STAFF REPORT

Shasta County
Regional Transportation Planning Agency

MEETING DATE:	**6/28/11**
SUBJECT:	**Independent RTPA**
AGENDA ITEM:	**6**
STAFF CONTACT:	**Dan Little**

SUMMARY:
The RTPA is a legally separate public agency with its own governing board. RTPA staff guide the distribution of over $12 million in funds annually to the three cities and the county. The Shasta County Department of Public Works (DPW) staff also acts as staff to the RTPA. The ability of DPW to act as both grantor and grantee creates the potential for conflict and has raised concerns over impartiality when allocating funds and setting policy in the region.

STAFF RECOMMENDATION:
It is recommended that the board consider options to reduce the potential for conflicts inherent with county DPW staffing of the RTPA.

DISCUSSION:
The RTPA has much latitude over how funds are distributed to cities and counties thus creating "winners" and "losers." In 1972, Shasta County approved RTPA bylaws which designate DPW staff as staff to the RTPA, and the DPW director (or his designee) as the RTPA executive director. The County of Shasta, and DPW, are major stakeholders in regional policy and funding decisions. In effect, DPW staff must guide the distribution of over $12 million annually among the three cities and itself. This staffing arrangement has called into question the ability of the RTPA to be even-handed while serving "two masters" with sometimes opposing needs. To eliminate this potential for conflict, California's other 17 metropolitan regions are staffed independently. Financial decisions affecting cities and the county include the following:

- Cost to fund Redding Area Bus Authority's (RABA) budget ($4 million)
- Transportation Development Act funds ($6.5 million)
- Regional Surface Transportation Program (RSTP) funds ($1.4 million)
- State Transportation Improvement Program (STIP) funds ($2 million)
- RTPA planning funds and grants ($500,000)

In addition to discretionary funding decisions, the RTPA sets policy, pursues grants, and provides comment letters that may be at odds with a particular city or county priority.

Under current RTPA bylaws, the RTPA board has no direct authority over its executive director and staff. For example, the RTPA board does not choose its executive director; the RTPA board must accept the public works director, or his designee. RTPA staff is hired by DPW which determines RTPA staffing levels and assigns other, non-RTPA workload.

Potential conflicts can be alleviated by shifting RTPA staff oversight and accountability from DPW to the RTPA board. To this end, and pursuant to direction provided at the April RTPA board meeting, two options to amend the RTPA bylaws are presented:

- Option A: Allow the RTPA board to appoint or remove its executive director; or
- Option B: Allow the RTPA board full authority over all RTPA staff.

Option A would break DPW ties, but not county oversight. The RTPA board would appoint its executive director who would serve at the will of the board, rather than DPW. A model for this arrangement exists in other county departments where the director is appointed by an authority other than the County Board of Supervisors. Option B would separate RTPA staff entirely from the county consistent with current practice in other metropolitan regions.

ALTERNATIVES:
The board may recommend a more detailed analysis and vetting of independent staffing options, or take no action thus maintaining the current DPW staffing.

OTHER AGENCY INVOLVEMENT:
The Technical Advisory Committee (TAC), which consists of staff from member agencies, noted that the perception and potential for conflict were valid concerns. While relations are suitable between agencies today, TAC recommended that the board begin to address the issue now rather than wait until it is triggered by major discontent among a stakeholder. TAC deferred its recommendation regarding Option A or B pending a more detailed analysis.

FINANCING:
DPW staff charge for each hour worked on RTPA. In total, five full-time-equivalents positions are spent on RTPA within an eight-person division. Staff has provided the attached cursory analysis using the same pay, benefits, and hours devoted to RTPA as is currently the case. While assumptions beyond this can be used to make the case for higher or lower costs, staff is avoiding such speculation at this time so as not to obfuscate the larger issue before the board. If the board is inclined to explore more independent staffing; further financial analysis is recommended before a final decision is reached.

Either option would result in a shift of $127,000 in overhead expenses from DPW to the RTPA. Overhead includes office space, utilities and support. The RTPA maintains a growing annual reserve which has doubled in the last five years and is currently at $1.6 million. The 7% shift to the RTPA for independent staffing, would still allow growth in this reserve.

Daniel S. Little, AICP, Executive Director

Attachments: RTPA Staffing Alternatives Annual Cost Comparison
Letter from RTPA Counsel Regarding Independent RTPA
RTPA Bylaws – Article 9, Section 1
Prior Reports Addressing Independent RTPA
Overview of the Shasta County RTPA

RTPA STAFFING ALTERNATIVES - ANNUAL COST COMPARISON

Current DPW Staff w/ County			**Option A** Not DPW Staffed w/ County			**Option B** Independent From County		
Salary & Benefits (5 FTE)	$	490,000	Salary & Benefits (5 FTE)	$	490,000	Salary & Benefits (5 FTE)	$	490,000
Overhead (26%)	$	127,400	Overhead (26%)	$	127,400	Overhead (26%)	$	127,400
(Paid by DPW)	$	(127,400)	(Shifted from DPW to RTPA)			Leased Office	$	18,000
Total Annual Cost	**$**	**490,000**	**Total Annual Cost**	**$**	**617,400**	**Total Annual Cost**	**$**	**635,400**

Increased % of RTPA Budget					**6.74%**			**7.69%**
DPW Cost	**$**	**127,400**		**$**	**(127,400)**		**$**	**(127,400)**
Net Total Increase					**$0**		**$**	**18,000**
10/11 RTPA Budget	**$**	**1,890,000**						

Note: County overhead charges (typically 26%) includes buildings, facilities maintenance, vehicles, supplies, utilities, and support staff. $25,000 of this is now paid by RTPA

Note: 5 full time equivalent (FTE) positions is based on current RTPA hours billed to RTPA functions.

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MEMO

TO: Dan Little, Executive Director
Shasta County Regional Transportation Planning Agency

FROM: John Sullivan Kenny

DATE: June 20, 2011

re: Independent RTPA

As part of an item for the next RTPA meeting, you have asked for comment on the notion of an "independent RTPA." The existing By-Laws have been reviewed. They create a membership consistent with Government Code §65080 and state that the Agency is to comply with Federal (23 USC §134; 49 USC §5303) and State (Government Code § 65080) requirements. These statutes provide a wide range of responsibilities for RTPA.

In part, the role of RTPA is to provide a venue for discussion of regional transportation issues and a vehicle for prioritizing transportation needs and priorities. Significantly, RTPA plays a major role in allocating operating capital and planning revenues for transportation projects. These are subjects on which member entities sometimes have conflicting views.

The RTPA Executive Director is to serve as clerk of the RTPA Board. The Executive Director's duties include making recommendations to and preparing agendas for the RTPA Board. One would assume that this position would demand a certain independence from member entities. Nevertheless, the By-Laws say the Executive Director is the County Director of Public Works or the Director's designee. The County Director of Public Works is appointed by the Board of Supervisors. The RTPA Board has no authority over this appointment. As a result, the By-Laws have delegated the authority of appointment of the Executive Director to the Board of Supervisors.

Your staff report mentions "conflicts." The concern here is with one person holding a position with two entities and making recommendations that could benefit one over the other. This issue is consistent with the concept of "incompatible offices" addressed in Government Code §1099. While the concern of dual responsibilities and duties addressed in Section 1099 apply here, Section 1099 does not prohibit the dual holding of offices where they are expressly authorized by law. As already noted, the RTPA By-Laws authorize dual employment. City councils and boards of supervisors may permit officers to hold what would otherwise be incompatible offices if it is found to be necessary or convenient. (*McClain v. County of Alameda* (1962) 209 Cal.App.2d 73, 79.) It is not known why this manner of appointment was selected. The decision was made many years ago. It would be wise to consider whether it remains necessary or convenient to continue the dual roles.

Not surprisingly, concerns have been expressed about the ability of the Executive Director to render impartial judgment when the Executive Director is actually an employee of one of the member entities. That there are concerns should be no surprise. It was long ago noted that one cannot serve two masters without honoring one and offending the other. The manner of appointment of Executive Director in effect requires the position to serve two masters with sometimes conflicting views. There may have been fiscal reasons for the rather awkward method of appointment proposed nearly 50 years ago. As RTPA's discretion over funding and policy issues increases, it is likely there will be a corresponding increase in complaints regarding the dual roles of the Executive Director.

In summary, while the present staffing arrangement may be consistent with the letter of existing law, it will inevitably lead to problems. It would be wise to address this before such problems arise.

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JSK/pd

ARTICLE 9- EXECUTIVE DIRECTOR

SECTION 1: The Director of Public Works of the County of Shasta, or a designee appointed by the Director and approved by the Board, shall serve as the Executive Director of the RTPA. Sufficient funds shall be approved by the Board for the Executive Director and staff to carry out the planning and administrative responsibilities of the RTPA.

SECTION 2: The Executive Director shall perform or supervise the administrative and secretarial work of the RTPA. His/her specific duties entail serving as secretary to the RTPA; keeping accurate and sufficient records of all proceedings; receiving and transmitting all correspondence; maintaining files for all reports; directing and coordinating the work of the RTPA; preparing and administering the RTPA annual budget; maintaining a record of all financial transactions; and such other duties as are usually incidental to such position.

SECTION 3: The Executive Director shall:

a) Advise all prospective Local Transportation Fund (LTF) claimants of the amounts of anticipated area apportionments in accordance with Section 6644 of the California Code of Regulations (CCR).

b) Review claims submitted pursuant to Sections 6630 and 6732 of the CCR and prepare a proposed annual budget for Transportation Development Act (TDA) funds to be allocated to claimants as approved by the Board.

c) Transmit allocation instructions to the County Auditor to pay from the LTF and State Transit Assistance funds those approved claims that are in the proper order and for which sufficient monies are available in accordance with Sections 6659 and 6752 of the CCR. Such payments shall be made in accordance with RTPA policies and procedures.

d) Prepare an amended budget for TDA funds as needed to make mid-year allocation and claim adjustments.

SECTION 4: At or near the April 2009 RTPA meeting, and at or near the October 2010 meeting, and at or near the October meeting in each calendar year thereafter, the Board shall meet in closed session to review the performance of the Executive Director. The review shall include review of goals and past performance. The review may include input from RTPA member agency staff. A draft report shall be prepared by the Executive Director and reviewed by an Evaluation Committee consisting of the RTPA Chair, Vice Chair, and an optional third Board member selected by the Chair. After incorporating recommendations of the Evaluation Committee, the final draft evaluation will be available to the full Board for discussion in the closed session. The Board and Evaluation Committee may also provide recommendations to the County on the Executive Director's handling of personnel issues or other County of Shasta decisions affecting RTPA staff. This final evaluation report resulting from the closed session shall be confidential and may be forwarded to the Director of Public Works or County Board of Supervisors as appropriate for consideration in performance evaluations or other actions by the County of Shasta without sacrificing its confidentiality.

REPORT TO SHASTA COUNTY RTPA

SUBJECT		MEETING DATE	ITEM NUMBER
Independent RTPA		02/28/06	9

RECOMMENDATION
Consider directing staff to prepare a proposed budget for an independent Regional Transportation Planning Agency (RTPA).

SUMMARY
At the October meeting the consensus of the Board members was to present an item to discuss how the RTPA is staffed.

DISCUSSION
Currently the RTPA's legal status is defined in a Memorandum of Understanding (MOU) with Caltrans that spells out the functional roles and responsibilities of the RTPA in discharging responsibilities such as administering the Transportation Development Act (TDA), preparing various improvement plans and preparing the Regional Transportation Plan (RTP). The by-laws or rules of the RTPA are contained within the rules of the Shasta County Regional Transportation Planning Agency.

Specifically Section 15 provides "The Director of Public Works of the County of Shasta or a designee appointed by the Director and approved by the Board shall serve as the Executive Officer of the Shasta County Regional Transportation Planning Agency. Sufficient funds shall be approved by the Board for the Executive Officer and staff to carry out the planning and administrative responsibilities of the Regional Transportation Planning Agency."

Currently the staff of the County and staffs of the three cities through various revenue pass-through arrangements carry out this section collectively. Due to this arrangement there are several agencies funded through the RTPA's budget (the Overall Work Program) and the need for separate cost recovery plans. The Agency charges only direct salaries and benefits to the Overall Work Program (OWP). As a result, many more hours of service are provided for the same level of funding.

This item was discussed by the Agency in 1997 and at that time it was decided to remain with the status quo. The reasons to support changing the staffing arrangement of the RTPA identified by staff include removing a perceived conflict of interest due to the majority of staff work done by the RTPA is done by staff employed by the County of Shasta. To the extent that decisions are made that impact the County of Shasta, one could argue that recommendations and funding decisions are made to the benefit of the County.

Annually the RTPA is audited by external auditors, not only for financial reasons, but also to determine compliance with TDA and other laws that govern the operation of the Agency. Recent audit reports have contained no compliance findings or management letter findings. This information is provided as support that the current staffing arrangement is satisfactory. Staff is of the opinion that decisions are made on the basis of what is good for the region and not what is good for each individual agency. Having said that, it is recognized that the appearance of a conflict of interest could be reasonable given the many hats that county staff wear at various times.

An RTPA staffed independently (similar to LAFCO) may elevate the status within the pantheon of local agencies within Shasta County. At the current time many of the activities of the RTPA are viewed as County activities due to the staff involved. If the RTPA were to be staffed independently with no connection to any of the Cities or the County, one could argue that it would rise in prominence among local agencies and that this could be useful in pursuing future goals such as establishing regional traffic impact fees or even a sales tax measure.

The final positive aspect of an independent RTPA would be that it would require more involvement of Board members. For example, it would be assumed that an independent Executive Officer would work under an employment contract that would need to be negotiated and would receive annual performance evaluations from the Agency. This is seen as positive because obviously the more involved Board members are presumably the better the outcomes.

The reasons to not change the current staffing structure of the RTPA generally revolves around dollars and cents. An independent RTPA will cost more money to operate due to the fact that overhead will need to be recovered. At the present time the majority of staff within the RTPA are housed within the Shasta County Department of Public Works who pays the light bill and provides employee benefit programs, medical benefits, retirement programs, etc. The cost to provide and administer all of these programs would presumably be necessary in an independent RTPA and would require either separate administration or would involve contracts with some local agencies such as a city or the county. If the organizational staffing is changed to an independent format this will result in loss of funding, which is currently passed through to the local agencies as follows:

2005/2006 Overall Work Program	
Redding	$109,960.00
Anderson	$ 30,163.42
Shasta Lake	$ 29,999.40
Shasta County	$101,774.56

It should be pointed out that overhead is also not charged by the cities' staff, but in most cases the work that is funded by the RTPA is work that the local agencies would pursue independently and would need to be funded from some other source. Examples of the type of programs funded at the local agencies include accident investigation and surveillance, traffic counts, and general monitoring of the transportation system. Generally, when an RTPA transitions from being housed within one agency to an independent status, all pass-through funding such as we have implemented in Shasta County is lost.

<u>ALTERNATIVES</u>
No staff recommendation has been provided for this item as it is for the consideration of Board members. Impacts of the alternatives have been laid out within the discussion section.

OTHER AGENCY INVOLVEMENT
This item was reviewed with the staffs of the Cities, the County and Caltrans at the Technical Advisory Committee (TAC) meeting of February 14, 2006.

FINANCING
If the Agency should choose to pursue independent staffing of the RTPA it would require substantial revision to the current year Overall Work Program. If the status quo staffing arrangement is the desire of the Agency, there will be no financial impact associated with that decision.

Daniel J. Kovacich, Executive Officer

DJK/jac

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November 11, 1997

To: Michael Warren

From: Arthur Bauer

Subject: Independent Regional Transportation Planning Agency

This memorandum is in response to your inquiry of us regarding our discussion pertaining to the RTPA. In our first report on RABA we recommended that the RABA board seek the formation of an independent RTPA. In the current report we discussed several of the issues related to the role and responsibility of the RTPA and referenced the enactment of SB 45 which reforms the entire process for determining highway and transit investment priorities by shifting the responsibility away from the California Transportation Commission to RTPA's. (This measure had not been signed into law at the time the first report was prepared.) In this report we did not reiterate our recommendation that RABA seek creation of an independent RTPA. However, we continue to stand-by that recommendation and continue to believe it has merit.

I would like to re-emphasize a couple of points. The fundamental responsibility of the RTPA is to determine the character of the transportation infrastructure and services that a community will have in the future. SB 45 supports a region's ability to do this by allocating 75 percent of capital outlay funds available in the State Highway Account to RTPA's for prioritization. In the case of Shasta County, preliminary estimates by Caltrans indicate that as much as $36 million will be available to the county between 1998 and 2005. A more definitive revenue estimate will be released in January, 1998. In addition, SB 45 allows the RTPA to use up to one-half of one percent of the funds it will receive for "project planning, programming and monitoring". This would be approximately $190,000 over six years. This will pay for some of the costs associated with the administration of an RTPA.

Finally, from my experience in addressing the issues associated with creating RTPA's, I have found that the question of how a community best organizes itself to represent the residents' of both the municipalities and the unincoporated areas within the RTPA is a <u>fundamental</u> policy decision. It is clearly a decision within the province of elected officials.

4. Potential "Conflicts" Associated with the RTPA

During the September RABA board meeting there was considerable discussion surrounding the role of the regional transportation agency. In addition, written comments were received from both the director of county public works and RTPA's executive director indicating concerns about items contained in the previous report related to the role of the RTPA and the county public works department. To ensure that there is no misunderstanding, the RTPA is an independent institution that receives staff support from the county public works department. A seven-member board that includes three county supervisors, one councilmember each from the cities of Anderson, Redding and Shasta Lake, and one member from the RABA board provides policy direction.

1. What is the role and responsibility of the RTPA?

The Shasta County Regional Transportation Planning Agency (RTPA) was formed as a result of the enactment of the Transportation Development Act in 1971 in order to manage the allocation of transportation revenues provided by the Act through the Local Transportation Fund.[3] Other responsibilities of the RTPA include development and adoption of regional transportation plan, and the preparation of the transportation improvement program (TIP), a multi-year transportation capital outlay program, which must be consistent with the regional plan and updated every two years.

As a result of passage of the Federal Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), a Metropolitan Planning Organization (MPO) must be designated in urbanized areas with a population of more than 50,000 to carry out the metropolitan transportation planning process. The Shasta County RTPA is the designated MPO for Shasta County to carry out both state and federal transportation planning responsibilities. Designation requires the agreement of a majority of general purpose local governments, including the central city, representing 75% of the urbanized area population.

[3] Technically, the Shasta County Regional transportation Planning Agency is a "local transportation commission". It was formed because there was no council of governments conducting regional planning in 1972 when the Transportation Development Act became operative.

The RTP is updated on a biennial basis and must at least include:

- A sufficiently detailed identification of transportation facilities (including major roadways, mass transportation, and multimodal and intermodal facilities) that should function as an integrated regional system. The plan needs to include both short and long term actions that develop and maintain an integrated transportation system that is accessible and that efficiently moves people and goods;

- A financial plan that indicates funding resources from public and private sources reasonably expected to be made available, as well as innovative financing techniques to finance needed projects;

- An assessment of current capital investments to ensure preservation of the existing transportation system, including operations, maintenance, modernization and rehabilitation of existing and future mass transportation facilities;

- An identification of the projected transportation demand of persons and goods in the metropolitan area; and

- Congestion management strategies that address current and future transportation demand.

The RTP is intended to be the end product of balanced and comprehensive transportation planning process that considers the relationships between land use and all transportation modes. In addition, the RTP process is expected to be inclusive and involve local agencies.

Transportation Improvement Program (TIP)

The TIP serves as a strategic management tool, which accomplishes the objectives of the Regional Transportation Plan. The TIP is a short-range management tool that is to be updated every two years. It includes a list of priority projects and must be consistent with the projects contained in the long range RTP. By law the TIP must be financially constrained by year and include only those projects for which available funding has been identified.

2. How do the activities and decisions of the RTPA impact RABA and the City of Redding?

There are two principle ways the RTPA impacts RABA and the City of Redding. First, the RTPA's management of the Local Transportation Fund under the terms of the Transportation Development Act may have an impact on the funding of both RABA and the city. The city can claim funds for street improvements and RABA can claim funds for transit purposes. The RTPA staff evaluates the claims and recommends the appropriate course of action to the governing board. In the case of Redding the first priority for TDA funds is RABA and that is understood at the RTPA.

The second way the RTPA impacts the city and RABA is through the regional transportation planning process. Transportation capital projects funded by federal or state federal funds must be in both the Regional Transportation Plan and the Transportation Improvement Program.

For example, a review of the updated 1996 Regional Transportation Plan for Shasta County indicates that the 20-year RTP does not appear to contain a list of transit projects. Moreover, the RTP's ten-year financial plan does not identify transit projects. A reference is made in the RTP to RABA implementing the Transit Development Plan, which is a separate short-range plan that guides RABA's service development. However, the Transit Development Plan is a separate document and cannot be substituted the RTP's program of projects..

Senate Bill 45

Senate Bill 45, recently signed into law by Governor Wilson, restructures the entire process for priorities transportation projects in California. This is a very complex measure and the details required for implementation will be addressed in policies the California Transportation Commission (CTC) will issue. Among the elements that are important to the discussion of the RTP's role are the following:

- 75% of the State Highway Account funds for new capital outlay will be prioritized and programmed in the State Transportation Improvement Program (STIP) by regional transportation planning agencies/MPO's. These funds are available for use not only on state highways, but also for projects that increase the capacity of local streets and roads. (Some regional agencies argue the funds can also be used for local street maintenance such as resurfacing. The CTC will clarify this issue in the SB 45 guidelines it will adopt.) The most preliminary estimates for Shasta County indicate that as much as $36 million will be available to the county between 1998 and 2005. A more definitive estimate will be released in January, 1998.

- The STIP period will be reduced from seven years to four years. The STIP must be updated and adopted every two years. The CTC can no longer pick and choose projects from the regional program for inclusion in the STIP. It can only accept or reject the entire STIP adopted by the regional agencies.

- The cost of project environmental analysis, design and right-of-way acquisition will be included in the STIP for the first time.

Although there no specific recommendations regarding the of SB 45, local officials should become familiar with the opportunities inherent in the legislation and endeavor to ensure their communities are prepared to take advantage of the legislation's flexibility.

ADA mandates that complementary paratransit be provided 3/4 miles on both sides of a bus route, and within 3/4 miles at the terminus of each bus route. A reservations system must accommodate next day requests and advanced reservations up to 14 days. A recent revision to the law allows a local transit agency to determine the window when reservations can be made. Personal care attendants may accompany eligible riders at no charge, and each qualified rider is entitled to at least one paying travel companion.[13]

The transit operator establishes the eligibility criteria for riders. ADA paratransit service was created for all persons with disabilities, regardless of age. Therefore, it is the law to serve persons with disabilities.

ISSUE B

Is there an inherent conflict of interest between the County and the RTPA?

During the course of conducting interviews, several respondents raised the issue of the RTPA's evenhandedness in addressing mass transit issues as they relate to RABA. The RTPA is housed in the Shasta County Department of Public Works and is responsible for regional transportation planning under both federal and state laws and for the management of the allocation of revenues that are made available to the Local Transportation Fund under the TDA statute.

Shasta County, in particular the Redding area, is going through a transition from being a rural to an urbanized area due to population growth. New demand for transportation services beyond streets and roads come with this transition, namely public transit. As a result, local governments controlling the funds for transportation services should be responsive to this new demand.

The RTPA has a policy that TDA funds should be used for both transit and roadways. It is difficult, and inconsistent with the TDA law, to compare the needs of transit with the needs of streets and roads when determining the use of the funds. However, the County Public Works, acting as staff for the RTPA, must perform a juggling act to determine the best uses of funds under the current policy. The RTPA has not interpreted the TDA law inconsistently, but has been micro-managing RABA and isolating the inefficiencies in the system. The RTPA has instituted tough guidelines that TDA currently allows for transit services, especially in the revised definition of "reasonable to meet." Basically, the RTPA has made it hard for transit to maintain and expand service.

The conflict of interest between Shasta County and the RTPA lies in the County's dual role to allocate TDA funds while also being a claimant of the fund for streets and roads. The RTPA is essentially run by the County Public Works Department which is not in the business of transit planning, but rather is a direct competitor with transit for TDA funds. However, the County is required to bring discipline to transit expenditures and determine RABA's funding levels. The County's first priority is to maintain the road system, which makes it difficult for the agency to

[13] Ibid.

place transit needs on the same playing field. Therefore, a conflict of interest exists. Through interviews, it was found that excess TDA funds not used by RABA are diverted for street purposes, thereby reducing RABA's ability to sustain future services. These critical decisions are made by the RTPA which reflect the priorities of the County Public Works.

The issue of evenhandedness comes down to the flexibility in the policies and choices that are available to the governing board of the RTPA. Because streets and roads are the first priority of the County Public Works which in turn staff the RTPA, there is little flexibility in policies that could be exercised. It is important to understand that Shasta County is not the first county to encounter this issue and the organization of transportation planning and programming. Other counties similar in population to Shasta have created independent RTPAs to retain flexibility in transportation policy. Butte County, perhaps the county most similar in size and character, has had an independent RTPA for several years. Nevada County, which is quite smaller than Shasta County, has had an independent transportation commission for several years as well. El Dorado County, which is in the Sacramento metropolitan area, also has an independent transportation planning function which in turn coordinates with the larger multicounty regional planning agencies and designated MPO.

ISSUE C

What type of service is envisioned for RABA demand response?

RABA's demand response service has seen a dramatic increase in demand over the last four years due to factors such as passage of the Americans with Disabilities Act and population growth in the Redding area. It often appears that demand for services exceeds the supply of service that can be provided at any one time. As a result, a number of trip denials occurs.

The large number of trip denials (about 400 per month), plus the average number of passengers per revenue service hour (2.1 riders/hour), are symptoms of the current demand response service in place. These figures can change from the type of demand response service offered.

Basically there are two distinct types of demand response services, one that emphasizes quality, and one that emphasizes quantity. The service that emphasizes quality has more of a customer focus in which the following practices can occur: the van responds to calls outside the minimum ADA boundary of 3/4 mile on both sides of a bus route; the driver leaves the van to assist a rider to and from their front door, or even into their homes; and the paratransit system accommodates riders' specific pick up and drop off times. This type of service may result in a lower number of passengers per service hour and more trip denials, leading to a lower fare recovery ratio. Grouping rides becomes more difficult because the service area is stretched out farther and the van is more idle from the personal assistance being provided. However, patrons would be comfortable with the ride which may increase demand.

In contrast, a demand response service that emphasizes quantity can incur the following practices: the van responds only to calls within the ADA mandated 3/4 mile boundary; the driver

Overview of the Shasta County Regional Transportation Planning Agency

The overall goal is to provide a safe, balanced, coordinated, and cost-effective transportation system that conserves energy, preserves air quality, and serves the needs of the local metropolitan area and region.

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Disclaimer

This document was funded in part through grants from the Federal Highway Administration, Federal Transit Administration, U.S. Department of Transportation, and Transportation Development Act Funds. The views and opinions of the agency expressed herein do not necessarily state or reflect those of the U.S. Department of Transportation.

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List of Acronyms

ARRA	American Reinvestment and Recovery Act
CMIA	Corridor Mobility Improvement Account
COGs	Councils of Governments
CTC	California Transportation Commission
CTSA	Consolidated Transportation Services Agency
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
FTIP	Federal Transportation Improvement Program
FY	Fiscal Year
GHG	Greenhouse Gas
GIS	Geographic Information Systems
ITS	Intelligent Transportation Systems
JPA	Joint Powers Authority
LTF	Local Transportation Fund
MPO	Metropolitan Planning Organization
OWP	Overall Work Program
PPM	Planning, Programming and Monitoring
PTMISEA	Public Transit Modernization, Improvement, and Service Enhancement Account
RABA	Redding Area Bus Authority
RSTP	Regional Surface Transportation Program
RTIP	Regional Transportation Improvement Program
RTP	Regional Transportation Plan
RTPA	Regional Transportation Planning Agency
S&R	Streets and Roads
SB 375	Senate Bill 375 (Steinberg)
SCRTPA	Shasta County Regional Transportation Planning Agency
SCS	Sustainable Communities Strategy (SB375)
SSNP	Shasta Senior Nutrition Programs
SSTAC	Social Services Transportation Advisory Council
STA	State Transit Assistance Fund
STIP	State Transportation Improvement Program
TAC	Technical Advisory Committee
TDA	Transportation Development Act
TE	Transportation Enhancements

Shasta County RTPA Websites

Shasta County RTPA: http://www.scrtpa.org

Fix-5 Partnership: http://www.fixfive.org

ShastaFORWARD>>: http://www.shastaforward.com

North State Super Region: http://www.superregion.org

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Contact Us

For more information about the material in this document, contact the Shasta County RTPA at 530-225-5654; come by the office at 1855 Placer Street, Redding, California, 96001; or visit our website at www.scrtpa.org.

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RABA:	Dick Dickerson Ron Dixon – Alternate
Shasta County:	Leonard Moty – Chair Glenn Hawes Les Baugh Linda Hartman – Alternate
City of Anderson:	Norma Comnick Debe Hopkins – Alternate
City of Redding:	Patrick Jones Rick Bosetti – Alternate
City of Shasta Lake:	Greg Watkins - Vice Chair Dolores Lucero - Alternate

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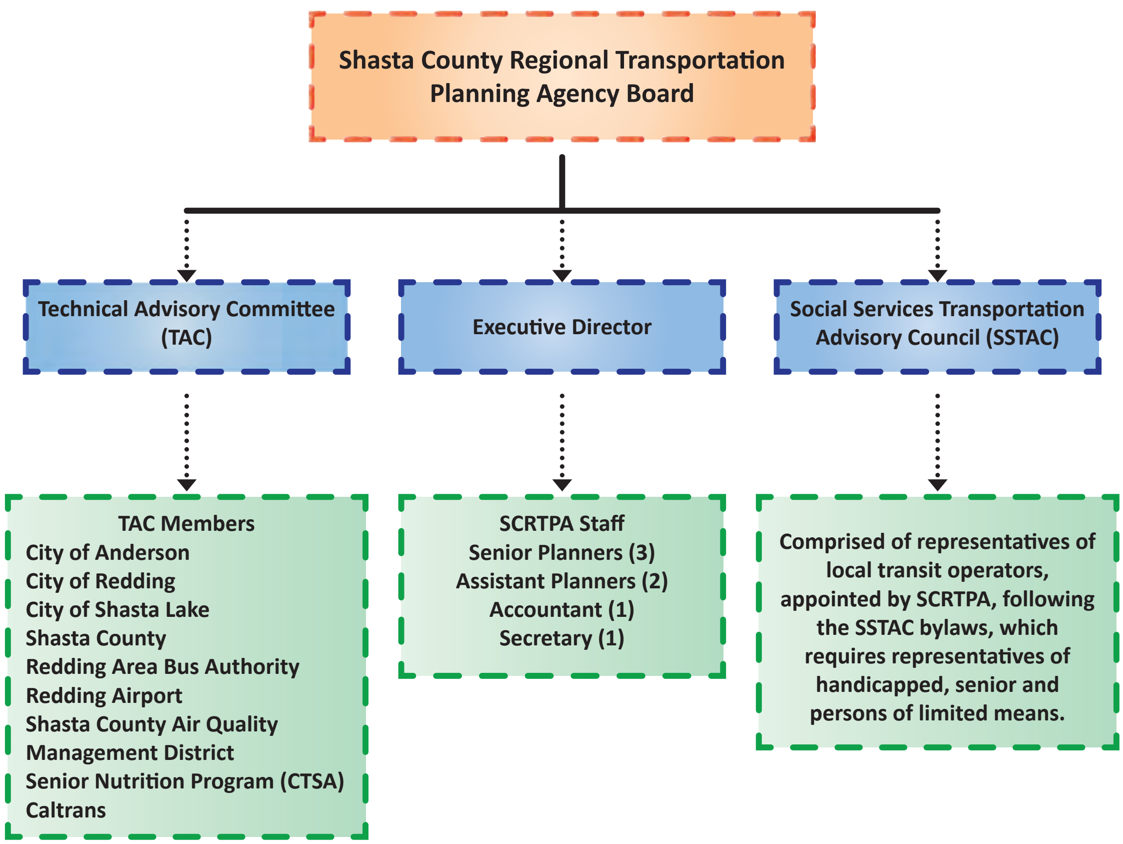
Shasta County RTPA Overview

The Shasta County Regional Transportation Planning Agency (SCRTPA) was established by state and federal law in 1972. Legislation over recent years has shifted significantly to direct more funding and planning responsibilities from cities and counties to regional agencies such as the SCRTPA. The SCRTPA is governed by a board established by minimum requirements under state law. The SCRTPA board consists of seven local elected officials representing each of Shasta County's local agencies:

- Shasta County Board of Supervisors (3);
- Redding City Council (1);
- Anderson City Council (1);
- Shasta Lake Council (1); and
- Redding Area Bus Authority Board (typically a Redding City Council member)(1).

The SCRTPA board members are selected by their respective agencies. The SCRTPA executive director is the Shasta County Public Works Director or his designee. The executive director and his seven member staff are employees of the Shasta County Department of Public Works. They wear two hats and bill work hours according to time spent on SCRTPA functions or county public works functions. About five full-time equivalent positions are currently dedicated to SCRTPA functions. An organizational chart is provided in **Figure 1** below.

Figure 1: Shasta County RTPA Organizational Chart

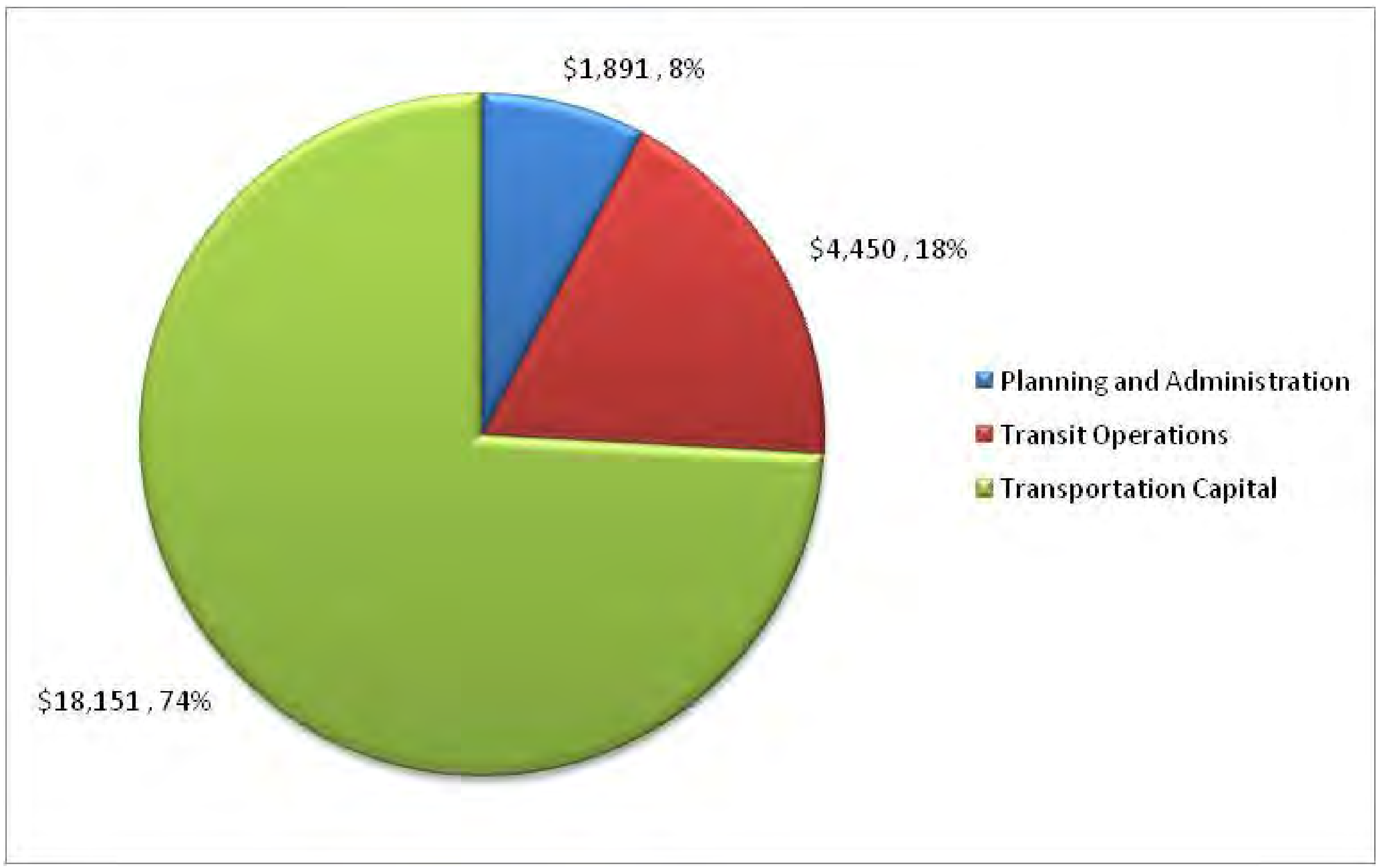


The SCRTPA distributes over $24 million in funds annually **(Chart 1)**. These funds are generally divided into three categories:

1. Transportation capital;
2. Transit operations; and
3. Planning and administration.

The SCRTPA's operations and programs are funded entirely through state and federal funding and grants. Core functions of the SCRTPA include development of long-range transportation policies; pursuit of state and federal transportation grants; local agency funding support and coordination; oversight of public transit funding; and approval of short-range capital improvement programs for all modes of transportation.

Chart 1: SCRTPA Annual Revenue (in millions)
2009/10 Budget = $24.5 million



Legal Authority

The creation of a regional transportation planning agency is required under state and federal law. RTPAs are intended to promote better coordination among the cities and counties within each region. The creation of RTPAs placed historically state-led decision making in the hands of local elected officials.

The SCRTPA was established under state law in 1972. All California counties were required to form regional agencies as a condition of receiving state transportation funds, including transit funds. Gradually, through laws like the Transportation Development Act (1971) and Senate Bill 45 (1997), RTPAs were delegated greater authority to determine the appropriate use of state transportation revenue. Prior to the creation of RTPAs, these decisions were made by the state.

When Shasta County's urban area population exceeded 50,000 in 1980, the SCRTPA became recognized as one of 18 metropolitan planning organizations (MPO) in California. Similar to state law, formation of a regional MPO is a requirement for receiving federal transportation dollars (23 U.S.C. 134 and 135). The federal MPO designation added responsibilities that sometimes overlap with state requirements. These new federal responsibilities previously rested with the state, and still do in rural, non-MPO counties where only an RTPA exists.

The result across California is a hodge-podge of sometimes overlapping regional agencies that are: state created RTPAs only; federally created MPOs only; or one agency serving both roles. **Map 1** shows these varied forms of regional transportation planning agencies.

In Shasta County, the SCRTPA was established as a single agency to fulfill both the state and federal requirements, thereby avoiding the confusion created in other regions of the state where two agencies overlap with similar roles.

Added to the state mix are voluntarily created transit agencies, councils of governments (COGs), and local sales tax transportation authorities that are either separate or merged with the RTPA or MPO. In Shasta County the Redding Area Bus Authority (RABA) serves as the sole regional transit agency. RABA exists as a separate agency; however the SCRTPA sets the farebox ratio for the transit agency and RABA has a representative who sits on the SCRTPA board.

Map 1: California MPO and RTPA Regional Map

History

Regional government in Shasta County can be traced back to 1967 when a Joint Powers Authority (JPA) was created between Shasta County and the cities of Redding and Anderson to create the "Regional Planning Council" with a stated intent as follows:

> *"The region is rapidly changing from a rural to an urban area. By reason of growth, governmental problems affecting incorporated and unincorporated areas are frequently arising and expected to increase in the future. It is necessary and desirable that a single agency be created with authority to plan for and suggest solutions to common problems."*

With the formation of the SCRTPA as the federal MPO in 1981, the Shasta County Board of Supervisors withdrew from the JPA and the Regional Planning Council was dissolved. **Table 1** shows a history of regional planning in Shasta County.

Table 1: History of Regional Planning in Shasta County

Table 1: History of Regional Planning in Shasta County	Resolutions	Authority
12/20/67: Regional Planning Council JPA formed.	BOS 67-88 RED 3901 AND 67-28	§6500 Gov. Code
1971: California Transportation Development Act (TDA) passed. Allocated funds to the Local Transportation Commissions for public transit, with residual funds available for local streets and roads.		
1972: Shasta County Board of Supervisors established Shasta County RTPA. Initial bylaws were adopted, with subsequent amendments allowed by the SCRTPA Board.	BOS 72-184	SB 325 (§1400 CA Statutes 1971) PUC §130002 §65600-65604 Gov. Code §29535 (C), §29532
12/20/76: Shasta County and the City of Redding approve a JPA to create the Redding Area Bus Authority (RABA).		
1980: Shasta County is federally designated as an Urban Metropolitan Statistical Area due to the federal census showing an Urbanized Area exceeding 50,000 population.		
1981: Cities and County establish Shasta County Metropolitan Planning Organization (MPO). Existing bylaws and structure of SCRTPA determined applicable to MPO. County withdrawal from 1967 Regional Planning Council JPA, Shasta MPO designation approved by governor.	BOS 81-124 RED 81-112 AND 81-22 BOS 81-149	Title 23, §134 USC Oct. 8, 1981 BTH Letter
2/5/91: Shasta County and City of Anderson approve agreement to operate the Anderson-Cottonwood Transit System (ACT). ACT contracted with RABA to provide transit service to the Anderson and Cottonwood areas.		
12/16/97: Shasta County and the cities of Anderson, Redding, and Shasta Lake approve a new JPA to operate RABA (effectively merging ACT into RABA).		
10/2/97: SB 45 (Kopp) passed. Gave the SCRTPA authority over 75% of STIP funds.		
9/30/08: SB 375 (Steinberg) passed. Requires MPOs to create a "Sustainable Communities Strategy" to reduce greenhouse gas emissions.		
2/23/10: Shasta*FORWARD*>> Regional Blueprint Final Report adopted.		
7/27/10: SCRTPA authorizes joining the North State Super Region - a memorandum of agreement to collaborate as 16 Northern California regional transportation planning agencies.	SCRTPA 10-10	

SCRTPA Revenue and Distribution

The SCRTPA is 100% funded by state and federal sources for three basic functions: transportation capital, transit operations, and planning/administration. An average of $24.5 million is distributed annually. Each revenue source and its general uses are briefly described in this section. The projected budget for transportation capital and operations over the next five years are shown in **Charts 2 and 3**. For an explanation of the acronyms, see page 5.

Chart 2: Transportation Capital and Operations 5-year Budget- Revenues

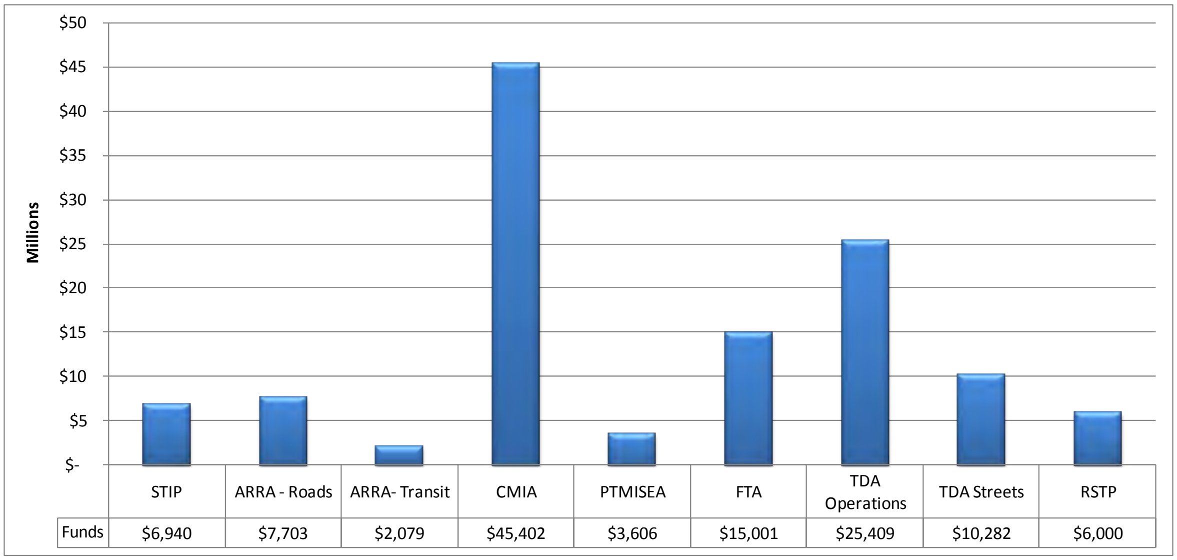
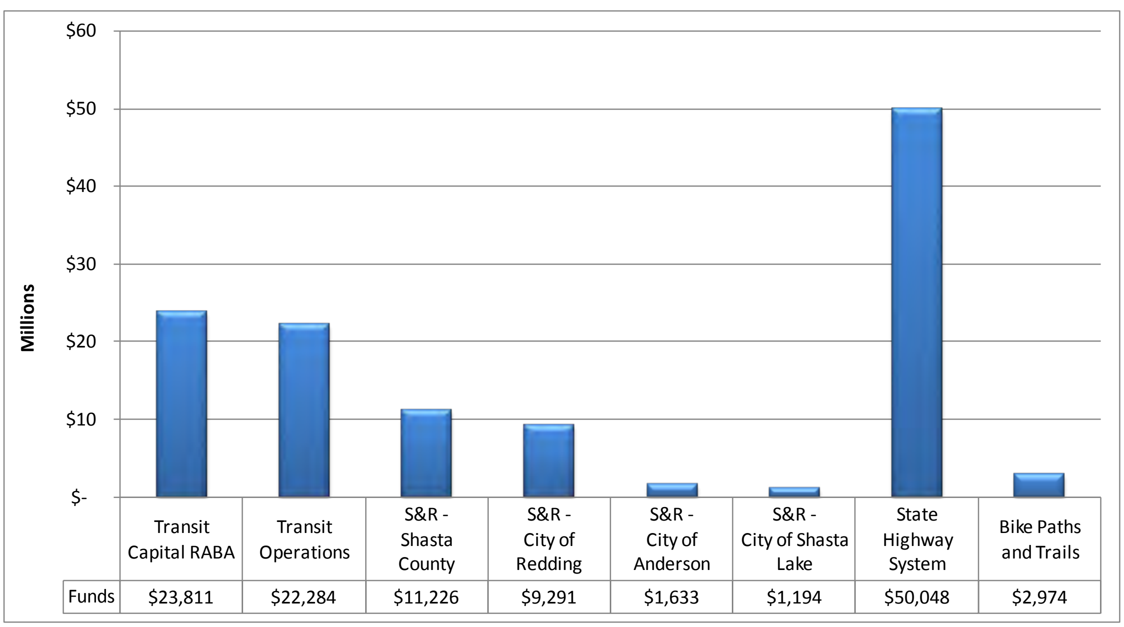


Chart 3: Transportation Capital and Operations 5-year Budget - Expenses



Federal Highway Administration (FHWA) Planning

As a federal MPO, 1.25% of federal gas tax revenue from the county is distributed to carry out federal programs. These funds are limited to planning purposes and total about $750,000 annually for the Shasta region. Approximately half of these funds are distributed by the SCRTPA to the cities and county in support of their transportation planning activities.

Federal Transit Administration (FTA) Planning

Similar to FHWA planning funds, FTA funds are provided to the SCRTPA for public transit planning. Approximately $90,000 is received annually. All of these funds are distributed to RABA in support of transit planning and administration.

State Planning, Programming, and Monitoring (PPM)

The SCRTPA receives $330,000 annually in PPM funds through the California Transportation Commission (CTC) to develop, plan, program, and monitor capital improvement projects. Additionally, these funds are used as a match for planning grants. These funds are derived from the state gasoline excise tax. PPM funds are primarily used by the SCRTPA and are also provided to agencies for special projects, such as corridor plans or area transportation plans.

State and Federal Planning Grants

Competitive state and federal planning grants help offset the declining SCRTPA formula funds noted above. Currently these grants are derived from state bond programs and the FHWA. In the last four years, the SCRTPA has been successful in obtaining $1.4 million in state and federal grants. These funds have been primarily used by the SCRTPA for "blueprint planning" through Shasta*FORWARD*>> in response to new "sustainable community strategies" planning requirements under SB (Senate Bill) 375. This effort has included development of Geographic Information Systems (GIS) and travel demand model capabilities.

State Transportation Development Act (TDA)

The Transportation Development Act, created by California's Legislature in 1971, is funded by two sources; the Local Transportation Fund (LTF) and the State Transit Assistance Fund (STA). The LTF is derived from one-quarter cent of the general sales tax collected statewide, while the STA was comprised of a statewide excise tax on gasoline and diesel fuel. TDA funds fluctuate with the economy and the annual state budget.

Currently, the SCRTPA receives approximately $7 million annually in TDA revenue. Approximately half of this amount funds public transit, with $535,000 going to the City of Redding to administer RABA. The formula for distribution is population-based (**Chart 5**). The balance (approximately $3.1 million) is distributed to the cities and county for maintenance of local streets and roads (**Chart 4** and **Figure 2**). Under TDA law, money cannot go to streets and roads until all public transit needs that are considered "reasonable to meet" by the SCRTPA are met (PUC §99401.5 and SCRTPA Resolution 00-21). Additionally, TDA funding requires that transit services collect fares from riders amounting to 19% of the total operational costs (10% in rural areas of the county).

Chart 4: Distribution of Transportation Development Act Funds

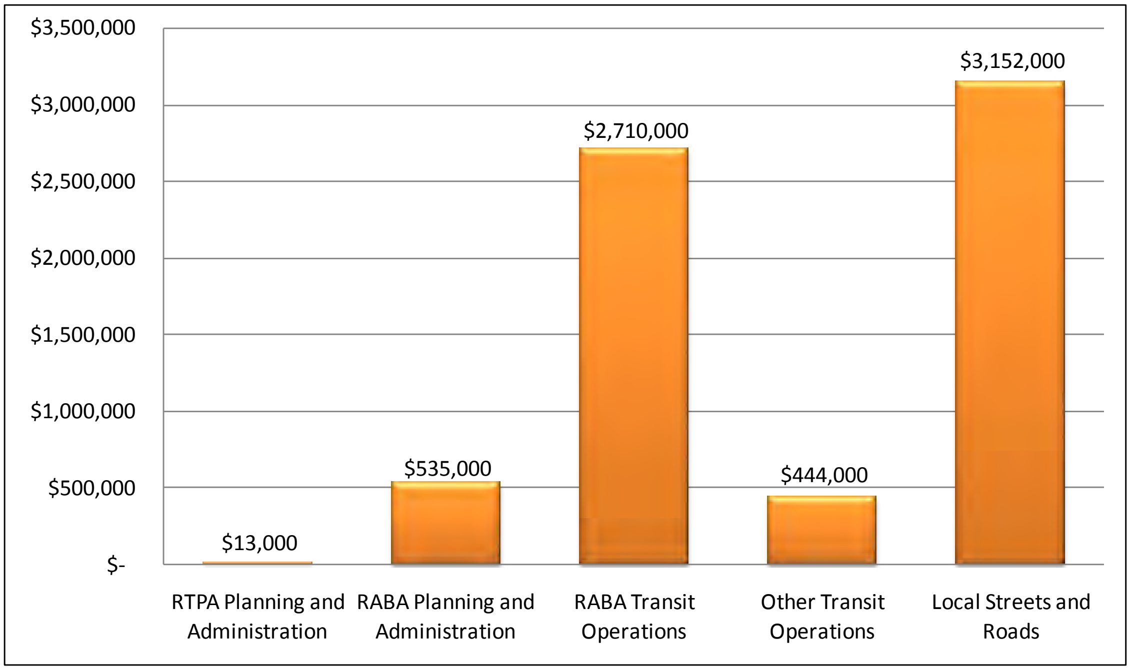


Chart 5: Distribution of TDA Revenue to Cities and County
FY 2010/11 Total Budget = $6.63 million

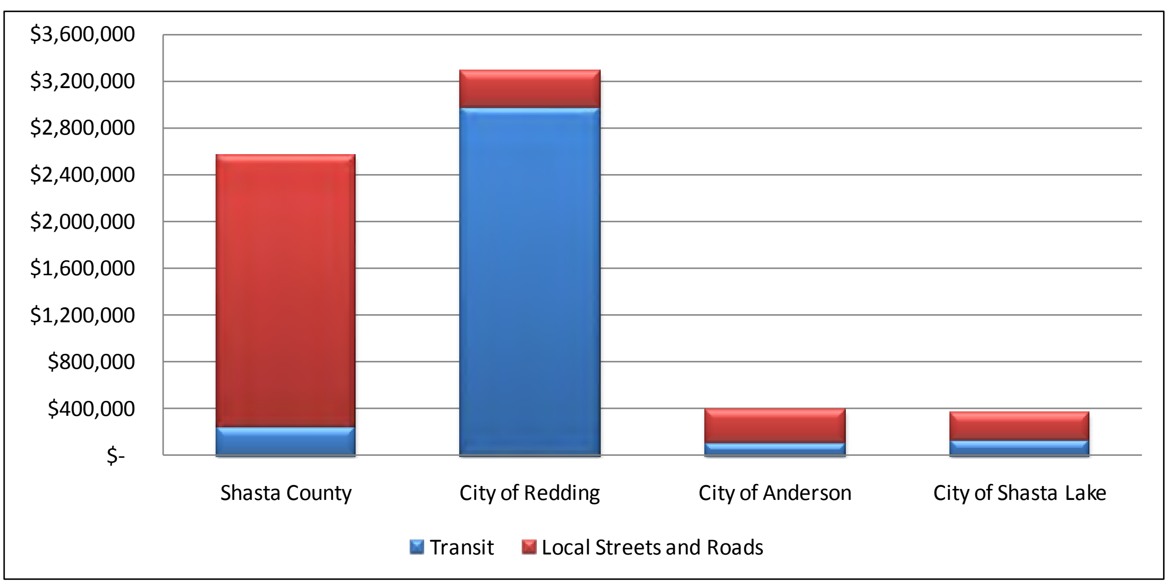
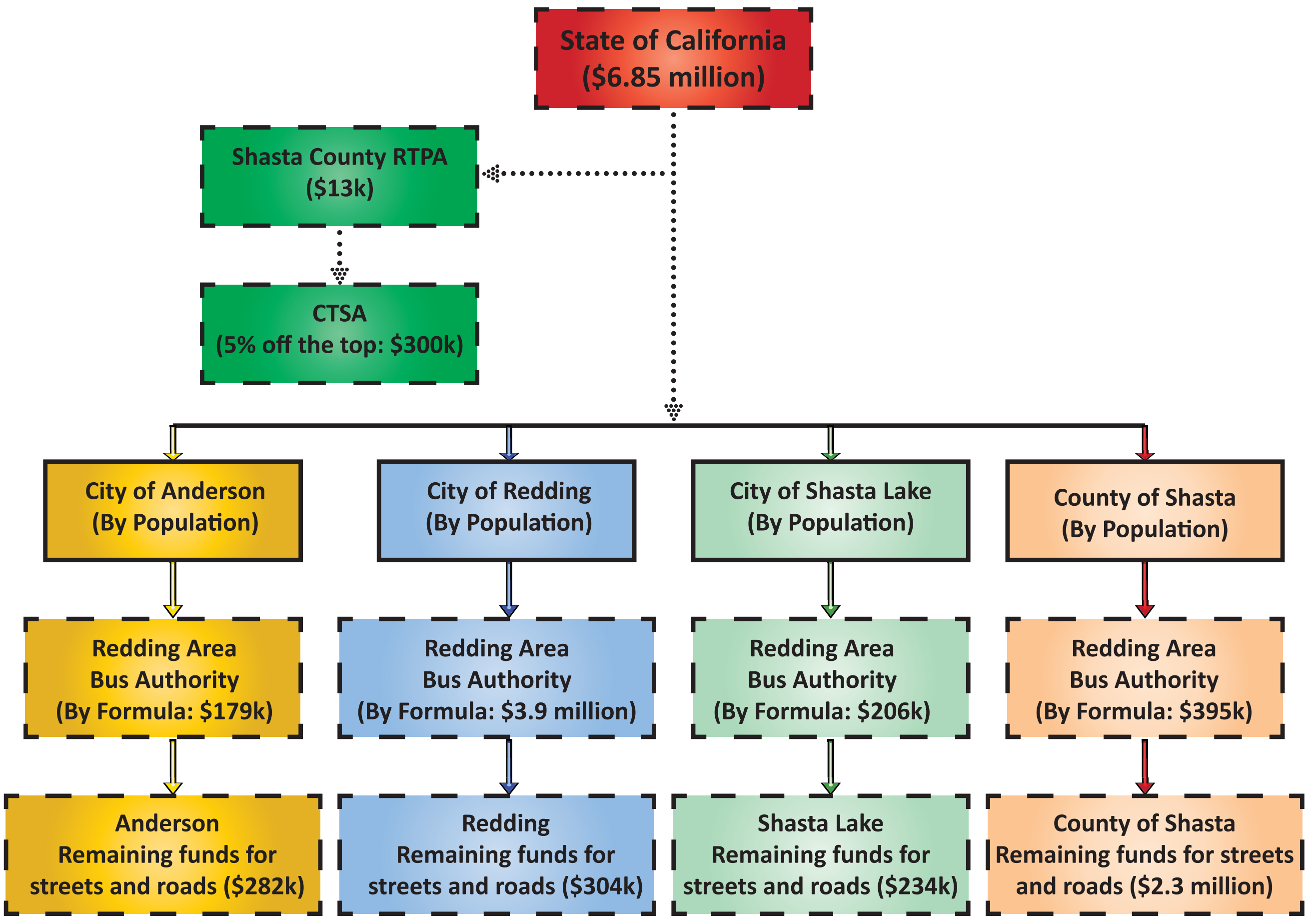


Figure 2: TDA Apportionment/Allocation Funding Priorities (FY 2009/10)



State Transportation Improvement Program (STIP)

Currently, STIP funds are primarily derived from a portion of the state excise tax on gasoline. By SCRTPA board policy, the RTPA uses STIP funds for major, capacity-increasing transportation projects (i.e., lane additions, new roads, etc.). STIP funding levels have undergone a steep decline since 2000 due to state budget raids and increased maintenance needs on the existing transportation system.

Since the passage of SB 45 in 1997, 75% of STIP funds may be used at the discretion of the SCRTPA. The other 25% are programmed at the discretion of the CTC and may be used anywhere in the state. The SCRTPA strives to use its discretionary STIP shares to leverage as much of the CTC's 25% share – and other state grants – as possible. The current SCRTPA shares are projected at $1.5 million annually, which is approximately one-half of one percent of the funds generated in the state. These shares may be carried over each year and pooled until a sufficient amount builds up to fund major projects. The most recent examples are the State Route 44 Dana to Downtown Project and the East Redding Bike Lanes.

STIP Transportation Enhancement (TE)

Derived from the federal excise tax on gasoline, these funds are distributed and managed through the STIP program. They can only be used for non-motorized transportation improvements, typically bike lanes, trails and sidewalks. Shasta County receives about $300,000 annually. Funds have been used for projects such as the Dana to Downtown Bike Lanes and the East Redding Bike Lanes along Old Oregon Trail to Shasta College.

Proposition 1B Corridor Mobility Improvement Account (CMIA)

The CMIA is a $4.5 billion portion of the Proposition 1B transportation bond program approved by California voters in 2006. This is a competitive grant program for major capacity-increasing projects of state and regional interest. Funds can be used anywhere in the state. The SCRTPA received CMIA grants totaling nearly $45 million for two projects to widen Interstate 5 to six lanes: One in Cottonwood and the other in south Redding. These were the only CMIA funds granted north of Sacramento. CMIA funds are nearly 100% committed statewide and will no longer be available after 2012.

Proposition 1B Public Transit Modernization, Improvement, and Service Enhancement Account (PTMISEA)

The PTMISEA is a $4 billion portion of the Proposition 1B transportation bond program approved by California voters in 2006. These formula funds are for public transit capital improvements. The SCRTPA will receive $6.6 million over eight years. These funds are distributed to RABA for bus purchases, bus stop seating and shelters, and other improvements. The PTMISEA program expires in 2016.

Federal Stimulus: American Reinvestment and Recovery Act (ARRA)

ARRA provided over $9.8 million in formula funds to the SCRTPA for street and transit capital improvements **(Chart 2)**. All ARRA funds have been committed. The Shasta region utilized these funds primarily to rehabilitate existing local roads. Portions of the funds were required to be used for public transit capital. Purchasing new RABA buses was the primary use for these shares. The SCRTPA also received $680,000 in discretionary non-motorized ARRA funds to construct the College View Bike Lane Project.

State Regional Surface Transportation Program (RSTP)

RSTP funds are part of the federal excise tax on gasoline. Regions under 200,000 in population, including Shasta, may exchange the federal funds for state funds. The SCRTPA receives approximately $1.2 million annually through this program. By SCRTPA policy, these funds are distributed by formula to the cities and county, and are used primarily to support maintenance of local streets and roads.

Future State and Federal Grant Opportunities

State and federal transportation grant opportunities appear from time to time. State transportation bonds are periodically approved by voters. Federal programs pave grant opportunities each time Congress and the President approve transportation reauthorization bills. Current federal emphasis areas include goods movement via ports and interstates, and job creation.

SCRTPA Roles and Responsibilities

The prior section of this report described major fund sources available to the SCRTPA and their general distribution. This section describes the SCRTPA roles and responsibilities associated with these funds. Again, these roles are divided into three general categories:

- Transportation capital;
- Transit operations; and
- Planning and administration.

Although these required functions are explained in greater detail within this section, it is important not to lose sight of the SCRTPA's overarching principles that guide all SCRTPA activities. These are to:

- Maximize state and federal transportation dollars to the region;
- Support local agencies and other partners through funding and other resource assistance;
- Provide a regional policy framework for efficient, coordinated use of limited transportation resources; and
- Support collaboration, transparency, and public involvement in transportation decision-making.

Transportation Capital Projects

Transportation funds for new roads, lane additions, rehabilitation, and public transit capital come to the SCRTPA in two basic forms: formula grants and competitive discretionary grants. Competitive grants by far hold the most potential to fund the region's major transportation capital needs. The SCRTPA has received an average of $18 million in transportation capital funds annually.

State and Federal Grants

Formula Funds: The SCRTPA administers and provides oversight for two formula programs that fund local street and road rehabilitation. Approximately $3.2 million in TDA funds and $1.34 million in RSTP funds are distributed to the county and three cities annually (see **Chart 5**). A total of $7.7 million in ARRA funds were also provided to local agencies in 2009.

STIP Funds: The SCRTPA has approved STIP funds and leveraged other state funds for full funding of the following projects:

- SR 44 Dana to Downtown Project;
- Redding Downtown Improvement Project; and
- Knighton Road Extension to the Redding Airport.

STIP funds have also been used to fund portions of the following major regional projects:

- Pine Grove Avenue Extension;
- Cypress Avenue Widening and Bridge Replacement;
- South Bonnyview Road Widening;
- Airport Road Bridge Replacement at the Sacramento River; and
- SR 299 Buckhorn Grade Realignment.

CMIA Competitive Grants: Through strategic planning and early investments in project development, the SCRTPA received competitive CMIA grant awards for full construction of these projects:

- I-5 Cottonwood Hills Truck Climbing Lanes Project (funded and under construction - $22.9 million); and
- I-5 South Redding Six Lane Project (2011 construction - $22.5 million).

Bike and Pedestrian Projects

Currently, the only sources of SCRTPA funds dedicated to non-motorized projects are STIP Transportation Enhancement (TE) funds. Completed projects with full or partial TE funding include:

- Dana to Downtown Bike Lanes ($1.5 million TE);
- College View Bike Lanes Project (discretionary grant award: $680,000 TE); and
- Redding Sundial Bridge ($1 million TE).

Approximately $2 million in TE funds are currently programmed for the East Redding Bike Lane Project along Old Oregon Trail and Old Alturas Road. This project is scheduled for construction in 2012.

The SCRTPA also incorporates the "complete streets" concept into street and highway projects. When roads are upgraded for vehicle traffic, bike and pedestrian improvements are also built into the project.

Up to two percent of TDA funds can be used for bike and pedestrian improvements; however, the SCRTPA has elected to focus TDA funds on transit and local streets and roads.

Transit Capital Projects

The SCRTPA provides numerous funds for transit capital. Sources include TDA, ARRA and PTMISEA. These funds are used to purchase buses, passenger waiting facilities and maintenance facilities. These funds typically go to RABA and the RABA board determines their use. Other agencies that have received funds for buses include: Shasta County Department of Public Works, Shasta Senior Nutrition Programs and the Shasta County Opportunity Center.

Transit Operations

Pursuant to TDA funding requirements, the SCRTPA determines the appropriate level of transit service to be provided in the region and determines an equitable cost sharing formula for the three cities and the county to pay for these services. TDA is the primary source of funds for RABA transit operations, including administration of RABA by City of Redding staff. Currently, $3.7 million in TDA funds are allocated annually for public transit in the county. Transit operations are also funded with FTA grants provided directly to RABA.

Currently, RABA's required farebox ratio is 19% annually. This means that 19% of the cost to run RABA fixed-route services must be paid by passenger fare. While the SCRTPA sets the farebox ratio, RABA is a seperate agency with a seperate board and staff that is responsible for system performance and planning. A strong collaborative relationship exists between both agencies with the goal of bringing adequate bus transit service and system performance to Shasta County.

Other TDA-funded transit service includes the county's Burney Express, which is operated under contract with RABA. County Lifeline Service is provided under agreement with Shasta Senior Nutrition Program (SSNP) for service to most unincorporated communities. SSNP also provides Consolidated Transportation Services Agency (CTSA) transit for the elderly in areas not served by RABA, using up to five percent of all LTF funds.

Planning And Administration

The planning and administrative functions of the RTPA are necessary to receive capital and operational funds. These functions include:

- Transportation planning and policy documents;
- Transportation capital improvement programs;
- Annual work program budget; and
- Annual public transit service review and budget.

Regional Transportation Plan (RTP)

The RTP is a long-range planning and policy document that must be updated every 5 years. Transportation projects must be specifically listed in the RTP to qualify for state and federal funds. The RTP establishes regional priorities for all modes of transportation region-wide over a 20-year horizon. The RTP also addresses transportation-related issues such as air quality, land use and environmental impacts. An environmental impact report must be prepared for the RTP, which can subsequently be used to streamline environmental reviews for individual land use and transportation projects.

Sustainable Community Strategy (SB 375)

SB 375 adds a new chapter to the next update of the RTP. Working with the local agencies, the SCRTPA must prepare a Sustainable Community Strategy (SCS) element by 2015 to remain in compliance with state and federal law.

The goal of the SCS is to identify land use, housing and transportation strategies that reduce vehicle travel and related greenhouse gas (GHG) emissions. Inherent in this analysis is the need to develop and improve technical tools, such as travel demand models and geographic information systems (GIS). The SCRTPA completed the Shasta*FORWARD*>> blueprint plan in 2010, which layed the technical foundation and gathered early public input.

Chart 6: Transportation Planning & Administration FY 10/11 Budgeted Expense = $1.89 Million

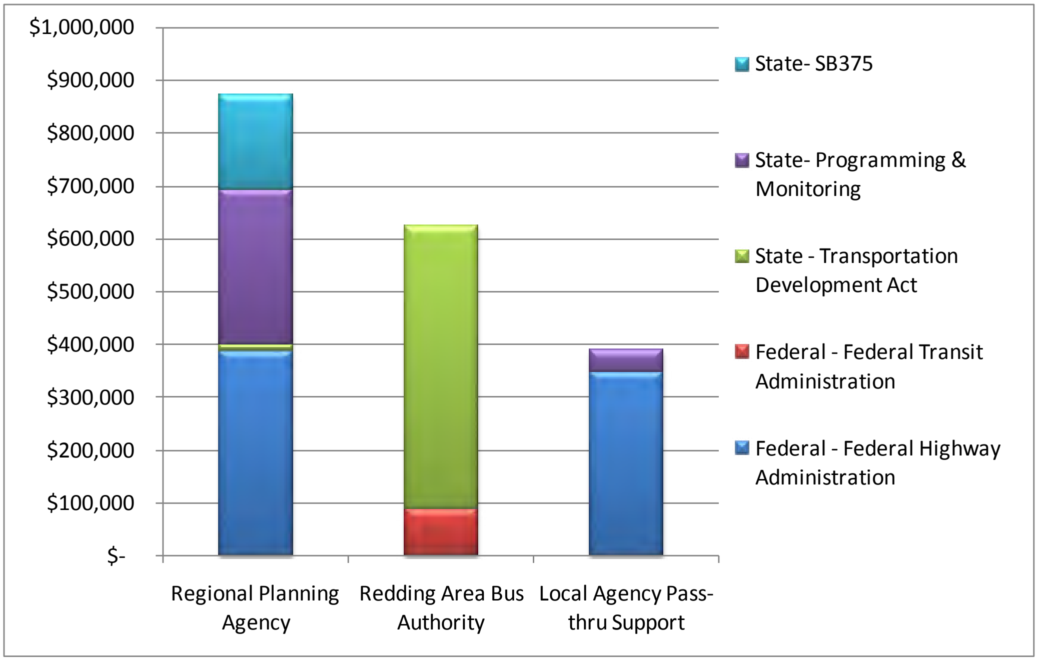
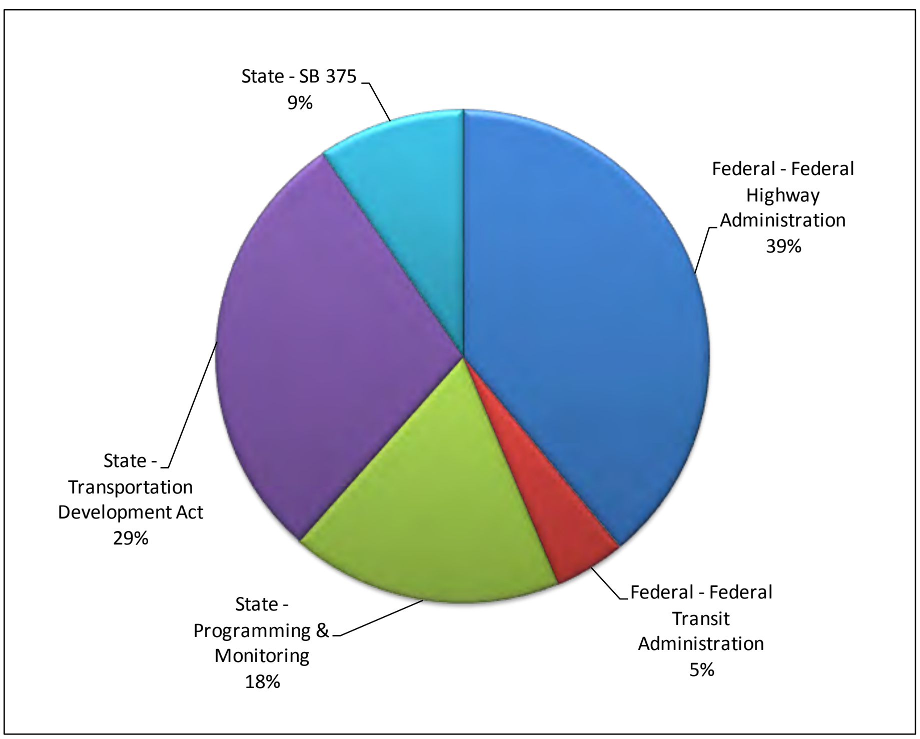
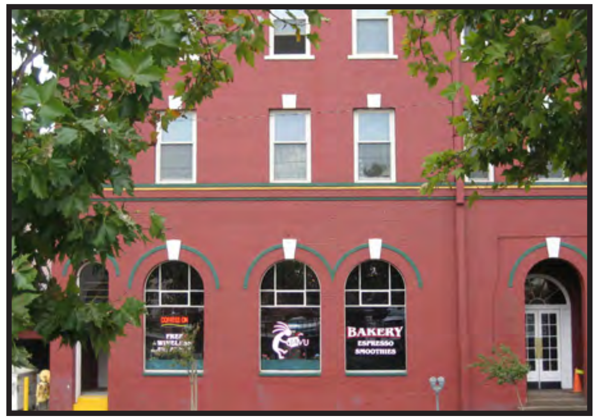


Chart 7: Transportation Planning & Administration FY 10/11 Budgeted Revenue = $1.89 Million



Project Programming

To receive state and federal capital funding, projects must be approved in state and federal transportation improvement programs. These are detailed, four-to five year budgets approved by the SCRTPA for all capital projects. The SCRTPA-approved capital improvement programs are then rolled into statewide programs that must be fiscally constrained. Since project needs statewide far exceed financial resources, the SCRTPA must plan strategically to be placed in the statewide programs and receive funding. Different programs are needed for different funding sources:



- **Regional Transportation Improvement Program (RTIP)**: This is a five-year program of projects adopted by the SCRTPA, and serves as the agency's recommendation to the state for allocating STIP funding. RTIP projects are not always included in the state-adopted program due to fiscal constraints. The RTIP is updated by the SCRTPA every two years.
- **State Transportation Improvement Program (STIP)**: This is a statewide, five-year program of projects adopted by the CTC to direct the use of STIP funds. The STIP is updated every two years.
- **Federal Transportation Improvement Program (FTIP)**: This is a four-year program of all projects receiving federal funds. The FTIP is updated by the SCRTPA every two years.

Competitive Capital Grants

As opportunities arise, the SCRTPA aggressively pursues a variety of competitive grants. Success depends on planning and programming strategies; pairing the right projects with the grant criteria; leveraging other funds; and having strong partnerships with other agencies. The SCRTPA has received over $45 million in competitive capital grants over the past three years.

Project Development and Monitoring

Before projects can receive programming or funding approval, they must be initiated and developed within the context of regional priorities. Through needs assessments and public involvement, the project scope and cost is developed.

Once projects are funded, the SCRTPA must work with the delivering agency to manage project cost, scope, and schedule. The SCRTPA must also ensure other grant requirements are met. A proven regional track record for project delivery helps secure subsequent grant approvals.

Overall Work Program (OWP)

The SCRTPA must prepare and maintain an annual work program and budget (called the OWP) that tracks the use of all planning and administrative funds by program. This includes administrative support funds provided to local agencies and RABA.

Transit Planning and Oversight

The SCRTPA must ensure that all public transit funds are distributed, utilized and reported pursuant to state and federal laws and regulations.

The SCRTPA must also prepare a Coordinated Human Services Transportation Plan to recommend efficiency measures where there may be overlapping transit services or support.   The SCRTPA funds and assists RABA in the development of short- and long-range transit plans.

The SCRTPA funds and provides staff support to two non-paid, transportation advisory committees: the Consolidated Transportation Services Agency (CTSA) and the Social Services Transportation Advisory Council (SSTAC). The CTSA and SSTAC advise the SCRTPA Board on public transit and related matters.

Travel Demand Modeling

The SCRTPA develops and maintains the Shasta County Travel Demand Model which forecasts land use and corresponding travel behavior at least 20 years into the future. The model is used to determine travel needs and conduct traffic impact analysis for new development projects. Model updates and training are provided with consultant assistance. The SCRTPA will be working over the next couple of years on further enhancing the travel demand model to reflect changes in the local housing and job markets. Additional tools will be added to meet Senate Bill 375 (SB 375) requirements.

Geographic Information Systems (GIS)

The SCRTPA is funding a coordinated GIS platform to develop and house digitized mapping data in a common format that will be utilized by all local agencies within the county. GIS is a spatial analysis tool used for project development, public involvement and planning. This work is being performed with consultant assistance.

State and Federal Legislation Monitoring

The SCRTPA monitors and sometimes comments on, state and federal legislation and budgets. Comments are guided by a legislative platform periodically adopted by the SCRTPA Board. Although common with other regional agencies, the SCRTPA does not employ lobbyists.

Local Agency Grant Funding and Technical Support

The SCRTPA is often asked by partner agencies to provide assistance with planning, operational or capital grants. The SCRTPA has provided letters of support, acted as co-applicant or has taken the lead in preparation of other agency grants. This role is expected to increase as local agencies continue to face budget and staffing cutbacks. The SCRTPA also provides technical support to partner agencies, such as mapping data, modeling support, public involvement, training, job recruitment and consultant selection.

Chart 8: SCRTPA Planning Activities FY 10/11 Total Budget = $820,000

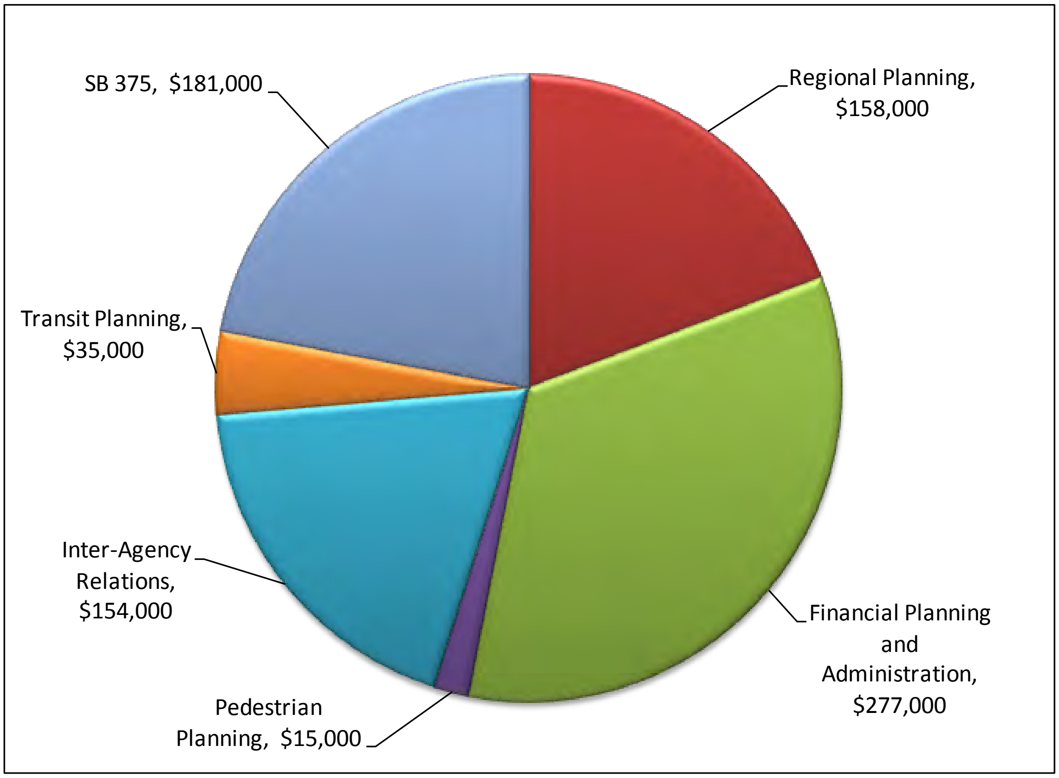
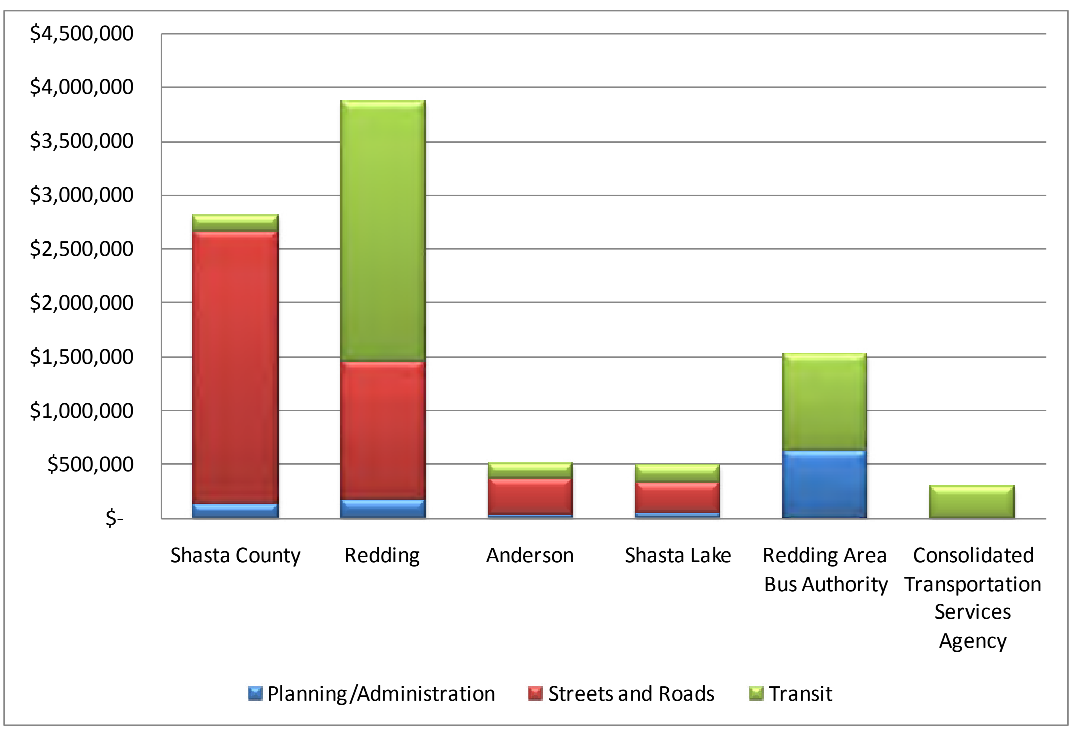


Chart 9: All SCRTPA Funds Passed Through to Agencies FY 10/11 Total Budget = $9.52 million

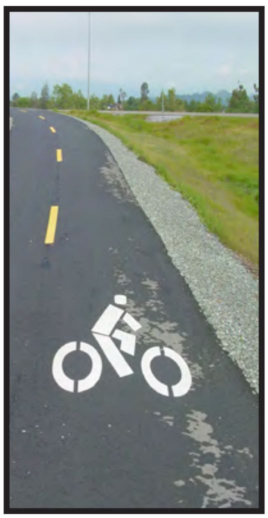


Development Review

The SCRTPA is periodically asked to comment on environmental documents and other actions that have transportation impacts on the regional transportation system.

Bicycle Transportation Plans

The SCRTPA must ratify and coordinate local agency bike plans. Bike plans must be prepared by local agencies to qualify for funds through the State Bicycle Transportation Account.



Public and Agency Participation Plan

The SCRTPA must prepare and periodically update a comprehensive Public and Agency Participation Plan that details how the SCRTPA will ensure public, agency and tribal government involvement.

Fiscal and Performance Audits

The SCRTPA must undergo annual fiscal audits to ensure all state and federal funds are properly used and accounted. The SCRTPA must also undergo triennial performance audits to ensure compliance with state and federal processes, rules and regulations.

General Administration

The SCRTPA conducts several general agency functions including preparation of Board agendas, conduct of meetings, facilitation of a Technical Advisory Committee, recruitment and development of staff, legal services, and office and fiscal management.

Special Projects

The SCRTPA routinely takes the lead role in special projects and corridor studies at the request of partner agencies. Past studies and efforts include:

- Shasta County Interchange Study;
- South County Traffic Study;
- Riverside/Ox Yoke Corridor Study;
- Fix Five Partnership;
- Google Transit Feasibility Study; and
- North State Super Region white paper.

Shasta County

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June 22, 2011

RTPA Board Members
1855 Placer Street
Redding, CA 96001

Subject: RTPA Staffing

Board Members:

This letter is in reference to the June 28, 2011 RTPA Agenda Item #6. I understand that the RTPA Board will review RTPA staffing arrangements and consider options. This letter sets forth the County's position.

SUMMARY

The Shasta County Department of Public Works (DPW) has provided staff to the RTPA since its inception. Two RTPA staffing alternatives are proposed. Our analysis (below) indicates that RTPA costs would increase by $351,000/year under either option.

Option A would modify the county's hosting arrangements. This option as presented may be disruptive and burdensome to the County. Should the RTPA Board elect to pursue Option A, the County asks that we meet and confer.

Option B would establish a stand-alone RTPA agency office and staff. The RTPA Board may implement this unilaterally.

BACKGROUND

The Plans & Programs Division of DPW carries out the work of the RTPA. That Division also performs various planning functions for the County. DPW's current organization chart describes their work as follows:

1. Regional Trans & Congestion Mgmt Plans & Programs
2. Transit Planning
3. Environmental Studies & Reports
4. Parks & Recreation Grants
5. MPO Technical Staff
6. Fall River Mills Airport
7. Solid Waste Admin/Compliance (Planning, Collection Franchises, Ops)

Each item of work is funded through dedicated revenues. The RTPA receives federal planning funds. Environmental Studies & Reports for County road and bridge projects are largely federally funded. Solid Waste is funded out of franchise fees, tipping fees, and the solid waste JPA. Cumulatively, these items support one professional team. The Plans & Programs Division has one senior manager, four planners, an accountant and a secretary. That size and structure is an efficient organizational unit.

Total Salary & Benefits for the seven Plans & Programs employees is $745,000 (see table below). The RTPA "buys" hours of DPW staff time to carry out its work. The RTPA pays $490,000 for 5 FTE's (66%). That leaves $255,000 (34%) for non-RTPA. So, the 7 FTE's in Plans & Programs are split roughly 5 FTE's to the RTPA and 2 FTE's to non-RTPA.

STAFFING ALTERNATIVES

Two alternative RTPA staffing arrangements are set forth in the staff report. Option A would establish the RTPA as a stand-alone County department ("RTPA Department"). Option B would establish a stand-alone RTPA staff unit. Both options may have equivalent operating costs. Only Option A is analyzed in detail herein.

Option A would break DPW ties, but not County oversight. The RTPA would become a separate department within the County. The Executive Director would be appointed by the RTPA Board and serve at the will of that Board, rather than DPW.

Option B would set up a stand-alone RTPA staff unit. The RTPA Board would recruit staff, secure office space, procure furnishings and supplies, establish policies and procedures, etc. This is the current practice in all other MPO's.

Organization & Operation

Either option would split Plans & Programs in two. The RTPA Department would be the larger half, but smaller than any of the 26-odd County departments that the CAO currently oversees. The RTPA Department would comport itself as a stand-alone County department with its own management, budget, purchasing, cost-accounting, training, clerical, safety, etc.

The RTPA Department would be led by a Department Head. That designation entails $10,000 in County management benefits, over and above those of a senior manager. The new department will need the line staff that it has now (two planners, an accountant and a secretary). Plus, it will need additional staff to carry out department overhead tasks. For the purposes of this report, it is assumed that this new position will be another accountant, for a total of six employees.

DPW will retain its Plans & Programs Division. They will do DPW planning and interface with the new RTPA Department. They will require a manager and perhaps two planners. Three people total.

Direct Salary & Benefits Costs

The RTPA buys hours of DPW employee time. The hourly rate equals the employee's annual Salary & Benefits, divided by productive hours (productive hours = 2080 - holidays, vacation, sick). Salary & Benefits are projected to increase by $231,000 (see table below). RTPA and DPW Salary & Benefits will increase by $122,000 and $109,000, respectively.

	Exist Plans & Programs			RTPA Department			Plans & Programs		
	#	S + B	Annual	#	S + B	Annual	#	S + B	Annual
Manager	1x1790	$73.62	$132,000	1x1790	$80.00	$143,000	1x1790	$73.62	$132,000
Planner	4x1785	$65.00	$464,000	2x1785	$65.00	$232,000	2x1785	$65.00	$232,000
Acct	1x1785	$49.00	$87,000	2x1785	$49.00	$175,000			
Sec	1x1785	$35.00	$62,000	1x1785	$35.00	$62,000			
Total			$745,000			$612,000			$364,000
	$745,000			$976,000					

Office Space

Plans & Programs occupies DPW office space. It has been constructed, remodeled and maintained at DPW's sole expense. RTPA owns some furniture.

The existing office houses one manager and six line staff in a common area. It is tight and lacks storage space. DPW has temporarily moved out an eighth employee, creating one vacant work station. The two halves will have nine people between them, including two managers. There isn't enough room for everybody.

Overhead

Every department has its own overhead. For this report, that's everything except Salary & Benefits (and specialized consulting services). DPW's overhead currently equals 26% of Salary & Benefits. It is distributed across the Department on that pro rata basis. RTPA's current Salary & Benefits are $490,000, so 26% of that would be $127,000. DPW has been absorbing that. DPW has economies of scale, with 150 employees and 126 budget units. The office is highly automated. A stand-alone, six-person County department would typically be expected to have a higher applied overhead rate. RTPA Department overhead costs are projected below:

Item	Annual
A-87	$ 80,000
Office Space (1500 sf)	$ 27,000
Utilities	$ 8,000
Bldg Maint/Janitorial	$ 12,000
Office Equip & Furniture	$ 10,000
6 Computers/Software/Support	$ 30,000
Supplies/postage	$ 12,000
Travel/Cars/Training	$ 30,000
Contingency	$ 20,000
Total	$229,000

The total annual cost for RTPA Department = labor ($612,000) + overhead ($229,000) = $841,000. The current charge is $490,000, so there will be an **RTPA net increase of $351,000 per year**. This agrees with the 2006 RTPA staff report, which projected an RTPA net increase of $272,000 per year. The RTPA would reduce disbursements to the three Cities and the County by a corresponding amount.

DPW will have lower Salary & Benefits and overhead, but will forego RTPA reimbursement for staff time. Salary & Benefits will decline by $381,000. Using our standard overhead applied rate of 26%, DPW overhead would decline by $99,000. Actual savings will be less, due to eroding economies of scale. For the purposes of this report, DPW overhead savings are assumed to be $70,000/year. RTPA reimbursements are $490,000 per year. So DPW's net change = labor (-$381,000) + overhead (-$70,000) + RTPA reimbursement ($490,000) = **DPW cost increase of $39,000 per year**.

ADMINISTRATIVE CONSIDERATIONS

Aside from the costs, Option A poses some administrative consequences for the County. The RTPA Board would ostensibly task the Board of Supervisors with creating a new department and fleshing it out. This would entail adding management positions, arranging office space, equipment, etc. Staff would be recruited, promoted and reorganized. The new RTPA Department would have to be woven into the County organization (Personnel, Payroll, Risk, Auditor, Treasurer, etc). The new Department Head would serve at the will of the RTPA Board and report to the CAO. Option A would thus bring administrative work, complexity and uncertainty upon the County.

If you have any questions, please give me a call at 225-5110.

Very truly yours,

Patrick J. Minturn

Patrick J. Minturn, Director

PJM/ldr

c: Daniel S. Little, RTPA Executive Director
Lawrence G. Lees, County Administrative Officer