others. The Baseline Scenario's costs will be compared to local, regional, State and federal revenue projections to identify if the agency would experience annual funding shortfalls. If funding shortfalls are identified, the analysis will indicate the level of service hours and/or capital costs that would need to be reduced to stay within the revenue projections. The evaluation of the Baseline Scenario will be based on the financial model calibrated to Omnitrans' FY 2012 operating and financial information.

**Phase II Service Alternative Scenarios:** These scenarios will reflect potential future system-wide service concepts based on results of other COA tasks. Based on the financial model developed during the Baseline Scenario analysis, future year costs for the alternative service scenarios will be compared to annual revenue projections. Similar to the Baseline Scenario analysis, the evaluation will identify potential future annual

funding shortfalls based on the projected service levels and capital improvement projects. If funding shortfalls are identified, the consultant team will work with Omnitrans and SANBAG staff to develop potential solutions which may include reduced service levels; changes in the implementation schedule; and identification of potential supplemental revenue sources.

### **Technical Memorandum 3: Service Policy Analysis**

This analysis provides an overview of existing Omnitrans service standards, an evaluation of current route performance based on the service standards, and a set of recommendations for new or updated service standards based upon peer reviews and conditions specific to the Omnitrans operating environment.

#### *Fixed Routes*

The performance of the Omnitrans fixed route system is mixed when it is evaluated against the current standards. The mixed evaluation represents an approach to service that balances service efficiency and financial efficiency. It also shows that standards are guidelines for evaluating a system—low performance in one category should not be used to make a blanket statement about a service.

The Omnitrans fixed route system as a whole did meet financial goals and is very close to meeting productivity goals. The standard for productivity for the system is a minimum of 25 boardings per hour; however, the actual number of boardings per hour was 24.4 overall. Farebox revenues covered 26.5 percent of operating expenses compared to the standard of 25 percent.

Certain fixed routes consistently meet or exceed the standards, including Route 3, Route 4, Route 14 and Route 61. These routes perform well in service coverage, productivity and fiscal condition, generally performing better than the standard in service frequency and span, farebox recovery and passenger boardings per hour. To note, Routes 3 and 4 do not meet the standard for Saturday span of service. The results for other routes were mixed, meeting some standards and not meeting others.

One area where few of the routes met the standard is in on-time performance due to buses operating ahead of schedule, which may be due to glitches in the software that reports arrival and departure information at terminal points. This issue can be addressed by putting greater weight on mid-route timepoints versus terminal timepoints. Service span and frequency is another area where many routes did not meet the standard; however, there are many cases (particularly regarding span) where routes failed to meet the standard by only a matter of minutes. Most routes did not meet the productivity standard on Saturdays, which has the same performance standard as weekdays—separate Saturday targets need to be established. The opposite was true on Sundays, where the standard for productivity is lower. Another area where Omnitrans fixed routes performed poorly was in average fare: no route met the FY 2011 standard set for average fare.

### *OmniGo*

The OmniGo service does not have its own service standards. Instead, a mix of fixed route and OmniLink standards were used to evaluate individual OmniGo routes and the OmniGo service overall. OmniGo service does not meet the standard for passenger utilization—the service had approximately half the number of passenger boardings per hour required to meet the standard, which is set to ensure a farebox recovery rate of 10 percent. Overall, OmniGo performs slightly below the farebox recovery standard, but exceeds the standards for financial effectiveness and efficiency. Rather than being evaluated against standards designed for other services, separate standards for OmniGo should be developed.

### *OmniLink*

The OmniLink service has its own indicators for service coverage, service utilization and provision, fiscal condition and service quality and reliability. As a demand response service, OmniLink meets coverage standards within its operating area as well as the service frequency standard. OmniLink does not perform as well in terms of service utilization and financial efficiency. Overall, OmniLink service failed to meet the three standards related to service utilization and provision, trips per capita, passengers per revenue hour, and revenue hours per capita. Financially, OmniLink did not meet its farebox recovery target but exceeded other financial performance standards.

### *Access*

Access service is evaluated based on standards for fiscal condition, service quality, service utilization and reliability. Access service performed well, exceeding standards in all areas. Access has higher ridership than the standard and a higher number of trips per capita than the standard. Access service operates better than the standard for service quality and reliability. Access also performs better than the standard in terms of financial performance. In terms of cost effectiveness and cost efficiency, Access service operates better than the standard.

### *Labor Productivity*

The overall Omnitrans organization was evaluated based on labor productivity standards. Omnitrans is performing well regarding labor productivity—overall, Omnitrans is meeting the standards. In terms of annual operating hours per transportation operator, Omnitrans performs very close to the standard. Omnitrans is operating more revenue hours per transportation supervisor than the standard, meaning it is either operating more efficiently than the standard, or it is short supervisors needed to meet the supervision efficiency standard. In terms of maintenance, Omnitrans operates with fewer maintenance employees per revenue mile than the standard; however, it maintains a low road call rate, fewer mechanical failures, and fewer farebox failures than the standard.

### *Peer Comparison*

The review of service standards for peer transit agencies indicates that the focus of service standards is directly linked to elements such as the size of area covered and the capacity of available financial resources to provide transit service. The focus of the agency providing transit service, whether towards coverage and access or productivity, is directly related to the primary standards that are used to evaluate service performance and often impacts the types and modes of transit services operated.

Omnitrans' service standards take an approach that highlights a mixture of financial performance and service coverage. This is highlighted with the policy of providing 65 percent of service on routes that have high productivity and 35 percent of service on routes that provide coverage throughout the service area. The agency seeks to provide coverage to as many communities as possible, which is reflected in the development of specialized services such as OmniGo and OmniLink for lower-density areas. But at the same time, by setting a 25 percent farebox recovery objective, Omnitrans does set a limit on the amount of resources that can be used on service in areas with lower demand.

### *Recommended Performance Measures*

The desire to serve various communities of the Omnitrans service area that have varying levels of transit demand led to the development of new services, such as OmniGo, that do not have well defined service standards. With the upcoming establishment of BRT service, there is an opportunity to create service standards for each family of services that recognizes their unique characteristics.

The recommended performance measures are designed to be consistent with Omnitrans' major service principles as well as the agency's objective to meet a systemwide farebox recovery ratio of 25 percent. These performance measures seek to identify an appropriate mix of targets that apply to each unique service mode while meeting systemwide goals.

Certain performance standards need to be updated to reflect the variety of services, recent service changes and Omnitrans' service principals and goals. Some examples of this are span and frequency standards should be updated to reflect recent service cuts, average fare standards need to be updated and tied to any changes in fare policy. Another update, which will be addressed in the route recommendations phase, is the stratification of fixed routes into tiers.

The service evaluation process should be performed by service type to assess the performance of each mode of transit service within its service grouping. In this manner, Omnitrans' local bus services would be assessed in a separate grouping than OmniGo and OmniLink services.

## **Technical Memorandum 4A: Summary of Initial Commuter Outreach**

Public participation is an integral part of the COA process. Achieving involvement from a broad cross-section of stakeholders requires a multi-pronged outreach program that allows people to participate in a variety of ways. Thus, a comprehensive and varied public outreach program was developed to maximize opportunities for the public to provide input and feedback.

Community outreach is being conducted in three phases. Phase I includes two steps, Step 1: Project Startup and Information Gathering and Step 2: Identification of Transit Service Issues and Opportunities. Phase II includes Step 3: Draft Transit Services Alternatives. Phase III includes Step 4: Draft Transit Service Action Plan and Step 5: Final Transit Service Action Plan. The initial community outreach activities summarized in this document are part of step two of the community outreach process.

### *Community Outreach Activities*

Initial outreach activities conducted during Phase I of the COA focused on identifying transit service issues and ideas for improving Omnitrans' service. Roughly 1,300 people participated in the Phase I outreach activities, which included online outreach, stakeholder interviews, rider drop-in sessions, employee input sessions, and public open houses.

### Online Outreach

A webpage dedicated to the Comprehensive Operational Analysis has been developed: [www.OmnitransCOA.org](http://www.OmnitransCOA.org). The webpage and email blasts will be used throughout the project to post information and solicit feedback from the public through an online comment form, regular mail, or through a project phone line: (909) 272-3025.

### Stakeholder Interviews

The purpose of the stakeholder interviews was to understand the perspectives of agencies and organizations with respect to transit service issues and opportunities. Individual and group stakeholder interviews were held during the week of April 25, 2011. Approximately 35 stakeholders participated in the stakeholder interview process. Stakeholders included representatives from the following types of organizations:

- Local Government and Elected Officials
- Social Service Agencies and Organizations
- Senior Service Organizations
- Disabled Community Organizations
- Educational Facilities
- Omnitrans Plans and Programs Committee

### Rider Drop-In Sessions

The purpose of the rider drop-in sessions was to hear perspectives from riders on transit issues, concerns, and opportunities for improvement. A total of 10 rider drop-in sessions were

conducted during the week of April 25, 2011. More than 1,100 passengers participated in the sessions, consisting of informal interviews with passengers waiting at five main transit stops throughout the system:

- Montclair Transit Center
- Chino Transit Center
- Redlands Transit Mall
- San Bernardino Transit Mall
- Fontana Metrolink Station

#### Employee Input Sessions

The purpose of the Omnitrans employee input sessions was to obtain input from Omnitrans employees about day-to-day transit service issues such as new service needs, problem locations, and customer requests or concerns, as well as ideas for improvements. Four employee input sessions were held the week of April 25, 2011. Project team members met with individual employees or groups of employees, including maintenance workers, dispatchers, schedulers, and drivers. Approximately 135 employees participated in the employee input sessions.

#### Public Open Houses

The purpose of the public open houses was to provide information about the COA and to provide a forum for the general public to provide input on transit service issues and opportunities. A total of 26 people participated in two open houses. A formal presentation was made at the beginning of each open house. Community input was collected by recording comments on flipcharts, soliciting attendees' preferences through map markups, and asking attendees to fill out comment cards.

#### *Major Themes*

The following themes emerged from the initial outreach activities. The major discussion themes are not listed in any order of priority or importance.

#### Overall satisfaction with Omnitrans service

- One of the strongest recurring themes was an appreciation of Omnitrans service. Many participants noted that the service functions well and gets them where they need to go. Many passengers also mentioned that drivers are generally friendly and helpful. However, some passengers feel that some drivers are rude on occasion.

#### Challenges connecting between buses and with other modes of transportation

- One of the strongest recurring themes that surfaced during the initial community outreach was the issue of making connections. Many passengers need to use some combination of multiple buses, other modes of transportation, and/or other transit systems to arrive at their ultimate destination, and several noted that they experienced

challenges when making these trips. It should be noted, however, passengers were not unhappy that they had to make connections. Rather, they would like improvements made to make those connections easier to complete.

- Some passengers who use multiple buses noted that bus schedules are not synchronized to allow passengers to make connections easily. For example, some passengers noted that walk times between stops on two different routes were so great that passengers often missed connections, primarily transfers at the Fourth Street Transit Mall in San Bernardino. Scheduling was also raised as an issue for those passengers connecting to and from other transit providers, such as Riverside Transit Agency (RTA) and Foothill Transit. There were many suggestions to move connecting bus stops closer to each other or to make the times between connections greater to accommodate a passenger who needs to walk from one stop to another.
- Some passengers commented that they appreciate the extra effort drivers make to help passengers make connections. These efforts include calling the driver of the connecting bus to ask them to wait a few minutes for passengers and/or drivers waiting a few minutes for a connecting bus that they know is a bit behind schedule. Passengers were very appreciative of drivers making an extra effort to ensure that customers were able to make their connections and get to their destinations on time. Some participants expressed frustration that some drivers leave before passengers arrived from a connecting bus. Drivers noted that they sometimes have to depart from a stop in advance of a connecting bus to stay on schedule.
- Finally, because Omnitrans does not currently have a method of transfer, the cost of using several buses was cited as a barrier to many passengers. Some participants would like to see a way to connect the region's transit providers so that they would only need to purchase a single pass.

#### More frequent service

- Many participants would like to see more frequent service. Some noted that they would be willing to pay an increased fare for more frequent service. Others suggested that some routes that run every 15 minutes could be reduced in frequency to allow routes with 1-hour wait times to be modified to 30-minute wait times.
- Some participants noted that increased bus frequency would also address crowding on some routes. However, others suggested larger buses and/or additional bike racks to address crowding.

#### Desire for longer hours and more weekend service

- Some passengers would like earlier service start times and later service end times to accommodate alternative work schedules, and transportation to school, shopping, and health and social service appointments. Some noted that passengers are sometimes stranded at the end of the service run without a way to arrive at their final destination. Some passengers also noted that later service during the summer, when daytime temperatures are high, would provide a way for people to enjoy entertainment once the temperatures cool down in the evenings. Many passengers also requested more frequent weekend service.

#### Suggested route additions and changes

- Participants provided detailed suggestions regarding where routes should be located, new destinations, and changes to existing routes (see appendices for detailed input on route alignments). Many participants suggested that Omnitrans should serve community facilities better, including schools, medical clinics, human services facilities, senior centers, senior housing, and other community facilities. Other desirable destinations included Victorville and desert areas, casinos, entertainment venues, and malls.
- Suggestions to improve existing routes included slight changes to accommodate passengers better or to serve additional populations. Participants also provided input on where a route could be located to better serve businesses or residents, to avoid detours and traffic congestion, and to provide better access for people with disabilities.

#### Interest in additional express service

- Many participants mentioned that they would like to see additional express service along various corridors within the service area, such as from Montclair to Ontario Mills Mall and Victoria Gardens, along State Route 210, and from Redlands to Ontario and Montclair, among others. Participants also provided mixed feedback on the proposed sbX service. Some felt excited and look forward to using the new service. Others mentioned concerns, such as destinations, the impact on merchants along the route, and the cost compared to upgrading existing routes. Many participants also stated that they would like to see the old express route 90 reinstated.

#### Appreciation of paratransit service and opportunities for improvement

- Many participants commented that the Access paratransit service is a valuable transportation option for people with disabilities. Most participants noted that, generally, passengers are able to get where they need to go on time. Suggestions were made to fine tune route scheduling a bit to respond to various issues. For example, some passengers with health issues (such as dialysis patients) are weak and find it difficult to be in the vehicle any longer than absolutely necessary. Other examples raised

included delays in vehicle arrival times because drivers need to address issues of verbal or physical confrontations between passengers.

#### Improving the passenger experience

- Many participants suggested installing new fare boxes because they tend to get jammed and cause schedule delays. Some also noted that requiring drivers to check IDs can be time consuming. Participants also commented that the process of renewing ADA cards or proving age-based eligibility can be very difficult and take a long time. Suggestions to address these issues included eliminating the passes and using a cash-only fare, issuing temporary passes while people are waiting for their renewal cards, or having vendors screen reduced-fare passengers beforehand so that drivers do not need to check IDs.
- Bike racks were appreciated but many felt that there should be additional space on the buses for bikes because the existing racks are often full. Riders were appreciative of the audible announcement system when it worked, but commented that sometimes it does not work or is turned off.
- Passengers also provided suggestions for improving safety on the bus. Participants acknowledged that most drivers are considerate of passenger comfort and safety, but noted that, on occasion, drivers depart from a stop before all passengers are seated. Some passengers also suggested that buses have seatbelts and that security be improved on the buses.
- Some passengers expressed dissatisfaction that buses occasionally depart from a stop prior to the scheduled time and/or depart even though the driver can see someone running to make the bus.

#### Diversity of views on fares

- Although many people felt that the costs are reasonable, some noted that fares are too high. Participants suggested cost savings such as free or discounted passes for students and youth, and free or low-cost transfers. There were also comments that the subscription service for Access costs more than scheduling individual trips, so subscriptions are not being used.

#### Bus stop improvements

- Many participants provided suggestions regarding placement of bus stops. Detailed comments regarding locations for new stops and realignment of existing stops are provided in the appendices. Some participants pointed out that bus stops should be placed closer to corners to reduce jaywalking and promote pedestrian safety. Others pointed out that many connecting routes have stops that are too far apart for most

people to walk to the next connecting bus, and suggestions were made to move connecting route stops closer together and/or increase the time between stops for connecting buses.

- Many passengers would also like to see improvements made to bus stops to make them safer and more comfortable. Bus stop safety issues that were raised included poor lighting or malfunctioning lighting, pot holes in the street, flooding, lack of sidewalks/paving, and poor roadway visibility in the area around the bus stop. Additional improvements raised included cleaning the area around the bus stops, establishing shade (which is particularly important during the summer when temperatures are elevated), installing water fountains, installing and maintaining restrooms, and installing benches (which is particularly important for older adults and people with disabilities when wait times can be up to 1 hour).
- Additional comments related to bus stops included ensuring that they are well marked and easily identifiable, and providing better signs and information to help people make connections at transfer centers. Some suggested that all bus stops have schedule information, as well. For eliminated stops, some passengers suggested that information be posted to help direct passengers to an alternate stop.

#### Need for enhanced communication and education

- Many passengers appreciate the “Bus Book” and find it useful. Some participants noted that targeted information and travel training for older adults and people with disabilities would be useful. Some participants mentioned that customer service on the call-in line could be improved. In particular, participants would like to be informed of how their complaint will be addressed.

#### Additional transportation choices

- Some participants suggested transportation alternatives that could plug gaps found in existing transit service. One example raised is a Consolidated Transportation Services Agency, which could help augment Access service by taking on higher needs patrons for a lower cost. Ridesharing and carpooling was also mentioned as something to be encouraged.

#### Capitalizing on driver knowledge when scheduling routes

- Some drivers noted that because they have familiarity with traffic patterns and other details of their routes, drivers can be a great resource to help with route scheduling. Some drivers also noted that if they experience delays due to issues such as traffic and detours, they often must use their personal break time to stay on schedule, which cuts into their meal and bathroom breaks.

## Technical Memorandum 4C: Coverage and Congruency Analysis

One of the key decisions in providing transit is determining where service should be provided and the spacing of bus routes. Service coverage and congruency analyses provide a baseline evaluation of Omnitrans' service availability. Service coverage analysis (production end) looked at Omnitrans routes and their relationship to areas of high population density and propensity for transit success and service congruency analysis (attraction end) looked at Omnitrans routes and their relationship to the locations of major trip generators.

### *Coverage*

The coverage analysis looked at the Omnitrans service area in comparison to where residential concentrations are located. The analysis sought to identify any residential areas where there is sufficient population density to warrant transit service—both to confirm that the existing service covers all of the most important residential concentrations and to identify any new residential areas that are large enough to warrant service but do not currently have it.

Omnitrans routes currently serve at least a portion of all of the largest residential concentrations in the study area. Some portions of residential concentrations not currently served by Omnitrans routes are as follows:

### West

- A more dense concentration in Ontario south of Route 60
- A more dense concentration on the Montclair/Upland border
- Small pockets of more dense concentrations in Montclair, Upland, Chino, and Rancho Cucamonga
- Small pockets of less dense concentrations in Upland and Rancho Cucamonga

### Central

- Small pockets of more dense concentrations in San Bernardino, Rialto and Fontana
- Less dense concentrations throughout Fontana

### East

- A less dense concentration southwest of Route 10 in Redlands

### *Congruency*

It needs to be noted that *Omnitrans routes currently serve the vast majority of major trip generators in the study area.* In each region of the study area, some major trip generators not currently served by Omnitrans include:

### West

- A major industrial area in Ontario north of Route 60
- Mixed use generators along Route 210 in Rancho Cucamonga

- California Institution for Women in Chino
- Mixed use generators in Chino along Edison Avenue

#### Central

- A major industrial area in Ontario and Fontana south of Jurupa Street
- A commercial area along Route 15 in southern Rancho Cucamonga

#### East

- Some healthcare and social service generators in northern Redlands
- Redlands Municipal Airport

### **Technical Memorandum 5: Administrative Functions Analysis**

The administrative functions analysis demonstrates how Omnitrans compares with peer agencies in terms of structure and cost of operations. Three forms of data were used to perform this analysis, including a previous benchmarking study conducted by J Lewis & Associates in 2010. In order to analyze peer agencies by cost and structure, 22 agencies were selected across the United States and their officially reported National Transit Database expenses were downloaded from the Integrated National Transit Database Analysis System (INTDAS) website. Finally, to compare organizational structures, wage scales, and benefits, the same 22 peer agencies were surveyed for their expenses by each internal department. As many responses are still outstanding, the results of the survey findings will be included in the final version of the memorandum.

It is anticipated that the results of the analysis will reflect how well Omnitrans compares to peer agencies, and whether additional investigation of specific cost categories should be undertaken. Further action within Omnitrans may include enhanced financial and budget management practices, improved maintenance training, greater employee productivity and quality control, and better management and supervision that reinforce effective motivational and directional skills.

#### *Operational Characteristics*

Compared to 20 peers, Omnitrans is at the lower end of the peer group in terms of service area population and service area size because peers that are larger than Omnitrans are significantly larger; a greater number of the peers are smaller in both population and service area.

- Omnitrans is 8<sup>th</sup> largest in service area.
- Omnitrans is 9<sup>th</sup> largest in population.
- Omnitrans is 6<sup>th</sup> highest in average passenger trip length out of 19 peers, above the midpoint.

When the trip length is taken into account, cost per passenger and passengers per vehicle hour can be expected to be slightly worse (higher cost per passenger and lower passengers per hour). Among 20 peers:

- Omnitrans' total budget was 15<sup>th</sup> largest, indicating that the magnitude of the organization is somewhat smaller than the peers.
- Omnitrans is 7<sup>th</sup> highest in farebox recovery and registers in the midpoint of the range of peers.

#### *General Administration*

Omnitrans combines slightly better than average compensation and fringe rates per employee, with slightly better than average productivity (miles per employee) and a substantially better than average expenditures for administrative services to achieve low administrative costs per revenue mile. Omnitrans ranked 8<sup>th</sup> lowest of 21 peer systems in total administrative costs per mile, with a cost per mile less than half of the peer average.

#### *Vehicle Operators*

Cost effectiveness was also evaluated in terms of vehicle operations, composed primarily of operator wages and benefits.

- Omnitrans ranks 5<sup>th</sup> of 19 systems in operator pay hours per vehicle hours (pay hour to platform hour ratio).
- Omnitrans had the 11<sup>th</sup> lowest average hourly wage, the median wage of 20 peers.
- Omnitrans was 8<sup>th</sup> highest of 20 systems in vehicle operator wages per revenue hour, substantially above than the mid-range of all the peers.
- Omnitrans ranked 11<sup>th</sup> of 19 peer systems in fringe benefit rate, near the median for the systems but substantially below the midpoint of the range and the average.
- The productivity of Omnitrans' maintenance employees (total vehicle hours per maintenance employees) is 6<sup>th</sup> highest and greater than the average of 20 peers.
- Omnitrans ranks 10<sup>th</sup> in the cost per maintenance employee of 19 peers, the median for the group and somewhat less than the midpoint of the range.

#### *Total Costs*

Omnitrans performs better versus its peers on a per-mile basis than on a per-trip basis, but better than average and median on both.

- Omnitrans ranks 7<sup>th</sup> of 19 peer systems in cost per passenger mile.
- Omnitrans ranks 9<sup>th</sup> of 20 systems in total cost per unlinked trip.
- Omnitrans ranks 5<sup>th</sup> of 20 peer systems in cost per vehicle hour.
- On the major function, cost of vehicle operations, Omnitrans ranks 9<sup>th</sup> of 19 and just below the median, confirming that its overall cost effectiveness is earned disproportionately in the administrative and maintenance functions.

### *Efficiency*

The results of deadhead, peak to base, average speed analyses suggest a system with typical logistical constraints, but a flatter than normal time-of-day profile.

- The system ranks 2<sup>nd</sup> of 19 peer systems in terms of percent of deadhead miles.
- Omnitrans ranks 4<sup>th</sup> of 20 peers in percent of deadhead hours, suggesting garages are well-located relative to the service break-in and break-out points.
- The peak-to-base ratio (ratio of vehicles required at the PM peak hour relative to the number required in the midday base) is only 1.29, relatively flat compared to peers. While this is a constraint on cost-effectiveness, it is determined by the demand patterns as well as by scheduling practices.
- Omnitrans ranks 9<sup>th</sup> of 19 peers in average system speed. Speed is a constraint determined largely by operating conditions and Omnitrans' average speed is slightly faster than the median.

### *Fleet Efficiency*

Omnitrans had the 4<sup>th</sup> highest fleet utilization of peers (vehicle miles per active vehicle). Of 20 peers, Omnitrans had the 6<sup>th</sup> highest spare ratio.

### *Demand Response Service*

In relation to peer demand response service, Omnitrans' demand response service was more productive and operated at lower total costs.

- Omnitrans operated the 4<sup>th</sup> most productive demand response system of 21 peers in terms of passengers per revenue hour.
- Omnitrans demand response service had the 6<sup>th</sup> highest of 21 in general and administrative costs per vehicle hour.
- Omnitrans ranked 8<sup>th</sup> highest of 21 in maintenance expense per hour.
- Omnitrans had the 2<sup>nd</sup> lowest vehicle operation expense per hour of 21 peers.

### *Update of Benchmarking Study*

This section presents an update of the August 4, 2010 Benchmarking Report conducted by J Lewis & Associates that compared Omnitrans with over 100 systems in the western United States on 23 operating/cost metrics, including trend data from 2002 to 2009 for select peer agencies, all U.S. transit agencies and regional averages for U.S. transit agencies.

Omnitrans performs better than its California peers when measured against many metrics. A trend analysis of general administrative expenses revealed that while Omnitrans had some of the highest costs in 2002 but ended up with cost much lower than peers in 2009. Omnitrans expenses have been trending downward while the costs of peers, U.S. and regional averages have been trending upward. General administration salaries and wage rates are low compared

to peers but higher than the regional averages other than the western region, which tends to have higher costs and wage rates than the rest of the country.

One metric where Omnitrans performs poorly is total revenue vehicle system failures for both directly operated and purchased transportation services. Omnitrans has had a much higher rate of vehicle failures per revenue mile than the other regions and agencies. This can be due to either a higher objective number of incidents, or the possibility that Omnitrans defines the failures more strictly for reporting purposes than other agencies.