

1 **Coordination Background and Summary**

1.1 **Format of the Coordinated Solano County Short Range Transit Plan Document**

This Coordinated Solano County Short Range Transit Plan (Solano County Coordinated SRTP) document covers the period FY 2015-16 through FY 2024-25 and updates the first Coordinated SRTP adopted by the Solano Transportation Authority (STA) in 2013. It contains two chapters. The first Chapter provides the Background and Summary of the Coordinated SRTP. The second Chapter provides individual SRTPs of the five transit operators in the county, in accordance with MTC Resolution 3532. Each individual SRTP is a self-contained document, with its own table of contents and appendix. Four of the five operators (SolTrans, FAST, Dixon Read-Ride and Rio Vista Delta Breeze) participated in a process with STA to update the SRTPs simultaneously. The SRTP for Vacaville City Coach was produced separately.

1.2 **Background for Solano County Coordinated SRTP**

In 2010 the Metropolitan Transportation Commission began the Transit Sustainability Project (TSP), a regional effort to address transit capital and operating shortfalls and to improve transit performance for the customer. In May 2012 MTC adopted Resolution 4060 which contains several policies, strategies and recommendations resulting from the TSP findings. One of the Resolution 4060 recommendations was to conduct multi-agency Short Range Transit Plans (SRTP) at the county or sub-regional level to promote interagency service and capital planning.

Another recommendation was specific to Solano County:

County-level SRTP work is underway in Solano County. MTC will provide funding to the Solano Transportation Authority (STA) to complete the analysis to better inform service planning throughout the county. STA and the Solano transit operators are to use this process to identify service improvements, performance objectives and potential service functional and institutional consolidation opportunities.

In addition to the customary requirements for the development of individual transit operator SRTPs, at MTC's request STA included preparation of a Coordination Analysis Technical Memorandum in the scope of work for the Solano County Coordinated SRTP.

In September, 2013, STA adopted its first Coordinated SRTP covering the period from FY2012-13 through FY2021-22. The 2013 Coordinated SRTP included the individual SRTPs of the county's five public transit operators: Dixon Read-Ride, FAST, Rio Vista Delta Breeze, SolTrans, and Vacaville CityCoach. It also

included a Coordination Analysis that addressed these subject areas: Fare Coordination, including Clipper implementation; Coordination of Capital Planning, including opportunities for joint procurement; and Coordination of Transit Service Planning, including fixed route schedule and ADA paratransit coordination.

1.3 Summary of 2016 Coordinated Solano County SRTTP

1.3.1 Status of Coordination Between Public Transit Operators

Service Planning Coordination

The organizational structure for collaborative intercity transit service planning in Solano County is the SolanoExpress Intercity Transit Consortium (Consortium) which includes all Solano operators plus STA and the County of Solano. Established in 1997 by STA and the cities and county of Solano through an amendment to the STA's Joint Powers Agreement (JPA), the Consortium coordinates intercity services that operate within Solano County and between Solano County and Contra Costa, Napa, Yolo and Sacramento counties. The Consortium also functions as an official advisory committee to the STA Board and staff on matters pertaining to planning and implementation of intercity transit.

The effective functioning of the Consortium relies on inter-agency cooperation at all levels: staff, management, and boards. Such cooperation is currently through consensus building and guided by the STA's JPA and a Memorandum of Understanding (MOU) between the participating agencies that describes the purpose, authority, funding and responsibilities of the Consortium.

The Intercity Transit Funding Working Group (ITFWG) was formed by STA to develop funding stability and equitable cost sharing for intercity services. ITFWG is currently comprised of all funding participants including the County of Solano, STA, and all Solano County transit operators, except Rio Vista. Rio Vista does not participate in the ITFWG because it does not provide intercity fixed route transit services that are eligible for regional (RM2) funding and it does not receive fixed route intercity transit services because it is not located along a major regional transit corridor. The ITFWG is considered an efficient and effective mode of information dissemination and coordination between the member agencies.

In October 2012, the STA Board approved an Intercity Transit Funding Agreement for SolanoExpress Routes. Under the agreement, SolTrans, Dixon, Fairfield, Suisun City, Vacaville, and Solano County contribute to the Solano Express network and as a result, make most policy decisions on the service. The service continues to be operated by SolTrans and FAST. The agreement focuses on three principles – stability, efficiency and flexibility. The Coordinated SRTTP provides the performance standards for intercity bus routes in the Goals,

Objectives, Measures and Standards (GOMS) element of each individual operator's SRTP.

The SolTrans and FAST bus routes that are included in the Intercity Transit Funding Agreement are FAST Routes 20, 30, 40, and 90 and SolTrans Routes 78, 80, and 85.

- Route 20 connects the Fairfield Transportation Center and the Vacaville Transportation Center with stops at the Davis Street Park and Ride in Vacaville and the Solano Town Center.
- Route 30 serves Fairfield, Vacaville, Dixon, U.C. Davis, and Sacramento with weekday commute period service and limited service on Saturdays.
- Route 40 provides weekday commute service between Vacaville Transportation Center and Pleasant Hill BART and Walnut Creek BART with stops at Fairfield Transportation Center, and Benicia, with weekday commute peak service.
- Route 90 provides express weekday service between the Fairfield Transportation Center and El Cerrito del Norte BART.
- Route 78 operates between Vallejo, Benicia, Diablo Valley College, Pleasant Hill and Walnut Creek BART;
- Route 80 operates between Vallejo and El Cerrito del Norte BART;
- Route 85 operates between Vallejo and Westfield Solano Mall with stops in Fairfield at Fairfield Transportation Center and Solano Community College and stops in Vallejo at Six Flags Discovery Kingdom and Sereno Transit Center;

Other intercity services, especially those that operate outside the county, are coordinated between connecting operators. For example, SolTrans and Napa Vine coordinate their services in Vallejo, and some operators have specific agreements addressing intercity services like SolTrans and WETA for the ferry/bus transfers and Route 200. Route 200 provides express bus service between Vallejo and the Ferry Building in San Francisco. The WETA/SolTrans agreement is under review by both agencies.

In 2014, in conjunction with an effort to update the intercity transit plan for the county's major travels corridors, STA, SolTrans and FAST (as the operators), and the Intercity Consortium, recommended a basic all-day three Intercity Bus route system, with an additional peak hour service linking Fairfield and Vacaville to Sacramento. The proposed routing consisted of three all-day, frequent routes:

- Sacramento, Davis, Dixon, Vacaville, Fairfield and Benicia via Interstate 80 and Interstate 680 to the Walnut Creek BART Station.
- Suisun City, Fairfield, and Vallejo via Highway 12, Interstate 80, Highway 37 and then Mare Island Way and Curtola Parkway to Interstate 80 and the El Cerrito del Norte BART Station.

- Vallejo Ferry Terminal, Benicia via Curtola Parkway, Interstate 780, Military Way and then via Interstate 680 to the Walnut Creek BART Station.

Major stops are proposed at Vacaville Transportation Center, the Fairfield Transportation Center, Solano College in Fairfield, Benicia Industrial Park Bus Hub, and the Vallejo Ferry Terminal/Vallejo Transit Center. An improved stop for accessing the Solano 360 development and Six Flags is planned for the Highway 37 interchange near the fairgrounds.

In follow-up work that has been coordinated with the Short Range Transit Plan process, the Intercity Bus proposal has been reviewed, with some proposed revisions. These revisions include: routing (making Davis a peak-only destination, making Sacramento an all-day destination), making some additional routing revisions near Solano College, and also verifying running times of the current service (which formed the basis for the new service estimates), and considering a phased-implementation of the service changes.

The most recent efforts focused on creating actual service schedules and vehicle assignments including verification of running times based on new information. Current running time estimates appear to be deficient, and as a result, additional discussions related to policy service levels and funding are continuing.

Schedule Coordination

To facilitate schedule coordination at designated transfer points, operators provide each other with the printed and/or Excel files schedules of their connecting bus routes. When changes to local bus services are proposed, the operator initiating the change informs connecting intercity bus operators and provides the changes so the other operators can consider coordinating their intercity bus schedules with the local bus schedules. As a courtesy, when changes to intercity bus service are proposed, the operator initiating the change informs the Consortium and only implements changes with approval of the Consortium and, ultimately, STA.

The 2013 Coordination Analysis recommended that the operators consider the advantages and disadvantages of using computerized schedule systems software to integrate transit services and increase customer convenience. Currently, both FAST and SolTrans are utilizing computerized scheduling systems for their fixed route bus systems.

Schedule Change Calendar

The operators are also reviewing how their schedule change calendars might be aligned. The benefits of aligning the schedule change calendars are to facilitate synchronizing schedule changes between connecting operators to assure that there is no disruption to connectivity between services due to the offset of time between separate change dates. The 2013 Coordination Analysis included the following recommendations:

- For the purpose of assuring inter-operator service connectivity, the Consortium should look for opportunities to establish common schedule change dates (for example, of July 1 and January 1 of each year), recognizing that there are challenges to accomplishing this;
- The Consortium should consider and discuss procedures to establish a common schedule change timeline for purposes of inter-operator schedule coordination; and
- Operators may make changes to routes and schedules that do not affect established inter-operator connections at any time during the year (for example, minor route changes or schedule adjustments while maintaining the same scheduled time at the connection point) or are urgent and necessary for budgetary reasons.

Paratransit Coordination

In July 2013, STA in partnership with the Solano County transit operators launched a Countywide In-Person Americans with Disabilities Act (ADA) Eligibility Program. The goals of the program are to:

- Make more accurate and consistent ADA eligibility determinations countywide;
- Simplify the ADA certification process for the applicant;
- Ensure high quality paratransit service for passengers who truly need the service; and
- Promote alternative transportation modes for people who may be able to use fixed route and other transportation options.

The previous paper-based application process was replaced with a more personalized in-person process where a qualified professional interviews applicants and, if needed, assesses an applicant's physical and functional ability to use fixed route transit. Medical verification from a health care professional is no longer required.

ADA eligibility assessment centers are located in each of the seven cities in the county. In-person assessments occur weekly in most cities, and as needed for the smaller cities of Dixon and Rio Vista.

CARE Evaluators was selected as the consultant to collaborate with STA and the Solano County Transit Operators to administer a Countywide In-Person ADA Eligibility program that is consistent with ADA federal requirements.

In addition, intercity paratransit services are offered through a Memorandum of Understanding (MOU) between the County and seven cities which provides a countywide taxi-based intercity paratransit service. The "Phase 1" intercity service currently provides paratransit trips between cities and/or the county unincorporated area to ambulatory riders (those able to enter and leave a taxicab without assistance). The Phase 1 intercity service does not cover intracity paratransit trips, which are provided by the cities under mandate by the Americans

with Disabilities Act (ADA), nor does the Phase 1 service cover intercity trips for non-ambulatory riders.

Solano County, the Solano Transportation Authority, SolTrans, and the cities of Dixon, Fairfield, Rio Vista, and Vacaville are coordinating a new MOU which will transition the Phase 1 service into a new taxi-based service with accessible vans which will provide intercity trips to both ambulatory and non-ambulatory riders (those unable to enter and leave a regular taxicab without assistance). The new MOU will establish the County as lead administering agency for the Program, which will involve a contracted paratransit provider. Annual funding for the Program will come from a variety of sources, including Transportation Development Act Article 8 funds from the County and cities, New Freedom federal grant funds, and farebox revenues.

The MOU provides the following framework for the Program:

- STA will administer the Program and its contract;
- The other partner agencies will help fund, provide outreach, and determine appropriate farebox percentages;
- Will provide contracted taxi-style intercity service for all eligible paratransit riders;
- Creates a flexible farebox structure to balance demand for the trips within the limitations of funding;
- Establishes contingency funding to provide for unanticipated costs;
- Establishes options for agencies whose service demands outstrip their funding commitments; and
- Is termed for 2 years, but is built to be sustainable as long as there is TDA funding.

The MOU will allow STA and partner agencies to build on the success of the Intercity Taxi Scrip Program, by expanding intercity paratransit service to all paratransit eligible riders.

In addition, Dixon Read-Ride and SolTrans provide intercity ADA paratransit services outside of the MOU for intercity taxi. Effective August 31, 2015, in order to provide more efficient service to paratransit riders, SolTrans made some changes in the way it provides service within and out of Solano County. SolTrans modified its “Paratransit Plus” service for trips that travel beyond the local service area of Benicia and Vallejo. To continue to provide ADA certified riders with regional connections, SolTrans provides these alternative services:

1. SolTrans Local Paratransit Feeder to Fixed-Route (Route 78, 80, and 85)
2. SolTrans Regional Shuttle Service for Solano County, West Contra Costa County (HWY 80 corridor), and East Contra Costa (HWY 680 corridor)

Fare Coordination

There are no countywide policies regarding fares for intercity transit travel. Each operator relies on its particular agency's fare policy, staff and operating environment to establish the structure, media and pricing applied to its piece of the countywide transit network.

Inter-operator fare standardization was considered by the Consortium but, after reviewing the results of the 2013 Coordination Analysis, it was concluded that there are significant fare revenue and ridership impacts associated with standardizing existing fare values, structures and media of multiple transit operators in Solano County.

The 2013 Coordination Analysis recommended that inter-operator fare coordination be improved to simplify inter-operator travel with the implementation of Clipper. In 2014, Clipper was implemented on the fixed route bus systems of FAST, SolTrans and Vacaville CityCoach. The following aspects of inter-operator fare coordination were addressed by these transit operators:

- Clipper is the coordinated intercity fare media accepted by all fixed route bus operators;
- Clipper provides discounts for frequent travel using pre-paid 31 day passes;
- Clipper gives local fare credit for local transfers to/from intercity routes;
- Clipper has a consistent 60 minute transfer validity period; and
- Clipper has a consistent eligibility for age based Clipper discounts.

Local fare credits to/from intercity services via paper transfers and passes continue to be offered by all operators (with exception of Dixon), but Clipper use is encouraged for convenience. **Capital Planning Coordination**

The primary forum for collaborative intercity transit planning in Solano County is the SolanoExpress Intercity Transit Consortium (Consortium) which includes all Solano operators plus STA and the County of Solano. The Consortium works with STA to secure needed capital and operating funding from local, regional, state and federal resources to sustain the intercity services. In terms of capital planning coordination, this includes developing a list of capital needs, identifying local revenues that are available to cover the associated expenses, and determining whether additional funding is required to fully fund intercity capital expenses. STA advocates on behalf of all Consortium members to request discretionary funding from other sources outside Solano County, including working directly with regional, state and federal partners.

In addition to enhancing the process of planning for future capital needs, coordination can also help reduce the cost of delivering capital projects. One of the most significant opportunities in this area is joint procurement of assets, materials, supplies, and services. Joint procurement provides multiple types of benefits to transit operators.

The transit operators in Solano County established a successful plan for coordinating to meet the capital needs of the SolanoExpress intercity bus services. The operators could extend this coordination to include working collaboratively through the Consortium to meet capital needs for local service as well. The advantages of greater cooperation include the possibility of both short-term and long-term cost savings, which could improve overall financial sustainability for transit in Solano County.

The following topics have been addressed by the Consortium:

- Transitioning some diesel buses to CNG;
- Using CalAct to reduce the cost of van and shelter procurements and to standardize paratransit fleets;
- Reviewing fare collection technologies and needs in light of Clipper implementation; and
- Periodically reviewing through the Consortium potential joint procurement opportunities.

1.3.2 Transit Sustainability

The preparation of the Coordinated SRTP presents an opportunity to review the combined financial outlook for Solano County as a whole, including both operating budgets and capital plans of the 5 public transit operators as presented in their individual SRTPs. Since each operators SRTP financial plan is required to be fiscally constrained, with revenues sufficient to fully cover expenses, it is reasonable to expect that the County's transit services as a whole will be sustainable over the 10 year SRTP planning timeframe.

Over the ten years covered by the Coordinated SRTP, the operation and maintenance of transit services in Solano County will require an expenditure of \$355 million. Overall, 25% of the revenue required to fully fund transit operations will come from passenger fares and operating income, with the remaining 75% derived from local, state, and federal subsidy sources.

In order to support planned transit operations and maintain a state of good repair, the individual operator SRTPs include ten-year capital plans that together call for more than \$111 million in expenses for vehicles, facilities, preventative maintenance, and equipment. More than two thirds of all capital costs are for the rehabilitation and replacement of revenue vehicles used in regular operations. A further 20% of capital expenditures are to support construction, improvement, and expansion of facilities, including both passenger facilities (such as rail stations and park-and-ride areas) and maintenance facilities (yards, fueling, etc.). The remaining 10% covers other types of expenses including items such as small tools, security cameras, and communications infrastructure.

The \$111 million in capital expenses are covered by \$5.8 million in local sources, \$35 million in TDA-LTF (a state funding program that can be used for local match needs), \$22 million in other types of state sources, and \$48.0 million in federal sources. The consolidated capital plan also relies on about \$19 million in

“unspecified” federal funding, primarily to support vehicle replacements for FAST and SolTrans local transit services. If federal funding is not received as planned, the related capital projects would have to be deferred or cancelled. It should also be noted that in the case of SolTrans, their TDA carryover reserve is exhausted by the end of the plan period, and other local funds will need to be secured in order to provide the local match for a portion of federally-funded vehicle replacements in FY2024/25.

There are two capital funding issues that will need to be resolved some time before the end of the ten-year forecast period: the use of flexible federal funding on operations instead of capital needs and the increasing dependence on TDA to avoid operating deficits. The latter issue is due, in part, to the fact that the Regional Measure 2 (RM2) funding that supports intercity SolanoExpress services no longer increases each year; as operating costs increase due to inflation, the share of intercity costs covered by RM2 declines, and the operators are forced to use TDA to cover the differential, reducing the surplus that flows into capital budgets and TDA reserves. By the end of the SRTP period, two operators (FAST and Rio Vista) will have to pledge more than 100% of their annual TDA-LTF apportionment to annual operating expenses, and two others (Dixon and SolTrans) will use more than 95% of their TDA-LTF for operations.

The issues noted above, together with underlying trends in operating costs and anticipated slow growth in other revenue sources, could cause problems for one or more Solano County operators shortly after the ten-year horizon of this SRTP. If trends continue in line with current assumptions, SolTrans and FAST would find themselves unable to fully fund capital expenditures that are expected to occur shortly after the SRTP period, Rio Vista would need to tap its reserves to subsidize operations, and Dixon would see declining revenues flowing into reserves with each passing year. STA and the operators will need to work together over the next several years to reverse these financial trends and ensure the long term sustainability of all five Solano County transit providers.

The following are suggestions that STA might consider to address sustainability issues for the 10-year financial plans.

1. Work with MTC to restore promised inflation adjustments in RM2 funding, to avoid increasing strain on overall operating budgets and TDA reserves.
 - This is a critical issue for the Intercity operators (FAST & SolTrans), but it also affects Dixon, Vacaville and the County, because all ITFWG contributions need to escalate faster than underlying cost growth when regional subsidy funding does not keep pace with inflation.
2. Work with MTC on development of any future regional funding measures (e.g., RM3) to ensure that the expenditure plan includes sufficient capital & operating funding for continued support/expansion of Solano Express.
 - In particular, Solano County would benefit from inflation-adjusted operating subsidies and a commitment to fund a portion of the next

round of vehicle replacements beyond the current approved funding plan.

3. Support efforts in Sacramento to identify new revenue sources for transit, and to ensure those sources are dedicated, generally stable, and--if possible--growing over time to keep pace with inflation.
4. Pursue funding sources for transit at the county level, for example as part of a transportation sales tax measure.
5. Work with the individual transit operators to ensure long-term financial sustainability:
 - Work with Vacaville to confirm that financial assumptions more consistent with the other operators in the Coordinated SRTP would still lead to fully-funded 10-year plan.
 - Work with SolTrans to identify possible preventative maintenance strategies that could extend the life of some local vehicles, thereby spreading out the replacement cycle and the associated spike in capital costs towards the end of the plan period.
 - Work with SolTrans to identify sources of local match for federal vehicle replacement funding (much of which is currently shown as “unspecified”). This funding is critical in year 10 of the plan & beyond, but any funding obtained earlier in the forecast period would help to slow down the drain on TDA and hopefully maintain sufficient reserves to cover some or all of the local match at the end of the plan period.
 - Work with Dixon to identify strategies to increase stability in operating costs. (For example, if labor costs escalate too quickly without compensating savings and/or additional subsidy, the overall trend will lead to a larger drawdown on TDA reserves.)
 - Work with Rio Vista to identify additional sources of operating revenue. Finding more local match funding for vehicle replacements will help slow down the drain on TDA reserves, but the current operating budget trend is not sustainable over the long-term without additional subsidies.
 - Work with SolTrans and FAST to identify and advocate for funding sources for capital projects that currently rely on “unspecified” grant funding in later years of the plan.
6. At the beginning of the next SRTP cycle, confirm default financial assumptions across all five operators, and identify any trends that suggest alternative assumptions should be used. Deviations from the default values may be acceptable, but it is preferred that these are identified ahead of the draft SRTP phase, instead of having to reconcile the differences after the fact. SolTrans staff has suggested that consideration of participating in federal funding that is generated by serving or being an actual part of other UZA's should be considered including SF Bay Area UZA and Sacramento UZA.

1.4 Summary of Transit Operators' SRTPs

MTC Resolution 4060 recommended conducting multi-agency SRTPs at the county or sub-regional level to promote interagency service and capital planning. As described earlier in the Coordination Summary, STA, County of Solano and the five transit operators already collaborate as the Consortium to coordinate transit service and capital planning. The process of developing a Coordinated SRTP brings additional benefits to the preparation of individual transit operators' SRTPs by: taking a consistent approach to setting goals, objectives, performance measures and standards; evaluating transit services; developing operating plans; and applying uniform assumptions on critical factors such as population growth, cost inflation and funding availability to each operator's 10 year financial forecast.

Summaries of each operator's SRTP for FY2015-16 through FY2024-25 are presented below.

1.4.1 Dixon Readi-Ride

Overview of Transit System

Dixon Readi-Ride is governed by the Dixon City Council, which provides policy direction. Located in the City Engineer/Public Works Department, the Public Works Operations Manager is responsible for management, financial planning and oversight of transit service. The Transit Supervisor supervises daily operations.

Readi-Ride operates a fleet of nine vehicles to provide general public dial-a-ride service with curb-to-curb service within the Dixon city limits. Readi-Ride provides demand response service and does not operate any fixed-routes. Readi-Ride operates on weekdays from 7:00AM to 5:00PM, with reduced service on Saturday's from 9:00AM to 3:00PM and no service on Sundays or holidays. Readi-Ride also provides ADA trips to Vacaville and Davis with 24-hour advanced reservation.

Dixon participates in the SolanoExpress Intercity Transit Consortium and Intercity Transit Funding Agreement, which currently supports seven inter-city bus routes, with Fairfield and Suisun Transit (FAST) Route 30 directly serving Dixon. Dixon also participates in the County's intercity taxi scrip program.

Operations Plan and Budget

The City of Dixon will continue to provide Read-Ride general public dial-a ride (DAR) service on weekdays, between the hours of 7:00AM-5:00PM, and Saturdays, between the hours of 9:00AM-3:00PM, to the 19,000 residents of Dixon. In FY2015-16, it is estimated that about 55,700 riders will be served with about 7,200 service hours, an average of about 178 passenger trips per day and 7.7 passengers per hour, at a cost of about \$675,000 with fare revenues of about \$90,000, recovering about 13% of operating costs.

Future ridership is assumed to increase with population growth. The latest estimate for Solano County forecasts that population will grow by 1% per year over the next decade. Future ridership should be able to be accommodated without service expansion, although capacity limits will be applied to peak operating periods that coincide with morning and afternoon school bell times. Given the available funds to support transit operations and capital improvement and the desire to keep a modest contingency reserve, the City has financial capacity to increase service beyond current levels, while accounting for reasonable cost inflation. The City is proposing to add a second bus operating on Saturdays, beginning in FY2016-17. This would add approximately 300 service hours per year and increase costs by \$21,715 in the first year of operation.

The baseline operating and capital plan shown in this SRTP confirm that the City of Dixon will be able to operate Read-Ride services with an adequate annual operating surplus for the next ten years. All capital projects can be funded from anticipated funding sources and available reserves.

1.4.2 Fairfield and Suisun Transit

Overview of Transit System

Fairfield and Suisun Transit (FAST) is a public transportation service for both the City of Fairfield and adjoining Suisun City, in central California on the Interstate 80 corridor between Oakland and Sacramento. Although the service area includes Suisun City, FAST is administered by the City of Fairfield. The service area includes a population of 109,320. The five-member City Council sets policy for the City; administrative oversight of the FAST system and maintenance of the fleet are provided by the City of Fairfield, Public Works Department, and Transportation Division, while day-to-day operation is provided by a contract operator, currently MV Transportation.

FAST operates a revenue fleet of 67 vehicles. FAST operates a fleet of 48 in-service and spare vehicles for fixed-route service including inter-city routes. Local routes use 27 Gilligs with varying lengths (30, 35 and 40 feet). All vehicles are equipped with wheelchair lifts or ramps and are ADA compliant. All local fixed-route buses are equipped with bicycle racks.

As of the end of FY2014-15, the FAST fixed route transit system was comprised of thirteen (13) routes. Nine of the routes provide local service within the boundaries of Fairfield and Suisun City (including Travis Air Force Base). Four

routes are intercity routes that connect Fairfield and Suisun City to regional destinations including Sacramento, Davis, Dixon, Benicia, Vacaville, El Cerrito Del Norte BART, Pleasant Hill BART, and Walnut Creek BART. FAST also provides origin-to-destination, demand response paratransit service (DART) to Americans with Disabilities Act (ADA)-eligible riders within Fairfield and Suisun City, and to/from Vacaville.

FAST also participates in the Intercity Funding Agreement, which supports seven inter-city bus routes. The Intercity Funding Agreement supports all four SolanoExpress intercity services operated by FAST – Routes 20, 30, 40 and 90. FAST also participates in the County’s intercity taxi program.

Operating Plan and Budget

FAST will continue to provide fixed route local bus and complementary ADA paratransit services to the residents of Fairfield and Suisun City on Mondays through Saturdays. FAST will continue to supplement ADA paratransit by subsidizing a local taxi program and supporting the Friends of Fairfield Adult Center Transportation Assistance Programs.¹ In addition to these local public transit services, FAST will provide SolanoExpress intercity fixed route bus services and will also continue its funding participation in the County’s intercity taxi program for ADA qualified persons.

Partway through FY2015-16, FAST began offering additional service on Routes 40 and 90. On an annual basis, these two changes add approximately 2,300 additional hours of intercity service to the overall schedule.

In anticipation of the opening of the new Fairfield-Vacaville Intermodal Train Station, FAST is planning further service additions, beginning in FY2017-18. At this time, FAST is proposing a new route to connect FTC with the train station and Vacaville Transportation Center (VTC), requiring an additional 4,100 annual revenue hours of service. The final operating plan for this service will be reviewed and refined through discussions with the other members of the Intercity Consortium sometime after the completion of this SRTP.

In FY2015-16 it is estimated that FAST will serve about 1.1 million riders with about 100,000 service hours, an average of about 3,800 passenger trips per day and more than 11 passengers per hour, at a cost of about \$12 million with fare revenues of about \$2.6 million recovering about 23% of operating costs from fare revenues.

Future ridership is expected to increase with the improved intercity bus service, population growth and economic recovery. The population growth forecast for Solano County is about 1% per year, and fixed route ridership growth is assumed to grow in line with that forecast on all existing services (local and intercity). In the near term, the operating plan also assumes that the new services offered on

¹ In the future, the Transportation Assistance Programs may be transitioned from the City of Fairfield Public Works Department into the Parks and Recreation Department, which would formally move it out of FAST’s area of responsibility. Such a decision would have to be approved by other parties beyond FAST staff.

Routes such as the 40 and 90 will attract an incremental number of new passengers in proportion to typical ridership per service hour rates currently observed on intercity routes.

A separate Transit Corridor Study is being prepared to develop possible improvements to intercity bus services. The Corridor Study will be completed later this year. Financial impacts on transit operators will be evaluated at that time.

The operating and capital plan show that the City of Fairfield will not be able to operate FAST, SolanoExpress, and DART paratransit services for the next ten years without additional revenues as compared to the status quo. Specifically, due to reduced expectations for growth in several traditional funding sources, costs are anticipated to increase slightly faster than revenues over the next ten years, leading to a trend of decreasing surpluses in later years of the plan. FAST anticipates the need for regular adjustments to operating revenues over the forecast period in order to maintain a fully funded plan. The Financial Plan in this SRTP includes two fare increases and an increase to parking fees at the Fairfield Transportation Center, and increases in local taxi scrip sales in order to keep revenues and expenses in balance throughout the 10 year planning period. FAST intends to begin charging for parking at the Fairfield Transit Center (FTC) by January 1, 2017 with two 5% increases in parking charges in each of two future years: FY2018-19 and FY2022-23. FAST staff will carefully monitor expenses and revenues over time for potential corrective action to maintain long term sustainability.

It should also be noted that the capital projects listed in FAST's SRTP consume most of the TDA reserve by the end of the plan leaving FAST with only a limited cushion for unplanned expenses. TDA reserves hover around \$6 million in the first several years of the plan, and then decline to \$1.4 million by FY2024-25. Additional efforts to manage costs or increased revenues could help FAST maintain larger TDA reserves.

All state-of-good-repair projects in the current capital plan can be funded from anticipated funding sources and available reserves over the life of the ten-year plan. FAST will need to secure additional grant or subsidy revenues to ensure its vehicle replacement can proceed on schedule; the current plan assumes this funding will be obtained from external local and federal sources.

1.4.3 Rio Vista Delta Breeze

Overview of Transit System

Rio Vista Delta Breeze is managed by the part time Transit Manager and operated by a transit contractor, which is currently Transportation Concepts. Five elected members of the Rio Vista City Council serve as the policy board for Rio Vista Delta Breeze. The population of Rio Vista is 7,736.

Delta Breeze operates a fleet of four cutaway transit vehicles and one van to serve the rural community of Rio Vista. Rio Vista operates deviated fixed route services on two routes connecting Rio Vista and Isleton with linkages to regional services

in Fairfield, Suisun City, Antioch, Pittsburg, and Lodi. Delta Breeze also offers two dial-a-ride services that operate within and beyond the city limits of Rio Vista. Rio Vista also participates in the County's intercity taxi scrip program.

Operating Plan and Budget

The City of Rio Vista will continue to provide Delta Breeze Routes 50, 51, 52, and 54. Service changes recommended in the recently completed Transit Service and Outreach Analysis are under consideration. The City will also continue its participation in the County's intercity taxi scrip program for ADA qualified persons.

In FY2015-16, Delta Breeze is expected to serve about 12,400 riders with about 4,300 service hours, an average of about 50 passenger trips per day and 3 passengers per hour, at a cost of about \$418,000 with fare revenues of about \$29,500, recovering almost 7% of operating costs from fare revenues. Due to the recent closure of medical facilities in Rio Vista, Sutter Health has started contributing funding to support patient access to medical centers in Fairfield. Including this revenue and interest earnings, the total local revenue generated by the system is \$47,300. This brings the local recovery ratio to just over 11%.

The financial projection shows that City of Rio Vista will have balanced expenses and revenues throughout the 10 year period, occasionally using TDA reserves to fund capital replacement needs. Steady growth in ridership and fare revenues in conjunction with a stable operating plan lead to higher system productivity. The primary challenge faced by City of Rio Vista staff in the future will be obtaining a contractor for Delta Breeze operations and maintenance at comparable cost rates after the current contract expires at the end of 2017.

1.4.4 Solano County Transit (SolTrans)

Overview of Transit System

Solano County Transit, "SolTrans" is overseen by the SolTrans Joint Powers Authority Board which is comprised of five appointed directors and one ex-officio, non-voting director and two alternates. These positions are comprised of two voting directors from each member agency other than STA, one voting director that is the Solano County representative to the Metropolitan Transportation Commission (MTC), and one non-voting STA representative.

SolTrans is the result of a 2011 merger between Vallejo Transit and Benicia Breeze. The service area has a population of 146,455.

As of June 2015, the agency currently has a fleet of 24 local fixed route vehicles including 21 low-floor 40-foot Gillig Hybrid/Diesel and 3 Orion Diesel buses. The intercity fleet is comprised of twenty-one (21) 45-foot Motor Coach Industries (MCI) diesel buses with seating capacity up to 57. Two of these vehicles are held in a contingency fleet. An additional ten (10) MCIs are owned by SolTrans but leased to the City of Fairfield for their intercity services. The

Dial-A-Ride and ADA paratransit fleet consists of 12 vehicles. All revenue vehicles are ADA compliant. SolTrans' fleet also includes four maintenance support vehicles and nine administrative vehicles in various operating conditions.

SolTrans provides nine local bus fixed-routes and three intercity, commuter express bus routes. Additionally, SolTrans currently operates: (i) two supplemental routes serving schools, and a supplemental bus route for the San Francisco Bay Ferry Vallejo-San Francisco route; (ii) shared-ride, curb-to-curb general public Dial-A-Ride (DAR) bus service that operates within Benicia only; (iii) ADA complementary paratransit bus service for qualified persons with disabilities complementing the fixed-route service within Benicia and Vallejo; and (iv) ADA-Plus complementary Paratransit bus service for qualified persons needing to connect to other communities. SolTrans also supports subsidized taxi programs for eligible individuals that provide rides locally and within Solano County.

Operating Plan and Budget

SolTrans will continue to provide fixed route local bus and ADA complementary paratransit services to residents of Vallejo and provide local dial-a-ride (DAR) and fixed routes services to residents of Benicia. Partway through FY2016-17, SolTrans expects to begin new fixed route service to Mare Island; the new service provides approximately 2,500 revenue hours to residents over a full year of operations. In both FY2016-17 and FY2017-18, staff also proposes to add about 500 additional revenue hours each year on the most productive local bus routes. These changes constitute a 6% expansion of local fixed route service.

In addition to these local public transit services, SolTrans will provide SolanoExpress intercity fixed route bus services and will also continue its funding participation in the County's intercity taxi scrip program for ADA qualified persons. SolTrans will continue to operate those SolanoExpress fixed route bus services that are focused on connecting residents of Vallejo and Benicia with surrounding communities in Solano and Contra Costa Counties. In FY2015-16, SolTrans received additional funding to expand service on two of these routes (Routes 80 and 78).

A separate Transit Corridor Study is being prepared to develop possible improvements to intercity bus services. The Corridor Study will be completed later this year. Financial impacts on transit operators will be evaluated at that time.

In FY2015-16, across both fixed route and paratransit services, SolTrans is expected to serve nearly 1.7 million riders with about 113,000 service hours, with an average of about 4,561 passenger trips per day and more than 14 passengers per hour at a cost of about \$13.6 million with fare revenues of about \$3.5 million recovering about 27% of operating costs from fare revenues. Between FY2015-16 and FY2017-18, ridership on fixed route local service is expected to grow a total of 6% due to the introduction of new services. After this initial increase, ridership is forecast to be about 1% per year, consistent with underlying population growth

and declining fare levels (in real dollars). Ridership increases on existing bus routes and DAR services should be able to be accommodated without any additional expansion of local service.

Under the current baseline assumptions, the operating plan is fully funded by periodic fare adjustments, and accessing TDA and other subsidy revenues. At the same time, the capital plan relies on unspecified future funding sources to complete vehicle replacements in the final year of the 10 year financial projection.

1.4.5 Vacaville City Coach

The following information is extracted from the VCC SRTP adopted by City of Vacaville in July 2015. VCC prepared its SRTP prior to and independently from the other 4 local public transit operators SRTPs and this Coordinated SRTP.

Overview of Transit System

Vacaville City Coach is a service of the City of Vacaville, which has a population of 94,275. The City Council sets policy for the City; the City Manager is the chief administrative officer of the city and oversees Vacaville City Coach. Vacaville City Coach operates under the Public Works Department through its General Services Division. The City utilizes a transit service contractor to provide the labor and administration for the City's public transit system.

Vacaville City Coach operates a fleet of eighteen (18) 35-foot, low-floor, CNG buses for fixed route service. Each of these buses has 30 seats. Demand response service is provided by six (6) 15-foot cutaway vans with eight seats. All revenue vehicles are ADA compliant.

Vacaville City Coach operates six local fixed routes that provide coverage throughout the city. Most routes begin and end at the Vacaville Transportation Center, which functions as one of two main transfer centers (the other being in Vacaville's downtown area). Also, Vacaville City Coach provides complementary ADA paratransit services within $\frac{3}{4}$ mile of its fixed route bus services and administers a local taxi scrip program. Vacaville participates in the SolanoExpress Intercity Transit Consortium's Intercity Funding Agreement, which currently supports seven inter-city bus routes, with FAST Routes 20, 30, and 40 directly serving Vacaville. Other connecting services include Route 220 Yolo Bus. Vacaville also participates in the County's intercity taxi scrip program.

Operating Plan and Budget

The City of Vacaville will continue to provide City Coach (VCC) fixed route local bus and complementary ADA paratransit Special Services, supplemented by a local taxi scrip program. In addition to these local public transit services, the City will also continue its funding participation in SolanoExpress intercity fixed route bus services and the County's intercity taxi scrip program for ADA qualified persons.

In FY2014-15, it is estimated that VCC will serve more than 500,000 riders with about 36,000 service hours, an average of about 1,700 passenger trips per day and 14 passengers per hour, at a cost of about \$2.3 million with fare revenues of about \$365,000, recovering about 20% of operating costs from fare revenues.

The operating and capital plan confirms that the City of Vacaville will be able to operate City Coach services with a sizeable annual operating surplus for the next ten years. All capital projects can be funded from anticipated funding sources and available reserves. Reserve funds accumulate over the forecast period, providing the City a significant source of local funding for future capital expenses.

1.5 Transit Sustainability (Countywide Financial Summary)

The preparation of the Coordinated SRTP presents an opportunity to review the combined financial outlook for Solano County as a whole, including both operating budgets and capital plans. This section discusses the overall financial sustainability of the local services that are operated and managed by the five transit operators in the County (Dixon Read-Ride, FAST, Rio Vista Delta Breeze, SolTrans, and Vacaville City Coach) together with county-wide transit service offerings (SolanoExpress and intercity taxi scrip) coordinated and funded in collaboration with STA, MTC, and the County of Solano.

The financial obligations related to the county-wide services are included within the respective budgets of each of the five transit operators, and so the remainder of this discussion will refer to these five programs as a comprehensive summary for the entire county. Also, references to “transit service” are assumed to include traditional transit operations (fixed route, dial-a-ride, ADA paratransit, etc.) as well as ancillary public transportation services (such as taxi programs) unless clearly stated otherwise.

All of the coordinated SRTPs started with the same set of default global assumptions for future operating costs and revenues. Where applicable, adjustments to these assumptions were made to better reflect local conditions. The Vacaville City Coach SRTP used a different set of assumptions, which are less conservative, and thus reflect more optimistic financial outcome compared to the other operators.

1.5.1 Combined Operating Budget

Over the ten years covered by the Coordinated SRTP, the operation and maintenance of transit services in Solano County will require an expenditure of \$355 million. Individually, each of the five transit operators in the County is able to fully fund their proposed operating plan with a combination of fare revenues, operating income (such as interest earnings and parking fees), and a variety of local, state, and federal subsidy revenues. This finding relies on assumptions detailed in each operator’s individual SRTP, including: the successful implementation of planned fare and fee increases at multiple operators; continued

steady growth in passenger ridership; on-going efforts to control contract operating costs; and the long term stability of traditional sources of funding.

Overall, 25% of the revenue required to fund transit operations will come from passenger fares and operating income, with the remaining 75% derived from subsidy sources. TDA-LTF funding is the largest single source of operating subsidy, accounting for more than 48% of the \$266 million needed. A further 12% come from the combination of TDA-STAF and new revenues allocated from the state's Greenhouse Gas Reduction Fund. Federal operating revenues (31% of subsidies) are mostly derived from FTA formula apportionments. The remaining 9% of subsidy revenues come primarily from Regional Measure 2 and MTC's Transit Performance Initiative under the One Bay Area Grant (OBAG) program.

1.5.2 Combined Capital Budget

In order to support planned transit operations and maintain a state of good repair, the individual operator SRTPs include ten-year capital plans that together call for more than \$111 million in expenses for vehicles, facilities, preventative maintenance, and equipment. More than two thirds of all capital costs are for the rehabilitation and replacement of revenue vehicles used in regular operations. A further 20% of capital expenditures are to support construction, improvement, and expansion of facilities, including both passenger facilities (such as rail stations and park-and-ride areas) and maintenance facilities (yards, fueling, etc.). The remaining 10% covers other types of expenses including items such as small tools, security cameras, and communications infrastructure. These expenses are depicted graphically in Figure 1 and listed by type in Table 1. The figure and table show the total required capital expenses to maintain the overall transit system, regardless of whether full funding has been secured for each project at this time.

Figure 1: Consolidated Capital Needs by Project Type

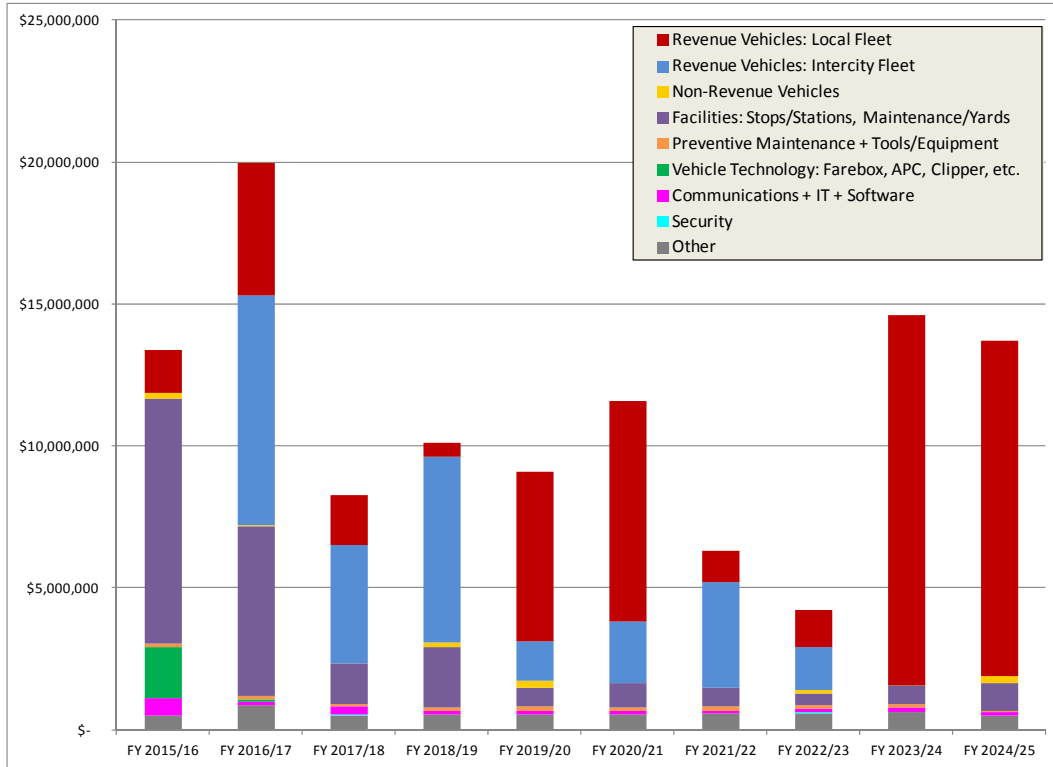


Table 1: Consolidated Capital Needs by Project Type

CONSOLIDATED CAPITAL PLAN		Budget										Forecast	TOTAL (\$MM)
<i>Date Prepared: Work-in-Progress / 07-Jul DRAFT</i>													
		FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25		
Capital Expenses By Project Type													
	Revenue Vehicles: Local Fleet	\$ 1,521,701	\$ 4,655,363	\$ 1,747,402	\$ 499,814	\$ 5,955,544	\$ 7,806,851	\$ 1,132,849	\$ 1,320,043	\$ 13,029,195	\$ 11,849,933	\$ 49.52	
[1]	Revenue Vehicles: Intercity Fleet	\$ -	\$ 8,112,260	\$ 4,190,610	\$ 6,528,890	\$ 1,389,780	\$ 2,147,208	\$ 3,686,040	\$ 1,518,650	\$ -	\$ -	\$ 27.57	
	Non-Revenue Vehicles	\$ 170,000	\$ 50,000	\$ -	\$ 154,838	\$ 223,535	\$ -	\$ -	\$ 131,991	\$ 20,000	\$ 230,310	\$ 0.98	
	Vehicle Technology: Farebox, APC, Clipper, etc.	\$ 1,800,000	\$ 60,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1.86	
	Preventive Maintenance + Tools/Equipment	\$ 106,090	\$ 109,273	\$ 112,551	\$ 115,927	\$ 139,405	\$ 122,987	\$ 126,677	\$ 130,477	\$ 134,392	\$ 20,000	\$ 1.12	
[2]	Facilities: Stops/Stations, Maintenance/Yards	\$ 8,649,187	\$ 5,980,000	\$ 1,415,000	\$ 2,154,500	\$ 693,419	\$ 861,521	\$ 689,935	\$ 386,936	\$ 643,744	\$ 990,757	\$ 22.46	
	Communications + IT + Software	\$ 616,509	\$ 133,000	\$ 250,000	\$ 140,142	\$ 131,090	\$ 109,273	\$ 112,551	\$ 115,927	\$ 162,045	\$ 147,987	\$ 1.92	
	Security	\$ -	\$ -	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ 50,000	\$ -	\$ -	\$ 0.10	
	Other	\$ 505,240	\$ 870,473	\$ 500,101	\$ 515,065	\$ 530,578	\$ 546,453	\$ 562,805	\$ 579,647	\$ 596,994	\$ 476,439	\$ 5.68	
TOTAL CAPITAL EXPENSES		\$ 13,368,727	\$ 19,970,369	\$ 8,265,664	\$ 10,109,177	\$ 9,063,351	\$ 11,594,294	\$ 6,310,857	\$ 4,233,671	\$ 14,586,370	\$ 13,715,426	\$ 111.22	

[1] Total purchase expense for Intercity fleet replacement plus one additional motorcoach vehicle for special ferry-related service operated for WETA. Amounts per *Solano County Intercity Bus Fleet Replacement Costs and Funding - Interim Funding Plan*, dated 18-Dec-2015. Timing of expenditures reflects current operator expectations for anticipated purchase and vehicle delivery.

[2] Amounts in FY2015/16 and FY2016/17 are for: completion of Curtola P&R, parking equipment at FTC, Fairfield/Vacaville train station, upgrade/expansion of SolTrans O&M facility, CNG refueling for SolTrans. Later years include placeholders for projects that are planned but not yet approved, such as major facility upgrade/expansion, rehabilitation of building components, possible electric vehicle charging infrastructure, etc.

Local Vehicle Rehabilitation and Replacement

The largest single category of capital expenses is replacement of the local fleet of revenue vehicles at a cost of almost \$50 million over ten years. The two largest operators (FAST and SolTrans) together comprise more than 90% of the planned expenses for this line item, but the timing varies between them:

- Over the 10-year period covered in this Coordinated SRTP, FAST will have \$21.9 million in local vehicle rehabilitation and replacement expenses. More than half of this amount is expected to fall in FY2019/20 and FY2020/21 when 16 local fixed route buses will be replaced. FAST will spend about \$5.5 million in FY2023/24 and FY2024/15 to replace 7 more local fixed route buses. The remaining expenses are for replacement of paratransit vehicles.
- Within the horizon of the Coordinated SRTP, SolTrans will have \$24.6 million in capital expenses for vehicle rehabilitation and replacement. In SolTrans case, the bulk of vehicle replacement expenses occur in FY2023/24 and FY2024/25 when at least 14 of 21 local fixed route vehicles are planned for replacement. (All 21 vehicles will be due for replacement starting in FY2023/24, but purchases will be spread over multiple years to ensure sufficient funding is available.) About \$3 million in total vehicle expense is for the replacement of SolTrans' paratransit vehicles, at a rate of about 3 per year in most years of the plan.

The capital expenses for local vehicle replacements for the other three operators in Solano County total about \$3 million over ten years. This amount is split roughly evenly between the three operators. Local vehicle expenses at these smaller operators are spread throughout the plan period, with modest peaking in FY2015/16, FY2021/22, and FY2022/23.

SolTrans and FAST have collectively budgeted for \$1,450,000 in upgrades to support capital projects for electrification of the bus fleet in an effort to meet state mandated Zero Emission Bus (ZEB) requirements. These costs could escalate outside the 10 year SRTP planning horizon as the deadline nears. Replacement of smaller vehicles is not covered by the same requirements, but there may be unanticipated costs in replacing smaller vehicles with the latest emission technologies.

The capital plans depicted in the individual operator SRTPS generally assume that the operators will apply for and receive federal discretionary funding for any local vehicle replacements that cannot be paid for with existing formula funding. Based on current FTA guidelines, the operators must contribute 20% of the vehicle costs as a local match. In four of five cases, the operators are expected to have sufficient funding on hand (typically TDA) to meet the local match requirements without any further adjustments. In the case of SolTrans, their TDA carryover reserve is exhausted by the end of the plan period, and other local funds will need to be secured in order to provide the local match for a portion of federally-funded vehicle replacements in FY2024/25.

Intercity Vehicle Fleet

The next largest category of expenses is the replacement of the 35 motor coach buses in the intercity vehicle fleet at a total cost of about \$26.8 million.² As can be seen in Figure 1, this expense represents a significant portion of capital expenses between FY2016/17 and FY2022/23. Unlike other projects depicted in the chart, the planning for these expenditures occurs via the Intercity Transit Consortium (Consortium) Funding Working Group, which includes four of the five Solano operators plus STA and the County of Solano. As of December, 2015, the Consortium members have agreed on an interim plan to fund these vehicle replacements.

About a fifth of the costs of replacing the intercity fleet will be paid for using committed funding from federal earmarks, California's Proposition 1B, and funding on hand from the TDA STAF program. STA and MTC have together agreed to provide approximately 34% of the revenue, and the remaining costs are distributed to the other Consortium partners using a formula similar to the method for sharing intercity operating costs. At this time, the funding for the vehicles purchased in the first two years of the plan is considered fully committed. Subsequent years of the funding plan could change as costs and revenue sources continue to change. Based on the forecasts of available capital revenues shown in the individual operator SRTPs, all five transit operators will be able to meet the funding obligations for the intercity replacements as called for in the December, 2015 plan.³

Facility Expenses

The third major category of capital expenses is fixed facilities, with about \$22 million of investments called for over the ten year period. The majority of these expenses (\$17 million) are to support facilities projects for SolTrans. Three of these SolTrans projects are considered fully committed:

- In FY2015/16, SolTrans spent \$5.8 million for completion of Curtola Park & Ride project.
- In FY2015/16 and FY2016/17, SolTrans upgraded and expanded its central operations & maintenance facility on Broadway at a total cost of \$2.1 million.

² The line item for Intercity vehicles also includes approximately \$814,000 in expenses for an additional motor coach that will be used to provide bus service for the benefit of the Water Emergency Transportation Authority (WETA). This vehicle will be paid for separately, outside of the Consortium-approved funding plan.

³ Amounts shown in this chapter are taken from *Solano County Intercity Bus Fleet Replacement Costs and Funding - Interim Funding Plan*, dated 18-Dec-2015, except for anticipated funding contributions from Vacaville. The SRTP for Vacaville was approved by its Board on 23-Jul-2015, before the latest fleet replacement funding plan was confirmed. As a result, their capital plan shows anticipated contributions that are higher than what is called for in the interim plan from Dec-2015. A lower level of required contribution from Vacaville would result in a decrease in the amount of TDA funds needed for their capital plan, with no negative impacts on the financial sustainability of City Coach services.

- In FY2015/16 and FY2016/17, SolTrans will be install a \$4.8 million CNG fueling facility for its new intercity fleet vehicles.

The remaining facility expenses shown for SolTrans are related to planned projects that are not yet fully funded:

- In FY2017/18, SolTrans has planned for \$500,000 in expenses related to acquiring property for a possible bus yard expansion and \$450,000 in costs to upgrade onsite electrical infrastructure to support electric vehicle charging for new local buses.
- From FY2018/19 through FY2021/22, SolTrans has included \$1.4 million in placeholders for possible major facility upgrades such as adding solar panels or rehabilitation of building mechanical systems.
- In addition to the above, all years of the SolTrans capital plan include an allocation for on-going passenger facility expenses such as ADA modifications and installation/replacement of shelters, benches, etc.

Vacaville has planned for approximately \$2.9 million in facility improvements of the ten-year SRTP period. This total includes about \$2.3 million for regular maintenance of passenger facilities such as repair/replacement of bus stop components (shelters, signage, kiosks, etc.) plus recurring expenses at the Fairfield/Vacaville Intermodal Station.

The capital plan for FAST calls for about \$2 million in facility improvements, including funded projects for parking kiosks and security cameras at the Fairfield Transit Center (FTC) and interior improvements at the FTC and the Fairfield/Vacaville Intermodal Station. FAST is also planning a project in FY2018/19 to upgrade their bus yard to handle electric vehicle charging for local fixed route coaches; this project is contingent on receipt of appropriate funding awards.

The capital costs for facility improvements in Dixon total \$25,000. Rio Vista is not planning any facility-related improvements over the SRTP period.

Capital Funding Needs

The capital expenditures shown in Table 1 are funded with a combination of local, state, and federal revenue sources. Not including TDA cross-claims needed to subsidize intercity fleet replacement expenditures, the \$111 million in capital expenses are covered by \$5.8 million in local sources, \$35 million in TDA-LTF (a state funding program that can be used for local match needs), \$22 million in other types of state sources, and \$48.0 million in federal sources. The individual funding sources are portrayed in Table 2 and grouped into these local, state, and federal categories. The amounts shown for each line item represent funding that has already been committed (e.g., Proposition 1B or FTA 5310 grants), or a source that can be used entirely at the discretion of the operator(s) without further approvals required (e.g., TDA-LTF or FTA 5307 Urbanized Area apportionments). Each funding group also has a line at the bottom labeled “Unspecified” which shows funding that each operator intends to request in the

future from various funding partners; in most cases, a specific source has not been identified for these amounts. If the requested funds are not awarded, the operators would have to defer or cancel the related projects.

Table 2: Consolidated Capital Funding by Source

CONSOLIDATED CAPITAL PLAN		Budget										Forecast	TOTAL (\$MM)
<i>Date Prepared: Work-in-Progress / 07-Jul DRAFT</i>													
		FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22	FY 2022/23	FY 2023/24	FY 2024/25		
Capital Revenues – Local													
	Regional Measure 2 Capital	\$ 5,500,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5.50	
[3]	Unspecified Local Funds (Source TBD)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 250,290	\$ 0.25	
	<i>Subtotal: LOCAL Revenue</i>	<i>\$ 5,500,000</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ -</i>	<i>\$ 250,290</i>	<i>\$ 5.75</i>	
Capital Revenues – State													
[4]	TDA: LTF	\$ 3,236,055	\$ 6,524,035	\$ 2,845,504	\$ 2,497,439	\$ 2,792,575	\$ 3,962,084	\$ 3,198,942	\$ 2,768,446	\$ 3,550,193	\$ 3,642,027	\$ 35.02	
	TDA: STAF	\$ 65,000	\$ 581,467	\$ 13,000	\$ 150,103	\$ -	\$ -	\$ 467,911	\$ -	\$ -	\$ -	\$ 1.28	
	Prop 1B (e.g., PTMISEA, CTAF)	\$ 2,287,587	\$ 5,977,657	\$ 300,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 8.57	
[5,6]	ITFWG Fleet Contributions (Non-Operator)**	\$ -	\$ 757,613	\$ 353,921	\$ 3,750,426	\$ 605,716	\$ 1,046,470	\$ 1,806,185	\$ 128,627	\$ (247,090)	\$ -	\$ 8.20	
	Cap-and-Trade GHG Fund: TIRCP & LCTOP	\$ 124,531	\$ 504,292	\$ 376,281	\$ 376,281	\$ 376,281	\$ 376,281	\$ 376,281	\$ 376,281	\$ 376,281	\$ 376,281	\$ 3.64	
	Misc State Funds (Committed)	\$ 63,171	\$ 16,203	\$ 125,000	\$ 125,000	\$ 75,000	\$ 76,500	\$ 78,030	\$ 79,591	\$ 81,182	\$ 82,806	\$ 0.80	
	Unspecified State Funds (Source TBD)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
	<i>Subtotal: STATE Revenue</i>	<i>\$ 5,776,344</i>	<i>\$ 14,361,267</i>	<i>\$ 4,013,706</i>	<i>\$ 6,899,249</i>	<i>\$ 3,849,572</i>	<i>\$ 5,461,335</i>	<i>\$ 5,927,349</i>	<i>\$ 3,352,945</i>	<i>\$ 3,760,566</i>	<i>\$ 4,101,114</i>	<i>\$ 57.50</i>	
Capital Revenues – Federal													
	MTC OBAG-TPI (Federal sources: STP / CMAQ / TE)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
	FTA5307: Urbanized Area	\$ 1,550,883	\$ 1,882,885	\$ 2,136,729	\$ 1,050,070	\$ -	\$ -	\$ -	\$ -	\$ 4,190,471	\$ 3,021,459	\$ 13.83	
	FTA5307: STIC	\$ -	\$ 189,000	\$ 378,000	\$ 378,000	\$ -	\$ -	\$ -	\$ -	\$ 1,890,000	\$ 378,000	\$ 3.21	
	FTA5309: Bus Program	\$ -	\$ 1,290,598	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1.29	
	FTA5310: Elderly & Disabled	\$ 476,500	\$ -	\$ -	\$ -	\$ 309,000	\$ -	\$ -	\$ 206,000	\$ 515,000	\$ -	\$ 1.51	
	FTA5311: Non-Urbanized Area (Capital)	\$ 65,000	\$ 65,000	\$ 381,648	\$ 73,310	\$ -	\$ 155,443	\$ 55,409	\$ 152,617	\$ 124,782	\$ 268,205	\$ 1.34	
	FTA5339: Bus & Bus Facilities	\$ -	\$ 2,181,619	\$ 1,355,581	\$ 708,549	\$ 309,265	\$ 318,543	\$ 328,099	\$ 337,942	\$ 1,000,000	\$ 1,000,000	\$ 7.54	
	Misc Federal Funds (Committed)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
[7]	Unspecified Federal Funds (Source TBD)	\$ -	\$ -	\$ -	\$ 1,000,000	\$ 4,595,515	\$ 5,658,973	\$ -	\$ 184,168	\$ 3,105,552	\$ 4,696,355	\$ 19.24	
	<i>Subtotal: FEDERAL Revenue</i>	<i>\$ 2,092,383</i>	<i>\$ 5,609,102</i>	<i>\$ 4,251,958</i>	<i>\$ 3,209,929</i>	<i>\$ 5,213,779</i>	<i>\$ 6,132,959</i>	<i>\$ 383,508</i>	<i>\$ 880,727</i>	<i>\$ 10,825,804</i>	<i>\$ 9,364,019</i>	<i>\$ 47.96</i>	
	TOTAL EXPECTED REVENUES	\$ 13,368,727	\$ 19,970,369	\$ 8,265,664	\$ 10,109,178	\$ 9,063,351	\$ 11,594,294	\$ 6,310,857	\$ 4,233,671	\$ 14,586,370	\$ 13,715,423	\$ 111.22	

**** NOTE: Operators' contributions for intercity fleet replacements (i.e. TDA cross-claim) removed from line items above, to avoid double-counting these transfers on charts.**

[3] Amount represents balance of 20% local match for planned vehicle replacements for SolTrans. Source to be determined.

[4] Includes excess TDA due to Vacaville estimate of required contribution for Intercity fleet replacement as shown in their Board-adopted SRTP. Actual contribution will be lower, so less TDA will be needed to full fund vehicle replac

[5] Includes only the amounts paid by non-operator members of Consortium (MTC, STA, County); does not include TDA cross-claims by other Solano County operators to avoid double-counting in charts

Committed external funding (earmarks, Prop 1B) shown in separate rows.

[6] Values do not match plan dated 18-Dec-2015 due to combination of (1) mis-match between operators in timing of contributions versus expenditures and (2) difference in estimated contribution by Vacaville.

[7] Assumes that operators will apply for and receive discretionary federal grants to fully fund the balance of 80% of the cost of vehicle replacements and eligible capital projects not covered by formula funds. Local match shown sep

As shown in the table, the largest single source of funding for the ten-year capital plan is TDA-LTF. This source represents nearly a third of all capital funding, and the TDA-LTF amount alone is larger than all specified federal funding in the plan and more than twice the value of next largest single line item.

About 14% of total capital funding comes from FTA apportionments, through the 5307 Urbanized Area (\$13.8 million) and 5311 Non-Urbanized Area (\$1.3 million) programs. Other FTA funds that are expected to support capital projects include: \$3.2 million in 5307 STIC funding, \$1.5 million from the 5310 Elderly & Disabled transportation program, and \$7.5 million in 5339 Bus & Bus Facilities funding.

Other committed sources include \$5.5 million in Regional Measure 2 funds, \$8.6 million in Proposition 1B funds, and a prior earmark of \$1.3 million in 5309 Bus Program funds. The majority of these sources is pledged to support replacement of the intercity fleet. STA and MTC have also made funding commitments in support of the intercity vehicle replacements, totaling over \$9 million, or about 8% of the overall capital plan. The transit operators also plan to use \$3.6 million of the revenues received from the Greenhouse Gas Reduction Fund on capital projects.

The consolidated capital plan relies on about \$19 million in “unspecified” federal funding. Of this amount, \$18 million is needed to support scheduled local vehicle replacements for FAST and SolTrans. The remaining \$1 million of the unspecified funds is for a potential project by FAST to build out EV charging stations and electrical grid upgrades. As noted above, if federal funding is not received as planned, the related capital projects would have to be deferred or cancelled. In the case of SolTrans, the unspecified federal funding in the final year of the plan requires a local match which is also shown as “unspecified,” because it is not fully funded from revenues currently projected to be available to the operator within the ten-year horizon. SolTrans will need to work to address this funding need prior to FY2024/25 to ensure their application for federal funding would be accepted.

Future Capital Funding Considerations

There are two capital funding issues that will need to be resolved some time before the end of the ten-year forecast period. Based on the assumptions in each of the individual operator SRTPs, these matters do not lead to a direct financial issue within the horizon of this Coordinated SRTP. However, they should be addressed soon enough to ensure the long term sustainability of all transit operators in Solano County.

First, the Solano County transit operators should consider the degree to which they use their flexible capital funding to subsidize transit operations. Based on existing population based guidelines for federal apportionments, all five transit operators in Solano County are permitted to use their FTA formula funding for operating purposes. This applies to FTA 5307 Urbanized Area apportionments (FAST, SolTrans, and Vacaville City Coach) and FTA 5311 Non-Urbanized Area apportionments (FAST, SolTrans, Dixon Redit-Ride and Rio Vista Delta Breeze).

Current forecasts of population growth suggest that this eligibility will continue for at least a decade or more.

Some Solano County operators rely heavily on the use of federal apportionments to achieve balanced annual operating budgets each year. Although the exact proportions vary by FTA program and individual operator, more than three quarters of all of the apportionment funding in Solano County is being applied to operating uses over the ten-year forecast period. To the extent that these funds are being consumed by operating and maintenance expenses, they are not available to pay capital expenses required to maintain a state of good repair.

The main reason for shifting the FTA formula funds to operating is to ensure those funds are fully utilized each year, and before the federal apportionment lapses. This allows operators to accumulate TDA carryover reserves which can be used more flexibly than the federal sources. TDA reserves can be an important source of non-federal matching funds for any new federal opportunities that may become available. This is particularly important because Solano County does not have a transportation sales tax.

The second issue requiring attention over the next ten years is the status of TDA carryover reserves for most operators. Four of the five transit operators in Solano County (all except Vacaville) are projecting the need to use an increasing share of their annual TDA apportionment to subsidize transit operations each year. The main reason for this increase is that many of the traditional sources of subsidy funding for transit operations are not growing fast enough to keep pace with on-going increases in transit operating and maintenance costs. For most of the Solano County operators, operating & maintenance expenses are projected to grow at 3-4% per year, while major revenue sources rarely exceed a 2% growth rate. For example, fare revenues typically grow more or less in line with ridership (approximately 1% per year) and federal funding sources are expected to grow in line with the authorized FTA funding levels (2% per year or less). As a result, the operators must increasingly rely on their annual TDA funding to make up the difference and avoid an operating deficit, leaving less and less TDA flowing into reserves each year.

To varying degrees, Dixon Read-Ride, FAST, Rio Vista Delta Breeze, and SolTrans are all experiencing this erosion of non-TDA funding sources and drawing down a greater share of their TDA each year to compensate. Absent a structural change in revenues or expenditures before the end of the forecast period, two operators (FAST and Rio Vista) will be forced to use more than 100% of their annual TDA apportionment to maintain a balanced operating budget in the final year of the plan, after which reserves start to be depleted rather than replenished. Similarly, if current trends remain unchecked, two other operators (Dixon and SolTrans) would need to use more than 95% of their TDA apportionment for operations in the final year of the plan, which limits the amount of funding available for periodic capital investments.

Despite these trends, three of the five transit operators in Solano County are expected to be able to maintain relatively healthy levels of TDA reserves throughout the plan period: Dixon Read-Ride, Rio Vista Delta Breeze, and

Vacaville City Coach. However, the two largest operators (FAST and SolTrans) have significant capital requirements during the next ten years, and these expenditures consume most (FAST) or all (SolTrans) of their accumulated TDA carryover, leaving little or no cushion for operating deficits, local match for capital projects, or unexpected needs that may arise in the future.

As part of this discussion, it must be noted that regional partners subsidize SolanoExpress routes with Regional Measure 2 (RM2) funding, because these routes provide congestion relief benefits in key Bay Area bridge corridors. However, a policy decision several years ago zeroed out the annual growth in this funding source. The historical cost-sharing agreement for SolanoExpress service calls for Consortium members to authorize TDA cross-claims for the net costs of intercity service after applying regional revenues. The fact that RM2 remains flat every year while costs regularly increase means that all Consortium members are paying an increasing share of the costs of intercity service over time, exacerbating the drain on their TDA funding, even if they are able to fully meet their costs for in-house operating expenses. The ITFWG will need to decide whether it is reasonable to continue to support the same level of regional-scale services without future increases in regional revenue contributions.

2 Individual SRTPs

This chapter contains the individual SRTPs for each of the five transit operators in the county. Each SRTP has been developed in accordance with MTC Resolution 3532 and is a self-contained document that can be “detached” from the larger Coordinated SRTP. Each SRTP has its own table of contents, adoption resolution, section and table/figure numbering, and Title VI documents. The SRTPs are presented in alphabetical order by agency name as follows:

- Dixon Redit-Ride
- Fairfield and Suisun Transit (FAST)
- Rio Vista Delta Breeze (RVDB)
- Solano County Transit (SolTrans)
- Vacaville City Coach (VCC)

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