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REPORT TO THE CALIFORNIA LEGISLATURE

THE FIRST 18 MONTHS OF THE  
LOS ANGELES COUNTY TRANSPORTATION COMMISSION

JULY 1978

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## LIST OF ACRONYMS

<u>ACRONYM</u>	<u>DESCRIPTION</u>
AB	Assembly Bill
AQMP	Air Quality Management Plan
ARB	California State Air Resources Board
BEEP	Bus Expenses Employee Program
CALTRANS	California State Department of Transportation
CRA	Los Angeles Community Redevelopment Agency
DPM	Downtown People Mover
FAU	Federal Aid Urban
FHWA	Federal Highway Administration
HEW	Federal Department of Health, Education, and Welfare
LAX	Los Angeles International Airport
MOE	Maintenance of Effort
OWP	Overall Work Program
PUC	Public Utilities Code
RTDP	Regional Transit Development Program
RTP	Regional Transportation Plan
SB	Senate Bill
SCAG	Southern California Association of Governments
SCRTD	Southern California Rapid Transit District
SMMBL	Santa Monica Municipal Bus Lines
S RTP	Short Range Transportation Plan
TAC	Technical Advisory Committee
TDA	Transportation Development Act
TIP	Transportation Improvement Program
TSM	Transportation Systems Management
TTS	Torrance Transit System
TUC	SCAG Transportation and Utilities Committee
UMTA	Urban Mass Transportation Administration



PART ONE:

INTRODUCTION AND SUMMARY





## CHAPTER I.

### INTRODUCTION

This report to the State Legislature is a summary of activities of the Los Angeles County Transportation Commission during its first 18 months. During this period the Commission has organized itself into several policy committees, hired a staff and begun to exercise authorities given it by the Legislature under the provisions of AB 1246.

Both the enactment of AB 402 by the 1977 Legislature and the recent passage of Proposition 13 by California voters may have significant effects on Commission direction and focus. On the one hand, AB 402 reinforces the role of local officials in setting transportation priorities. Proposition 13, on the other hand, is causing a shift in authority from local to state levels in many government functions. How these potentially divergent forces emerge in the months ahead will be of real importance to the Commission as it seeks to fulfill legislative mandates to coordinate transportation planning and development and set transportation priorities in Los Angeles County.

The transportation system in Los Angeles County, along with its problems, has evolved over a period spanning decades. The extreme complexity of transportation issues here combine with future uncertainties (e.g. the impacts of Proposition 13) to make it unlikely that these problems will be resolved

in a matter of months. Therefore, this "final report" is really not final. The Legislature, having created the Los Angeles County Transportation Commission under AB 1246, has an interest in being informed of activities of the Commission on a continuing basis. We plan to report on our activities on an annual basis, so that the Legislature can keep apprised of our activities and needs.

## CHAPTER II.

### SUMMARY

Transportation is at the heart of life in Los Angeles County. Our 7 million residents value their freedom of mobility, for it enhances--some would argue that it is--our lifestyle.

Yet, over 2 million citizens do not or cannot drive. Congestion on our freeways is worsening as travel times lengthen with longer rush-hour periods. Decisions about long-awaited freeway improvements are delayed and delayed--while construction costs rise, inconvenience to potential users increases and bureaucrats argue. Los Angeles County taxpayers have contributed an average of nearly \$90 million per year more in highway user taxes to other counties in California for the past 10 years than they receive back.

Public transportation ridership increased by 80% in the past 5 years. Now, however, budget problems are forcing higher fares and reductions in service.

Rapid transit options have been proposed but implementation is unlikely unless the voters approve significant increases in the level of local public funding available for transit. Given the mood of the electorate, the fate of such plans is most uncertain, at least in the near term.

That is a short profile of the transportation situation in Los Angeles County. The California Legislature created

the Los Angeles County Transportation Commission in late 1976 to address the transportation problems of the nation's most populous county, and to identify priorities for addressing them. Since the Commission first met in early January 1977, some progress has been made, but much remains to be done.

Among the major activities and issues of the Commission, which are all developed in greater detail in this report, are these:

1. Transportation Improvement Program (TIP)

The Commission has set priorities for public transportation and highway investments for the County, which include:

- . nearly 1200 new transit buses and several new bus garages,
- . allocation of \$134 million in State and Federal transit operating funds in FY 78/79,
- . closing of freeway gaps, and
- . identification of additional locally identified highway investments to be pursued by Caltrans.

In the area of Federal funding, the Commission's goal is to maximize funding of projects in Los Angeles County, especially in public transportation. In the past 12 years, Los Angeles, the nation's

second largest urbanized area, has received only about \$199 million in transit capital grants from the Federal Urban Mass Transportation Administration (UMTA). With the recent adoption by the Commission of the 1978/79 TIP, we shall be pressing in the next 6 months for a commitment in principle from UMTA for Federal capital grants totaling nearly \$200 million.

Attachment II-1 is a letter from Commission Chairman Kenneth Hahn to Secretary of Transportation Brock Adams which addresses the need for federal funding of transit projects in the TIP, the Century Freeway, and the redesignation of the Harbor Freeway as an interstate route. Attachment II-2 details both the highway and transit portions of the TIP for Los Angeles County as submitted to SCAG.

2. Transit Operating Fund Allocation

As part of the TIP, the Commission allocates State TDA and Federal Section 5 funds for transit operations. The Commission has succeeded in establishing an in-depth review process for allocating these funds, which will total nearly \$150 million in the next 12 months. Limited tax dollars are now going to where they will do the most good; no longer are operating funds being carried from one year to

the next by one transit operator while another operator must unnecessarily cut service to the public.

Existing TDA law limits state transit subsidies only to those operators who existed in 1971. The Commission has proposed modest changes to allow support for a limited number of additional operators and to facilitate better allocation of state and federal subsidies for transit.

3. Coordination of Transit Service

The Commission has taken 3 major steps in this area:

a) Pursuant to Section 130250 of AB 1246, the Commission assumed jurisdiction in a dispute between the Southern California Rapid Transit District (SCRTD) and Santa Monica Municipal Bus Lines. After receiving written and oral testimony from all parties to the dispute, the Commission directed SCRTD to revoke operating changes which it had unilaterally undertaken on Wilshire Boulevard in West Los Angeles.

b) The Commission subsequently adopted as part of its administrative code a "due process" procedure by which all future proposed service

changes which could adversely impact more than one operator would be discussed and resolved openly and in an orderly, cooperative fashion.

c) The Commission retained an independent consultant to analyse service coordination between and among transit operators in Los Angeles County. The Arbitration Committee is acting in cooperation with the affected operators to revise, refine, and reach agreement on recommendations submitted by the consultant. Implementation of these recommendations could save up to \$2 million initially, and perhaps even more in the long run.

For the first time, someone in Los Angeles County--namely the Commission--is effectively focusing on coordination between transit operators and providing a public forum for discussion and resolution of service coordination and improvement issues. In the past, each transit operator studied internal matters. Now, the Commission is serving the coordinating role envisioned for it by the Legislature. An Arbitration Committee of the Commission has been set up to focus on these matters. A formal process for resolving disputes among operators is in official use. Thus, the Commission has been responsive

to AB 1246 directives in assuming a role in the coordination of transit operators.

4. State Highway Expenditures Shortfall

According to existing law, expenditures for highway purposes in the State of California are to be made according to a specified formula calling for a minimum of expenditure of funds in each of Caltrans eleven highway districts during specified four-year periods.

Projections by Caltrans show that by the end of the present four-year period on June 30, 1979, state highway expenditures in District 7 (Los Angeles, Orange and Ventura Counties) will fall short of the legally required district minimum by approximately \$66 million, and perhaps even more.

The Los Angeles County Transportation Commission has repeatedly expressed concern about this shortfall to Caltrans, to the California Transportation Commission, to the Legislature, and to the Governor. During our negotiations with Caltrans, our goal has been to insure the quickest possible resolution of the shortfall situation, and to insure that changes in the project development process take place now to prevent future reoccurrence of the shortfall.



In light of this projected shortfall, and because Los Angeles County is not scheduled to receive any discretionary highway funding during the present four-year period, the Commission approved an additional list of projects to supplement the highways portion of its Transportation Improvement Program. However, the Governor has, as part of his approval of the State budget, vetoed \$175.2 million in additional highway funds. \$156 million of this amount was earmarked for Southern California; \$66 million was specifically set aside for District 7 to make up the current shortfall.

By stating that the budget will be "more than adequate" to meet highway needs, the Governor failed to acknowledge the fact that it is actually \$66 million less than the District 7 minimum. The Legislature recognized that fact when it placed the additional money in the budget, and the Legislature now appears to be our only hope of receiving these funds.

5. Highway Project Development

The Commission is pressing for positive action on two highway projects in particular:

a) 91/11 Connection (Artesia and Harbor Freeways)

By working with Caltrans and the Federal Highway Administration (FHWA), the Commission has succeeded in shortening the completion date for this modest (\$35 million) project by up to 2 years. A phased construction program is planned to begin by FY 80/81.

b) I-105 (Century Freeway)

The Commission has urged State and Federal decisions on this long-delayed project. We were distressed that the State Air Resources Board (ARB) raised tardy and seemingly repetitive questions about I-105 in January 1978, some 4 months after Caltrans had forwarded its final Environmental Impact Statement to the federal government. Chairman Kenneth Hahn of the Commission wrote to both Secretary of Transportation Brock Adams and Governor Brown, pointing out that ARB's concerns had been addressed by Caltrans and that further delay was unwarranted. Still, no Federal approval of the Impact Statement has occurred to date.

The Century dispute points up two facts:

- . no one at the State level consciously sought to bring the Commission, which includes major elected officials of local government, into discussions about the major transportation projects yet to be constructed in California, and
  
- . further delay only intensified the shortfall of highway construction funds for Los Angeles, Orange and Ventura Counties, which make up Caltrans District 7. It is imperative that agreement on steps to rectify this condition be reached soon, and that a monitoring system to alert all involved parties about possible future shortfall conditions be instituted.

6. Fiscal Accountability

The Commission has, from its beginning, worked toward greater fiscal accountability in the expenditure of transportation tax dollars.

In the area of highways, the Commission has identified the \$66 million highway expenditure shortfall, reviewed and set priorities for projects through the TIP process, and pressed for an open approach to highway planning which involves local officials.

In the transit area, the Commission has carefully reviewed operators' budgets and short range plans before allocating subsidies, conducted an initial performance audit of major transit operators in the County, sought to maximize federal funding assistance, and moved toward greater coordination of service between operators.

Each of these principle issues is important. Taken together, they represent an important beginning in Commission work.

In looking ahead, we believe that the following are matters of concern to not only local officials, but also to the Legislature:

1. State/Local roles in setting transportation priorities

The Los Angeles County Transportation Commission, Caltrans, and the new California Transportation Commission, created under AB 402, all have legitimate roles to play in setting transportation priorities. AB 402 incorporates a principle which our Commission worked hard to insure: that local priorities would be honored in the Transportation Improvement Program process, except under extraordinary circumstances. How we deal with this matter of priorities, which understandably involves several levels of government

and often involves competing objectives and needs, will prove to be a real test for all levels of government.

In our dealings with the new California Transportation Commission, we have urged that Caltrans be required to identify projects for which preliminary engineering and environmental work are scheduled. Currently, Caltrans does not divulge what projects and level of work effort its staff is concentrating on. In light of the AB 1246 charge to the Los Angeles County Transportation Commission to specify projects for priority work in our County, we believe that it is imperative for the California Transportation Commission to require Caltrans to make known to all interested parties--the Legislature, local officials and citizens--just what projects staff of Caltrans is developing.

Lacking such a direction, we support legislation to achieve the same end, so as to insure public knowledge of Caltrans' activities. This position is not made in any punitive sense; rather, we simply want and need to know what projects will be in what stage of project development and when, in our County. Not to open up transportation decision-making this much makes the charges to local government as embodied in AB 1246 and AB 402 little more than window-dressing.

2. Public transportation development

The Commission has supported engineering studies associated with the Regional Transit Development Program (RTDP). We are now examining the Sunset, Ltd. proposal submitted for Commission consideration by Supervisor Baxter Ward. The RTDP emphasizes a mix of rail and about 63 miles of new separate bus and carpool lanes.

Supervisor Ward proposes that we proceed with construction of a 57-mile rail system, plus vastly improved bus service and selected bus and carpool lanes. Both the RTDP and Sunset, Ltd. include a 17-mile rail line from downtown Los Angeles to the San Fernando Valley via Wilshire Boulevard.

It is unlikely that any major transit improvements can occur without more locally generated public funds, and this will require a public vote. The Commission will have to decide about a possible ballot measure, whether for November 1978, 1980, or beyond. This decision will obviously have to be made in light of the passage of Proposition 13 which may require that any ballot measure, whether a 1/2¢ increase in the sales tax or a 1¢ increase in the gasoline tax, must now receive approval of 2/3 of the voters in the County.

The Commission will continue to work towards greater public creditability in the areas of fiscal management and coordination of transportation service and planning. Public confidence that currently available transportation tax dollars are being spent wisely is crucial in considering additional tax dollars in the future.

As part of ballot considerations, the Commission has sought greater flexibility in the use of revenues which might be secured from its 1/2¢ sales authority. The Commission has asked the Legislature to permit us the opportunity to use up to half of these sales tax receipts for road purposes. The Assembly has passed this enabling legislation (AB 3328), authored by Assemblyman Berman, and the Senate will take it up in August.

Whatever the long-range plan, existing bus transit in Los Angeles County will require continued support. The total operating budget for all public bus operators in the County for FY 78/79 is as follows:

<u>\$ In Millions</u>	
<u>Sources</u>	
Fares	\$102.1
TDA	76.6
Federal Section 5	57.5
Municipal and Others <sup>(1)</sup>	<u>2.8</u>
TOTAL	\$239.0

Los Angeles transit operators carry over one million riders per working day, and over 300 million per year. This contrasts with annual ridership in these other California urban areas:

Bay Area	285 million
San Diego	36 million
Sacramento	12.5 million

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<sup>(1)</sup>Subject to revision down as result of Proposition 13.



Any appreciable drop in existing funding support for transit operations in Los Angeles County will force higher fares and poorer service at a time when air quality, energy conservation and mobility concerns are of increasing importance. Federal Clean Air Act requirements are especially pressing, for failure to meet standards may result in the cut off of Federal funds for highways, housing and other important public programs.

We intend to press hard for maximum Federal funding, in the range of \$200 million, for projects developed through the TIP process. For the Federal government not to respond to our legitimate transit needs is to make our planning and project development efforts meaningless. This is especially so when transit grant approvals for the Los Angeles urbanized area are compared to grant approvals through the end of FY 77/78 for other areas throughout the country:

	<u>TOTAL</u>	<u>PER CAPITA</u>
Los Angeles	\$ 199 million	\$ 24
San Francisco	561 million	188
New York	1,907 million	118
Boston	789 million	298
Atlanta	852 million	727
Chicago	721 million	107
Baltimore	393 million	249
Washington	888 million	358
Philadelphia	451 million	112

On the regional level, we are working to assure that Los Angeles County receives a maximum share of the federal operating assistance funds which continue to come into our urbanized area. Various alternatives for allocating funds within the urbanized area are being examined. This activity takes on special importance as the prospect of Congressional approval for a second tier of federal transit operating assistance brightens. Up to \$25 million in added federal subsidies are possible for the urbanized area, which includes most of Orange County and a portion of San Bernardino County, in addition to Los Angeles County. We intend to seek maximum funding for transit operations in Los Angeles County, where all indicators point to the greatest transit need and the most efficient transit operations.

3. Possible changes in AB 1246

As part of its endorsement of changes in TDA law which would expand the number of eligible recipients of these funds, the Commission also endorsed the elimination of the 15% guarantee to municipal operators. The Commission took this

position contingent upon adoption, by a vote of at least 8 members of the Commission, of a formula which would allocate both TDA and Federal Section 5 funds. This change is needed if the Commission is truly going to be able to objectively allocate transit operating funds. We are currently working on such an allocation formula.

The Commission, through its Arbitration Committee, is working with transit operators to refine and then implement recommendations for improved transit coordination. It is possible that certain of these measures, while providing a positive net overall benefit, may be perceived by individual operators as being contrary to their interests. Due to a provision in its enabling legislation (Section 130263 of AB 1246), it is unclear what options the Commission has if cooperative discussions with an affected operator do not resolve any differences of opinion as to the appropriateness of proposed service changes. While the Commission plans to work closely with all operators in examining improved transit coordination, the success of specific Commission efforts may be in doubt due to this provision of the law.

The Commission will continue to examine these and other issues relating to AB 1246 in the months ahead.

4. Air Quality and energy issues

1977 amendments to the Federal Clean Air Act require local governments to consider various ways of improving air quality; transportation is an important aspect of any set of strategies in Los Angeles County.

The Commission is concerned that a recently signed memorandum of understanding between Caltrans and State Air Resources Board does not adequately reflect the Clean Air Act's emphasis on local planning and programming responsibility. The Commission is working with SCAG, local governments, and the other county transportation commissions in developing a common position on the role of local agencies in this activity.

A coordinated effort by all levels of government will be required if clean air standards are to be met by 1987. The Commission intends to assume an active role in selecting reasonable and appropriate projects for implementation.

The alternative to developing and implementing projects responsive to Federal guidelines for satisfying clean air requirements is the loss of sizeable

Federal funds. How we shall be able to pay for these improvements will be a key issue; the question of our ability to pay is discussed later in the Summary in the context of Proposition 13.

Recently the Carter Administration announced a standby gasoline rationing plan for national emergencies. Under the plan, an equal amount--2 gallons per day--would be allocated to the owner of each registered automobile in a national oil emergency, regardless of the driver's needs. In the longer run, many experts predict that depletion of oil reserves will force such rationing measures on a permanent basis.

One-to-a-car trip-making is not an energy efficient transportation system. From a transportation point of view, gasoline and oil can be conserved only if large numbers of trips are made on public transportation, or if large numbers of people "double-up" in carpools to increase average vehicle occupancy.

At its June 28, 1978 meeting, the Commission directed staff to examine the Administration's standby gas rationing plan and to assess its impacts on Los Angeles County. Staff is now beginning such an analysis.

5. Proposition 13 Implications

Probably the most important--and uncertain-- issue facing the Commission is the impact on transportation of Proposition 13. The following summary assessment appears possible now:

a) transit operations: little immediate impact, for only about \$7 million in County property tax funds were devoted to transit. SCRTD has already made adjustments to its FY 78/79 operating budget, and the municipal operators are also making changes.

b) transit development: The voter attitude as expressed by the Proposition 13 vote suggests caution in any transit ballot measure. The Commission is seriously examining the wisdom of pursuing a 1/2¢ sales tax ballot measure in November.

c) highways: potentially significant impact on local road maintenance and construction. State and Federal gas tax and motor vehicle revenues returned to local government totaled less than 55% of total local street and road budgets; the balance came primarily from local property taxes.

d) maximum use of existing facilities: for both transit and highways, it will be more important than ever to examine ways of getting the most from our existing transportation system. The Commission is working with local governments and with Caltrans to catalog opportunities, and will prepare a specific program of low-cost transportation improvements by the end of the year.

e) possible legislative changes in transportation financing: The Commission will want to carefully weigh any proposed changes in current ways of financing transit and highways in California. The impacts of possible changes on local budgets and levels of service to the public will require thoughtful analysis.

## CONCLUSION

The Los Angeles County Transportation Commission was created by the Legislature in September 1976. Since its initial meeting in January 1977, the Commission as a whole has met twice each month for 2 to 2½ hours per meeting. In addition, more than 100 committee meetings of Commission members have been held.

The members of the Commission--the 5 Supervisors of Los Angeles County, the Mayor of the City of Los Angeles, the President of the Los Angeles City Council, the Mayor of Gardena, City Councilmen from Long Beach and Norwalk, a private citizen appointee, their alternates on the Commission, and the Caltrans District 7 Director (in an ex-officio capacity)--have devoted thousands of hours of effort toward a common goal: better transportation for the 7 million citizens of Los Angeles County.

Yet, there is a sense of frustration among Commission members as we seek to determine our role in defining transportation needs for Los Angeles County. We are unsure of whether Caltrans, Federal agencies, the Legislature, the Congress and cabinet officers are really concerned about actions and positions of the Commission. Commission members have expressed concern in open meetings whether the Commission is really needed or whether its actions, expressed through motions, resolutions and the like, are merely window-dressing.

The Commission does not want to be just window-dressing. During the past 18 months, the Commission has expended over \$700,000 and its members and alternates have committed extensive time to Commission business. If the Commission is not successful in determining local needs and priorities, which are then respected by other agencies and bodies at the State and Federal levels, then the Legislature should carefully re-examine the responsibilities it has given this Commission under both AB 1246 and AB 402.



PART TWO:

MAJOR ACTIVITIES/DECISIONS/ISSUES OF  
THE LOS ANGELES COUNTY TRANSPORTATION COMMISSION  
IN ITS FIRST 18 MONTHS



## CHAPTER III.

### HIGHWAYS

In the following chapters, important activities of the Commission since it first met in January 1977 are summarized. Where pertinent, copies of significant letters, news articles or other communications are included as attachments.

The Los Angeles County Transportation Commission has a legitimate concern about the level and timing of state funding for highways. For years, no state discretionary funding has been directed to this area, despite the fact that over one-third of all gas tax revenues collected in California are generated in Los Angeles County. In the following pages are summaries of these issues:

1. Funding Issues
  - a. California Transportation Commission/AB 402
  - b. \$66 million shortfall
  - c. Federal-Aid Urban (FAU) Program
2. Programming Issues
  - a. Use of Transportation Improvement Program (TIP) for resource allocation decisions
  - b. FY 78/79 Transportation Improvement Program (TIP)
  - c. Freeway priorities
  - d. Harbor Freeway redesignation

## CHAPTER III, 1. A.

### CALIFORNIA TRANSPORTATION COMMISSION/AB 402

The State Legislature last year rearranged the relationship between state and local agencies in the area of highway development by establishing a more organized and accountable highway budgeting process and a more systematic mechanism for the development of financially realistic transportation improvement programs. Through enabling legislation--the Alquist Ingalls Act (AB 402)--the Legislature also created a California Transportation Commission. The Los Angeles County Transportation Commission strongly supported creation of the new California Transportation Commission and the changes in the highway planning and programming process mandated by AB 402.

Prior to AB 402, highway development in California was characterized as a "top-down" approach based on Caltrans' Six-Year Planning Program proposed at the state level. AB 402 provides for a "bottoms-up" approach whereby the Statewide Transportation Improvement Program to be adopted by the California Transportation Commission will be based principally on locally adopted TIP's.

Thus, AB 402 presents an opportunity for local agencies such as the Los Angeles County Transportation Commission to have significant input to highway investment decisions through our own countywide Transportation Improvement Program.

In line with this new opportunity, we have worked closely with the State Commission and local and regional agencies on

the method by which state and federal highway funds available for allocation in California will be estimated. In addition, we intend to work closely with the State Commission in the adoption of guidelines for developing Transportation Improvement Programs.

In our view, key issues to be decided by the new California Transportation Commission include:

- selection of a means of identifying highway funds to be allocated (fund estimate methodology);
- identification of preliminary engineering and environmental analysis work by Caltrans as an integral part of this process; and
- selective identification of supplemental projects which could proceed if higher priority projects "fall out" of the program for any number of reasons.

Attachment III-1 and III-2 are recent letters to the California Transportation Commission outlining our concerns in these areas. We intend to press for favorable action on fund estimate methodology and related issues by the California Transportation Commission.

## CHAPTER III: 1. B.

### \$66 MILLION SHORTFALL

Pursuant to existing law, expenditures for highway purposes in the State of California are to be made according to a specified formula. This formula calls for a minimum of expenditure of funds in each of Caltrans' eleven highway districts during specified four-year periods.

Projections by Caltrans show that by the end of the present four-year period on June 30, 1979, District 7 (Los Angeles, Orange and Ventura Counties) will not receive funding needed to meet district minimums for highway expenditures as required by Section 188.8 of the Streets and Highways Code. This projected "shortfall" is presently estimated at \$66 million.

The Los Angeles County Transportation Commission has repeatedly expressed concern about this shortfall (Attachments III-3 and III-4). During our negotiations with Caltrans, our goal has been to insure the quickest possible resolution of the shortfall situation, and to insure that changes in the project development process take place now to prevent future reoccurrence of the shortfall.

In light of this projected shortfall, and the fact that Caltrans Planning Program provides no discretionary funding for Los Angeles County, the Los Angeles County Transportation Commission approved an additional list of projects to supplement the highway portion of its FY 78-79 Transportation

Improvement Program. This action is explained in greater detail later in this report.

We recognize that the addition of these projects by no means insures that Caltrans will develop them as part of the present TIP. We do believe, however, that showing this supplemental list indicates that:

- Los Angeles County has a list of projects that it would like to see developed to make up a part, if not all, of the projected shortfall; and
- We also have adopted a supplemental list of projects that we would like to see pursued if we are to receive any discretionary funding.

## CHAPTER III. 1. C.

### FEDERAL AID URBAN (FAU) PROGRAM

Under federal law, over \$30 million per year is allocated directly for expenditure in Los Angeles County on its urban road system. Under AB 1246, the Commission is responsible for allocating these funds. Staff is exploring how the Commission can make the best use of these funds.

Current practice calls for the allocation of FAU funds on a population basis to all jurisdiction throughout the County. The opportunities for coordinating projects along major traffic arteries in our County, for example through synchronization of traffic lights and adoption of common parking policies in rush hours, have not been explored enough.

Significant amounts of FAU funds remain unobligated in Los Angeles County. The present allocation and project determination process, as well as federal and state procedures, all play a part in this situation. We need to review the respective roles and authority of Caltrans, our Commission and local communities in the FAU process. Policies and guidelines established to implement earlier statutes do not appear to be working adequately to insure prompt project implementation. We intend to complete a detailed analysis of the FAU program by the end of 1978. This analysis takes on new significance in light of Proposition 13 and the anticipated squeeze it will put on local street programs.



## CHAPTER III. 2. A.

### USE OF THE TRANSPORTATION IMPROVEMENT PROGRAM FOR RESOURCE ALLOCATION DECISIONS

One of the basic functions of the County Transportation Commissions under AB 1246 is the adoption of a county-wide Transportation Improvement Program (TIP). The TIP is required by the federal government's joint highway/transit planning regulations. It was designed to be the basic listing of each region's priority projects, so that the inclusion of a project in the TIP represents a decision by the region as to whether or not that project is of sufficiently high local priority to be worth an investment of limited transportation dollars. However, in practice, local areas have tended to treat the TIP merely as a federal bureaucratic requirement, rather than as a decision document, and have not used the TIP after its adoption as a benchmark against which to monitor progress in project implementation.

Because the Commission's basic legislative authority is its control over the county TIP, it has sought to make the TIP into the decision document which the federal regulations envisioned. The Commission's approval process for the 1978-79 TIP extended from early February to mid-June of 1978. Figure 1 illustrates the approval process.

The TIP is formatted into two sections, a Highways section and a Transit section. Although elements of the Four-Part Regional Transit Development Program (RTDP) overlap and have

highway implications, the "Four-Part Program" is treated as a whole within the Transit chapter of this report.

FIGURE 1

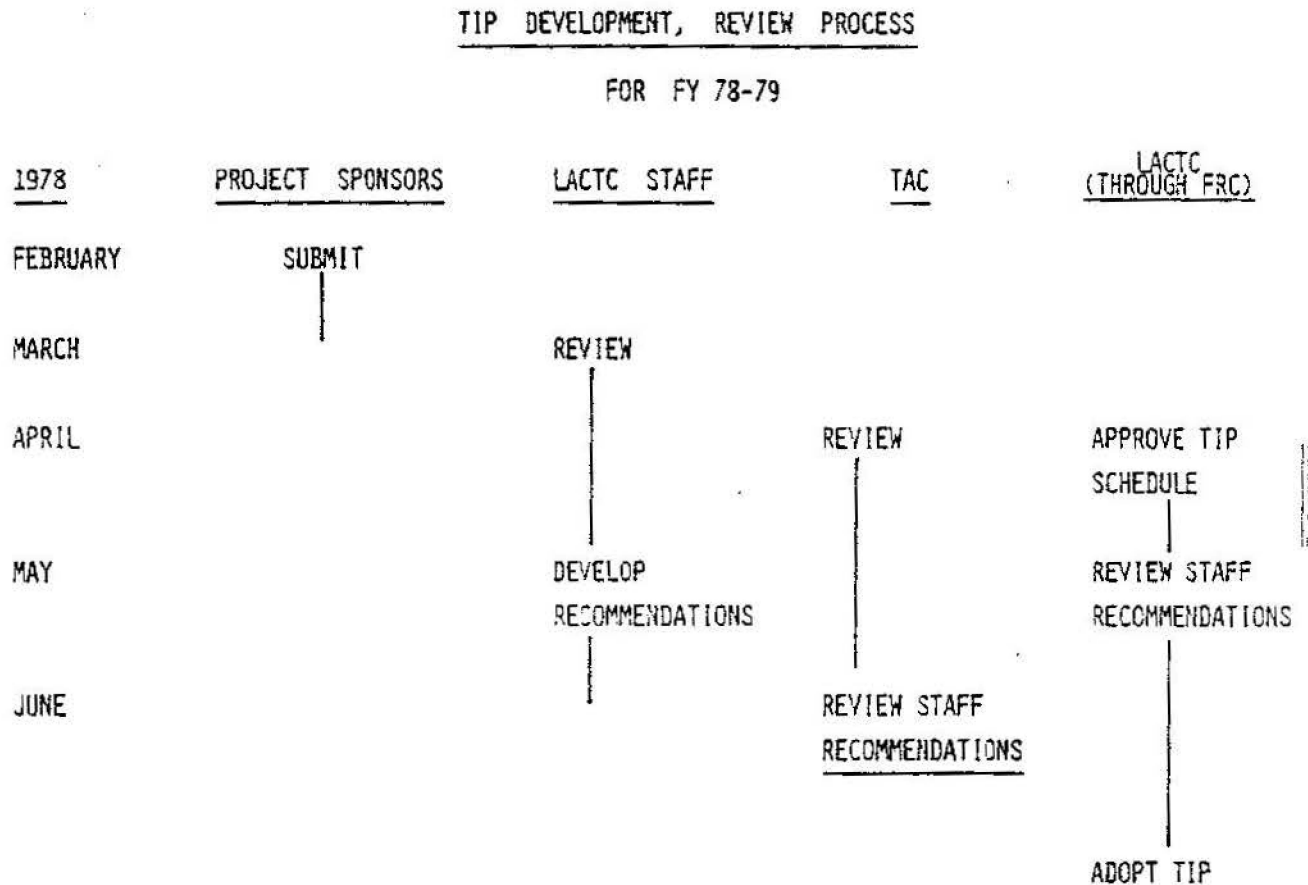


Figure 1

## CHAPTER III. 2. B.

### FY 78/79 HIGHWAY TIP

In developing the highway TIP for FY 1978-79 the Commission focused on three issues in particular:

1. Setting priorities for design and construction of needed but of delayed freeway projects.
2. Eliminating all or portions of the projected \$66 million district minimum shortfall.
3. Receiving for Los Angeles County a fair share of state and federal highway dollars, including state highway discretionary funding.

At its June 14, 1978 meeting, the Commission approved a five year Highway TIP for FY 1978-79 through FY 1982-83 totalling over \$1 billion. Table III-1 shows funding levels for both the local streets and roads and Caltrans' State Highway Program. (A detailed analysis of the Highway TIP may be found in Attachment III-5.) Included in the \$742 million shown for Caltrans' Program is approximately \$260 of projects which the Commission's Technical Advisory Committee (TAC) recommended be added to the Highway TIP. These additional projects are in part aimed at meeting the Commission's concern over the projected \$66 million shortfall and the lack of discretionary funding for state highways in District 7.

They include both multi-year freeway construction projects and small, individual projects such as acquisition of the railroad right-of-way on Santa Monica Boulevard. Our goal is to move ahead with those projects for which funds can most readily be committed.

Table III-2 shows the amount and source of funds required for each project, and anticipated (possible) construction start-up dates. It is expected that those projects reasonably able to move forward within the annual element will be presented for approval of California Transportation Commission in concert with legislative budgeting efforts to eliminate the \$66 million shortfall.

Beginning in July, Commission staff will initiate work on process of defining priorities for projects to be included in next year's Highway TIP as called for by AB 402.

TABLE III-1

HIGHWAY TIP

FY 78/79 THROUGH FY 82/83

(\$ In Millions)

<u>LOCAL STREETS AND ROADS</u>		<u>\$339</u>
FAU	\$291	
Special Funds	48	
 <u>CALTRANS PROGRAM</u>		
New Facilities	\$322	742
Operational Improve- ments	127	
Maintenance and rehabilitation	35	
 <u>TAC ADD-ON PROGRAM</u>		
New Facilities (includes both additional state highway projects and smaller, local projects as cited on Table III-2.)	258	
 TOTAL		 1,081

Issues: Need to speed up commitments especially for FAU.

Caltrans program makes up \$60 million shortfall, but provides for no discretionary funding.

TAC add-on would require CTC to approve discretionary funding.

TABLE III-2  
MAJOR NEW PROJECTS

<u>Project</u>	<u>Source</u>	<u>5 Year Amount</u>	<u>Initial Year For Construction</u>
I-105	I	\$261 Mil.	80/81
1-405 (Widening)	I	7.5 Mil.	81/82
LA-118	P	31 Mil.	80/81
LA-91/11 (Phase 1)	P	8.5 Mil.	81/82 (sooner, if possible)
LA-10-101 (Busway)	U	7.8 Mil.	81/82 (sooner, if possible)

TAC ADD-ON PROJECTS

I. Additional State Highway Projects:

	<u>Source</u>	<u>5-Year Total</u>	<u>Initial Year For Construction</u>
Rt. 91/11 Phase II	P	30	81/82
Rt. 47	P/St. only	17	83/84
Rt. 30	P/St. only	40	82/83
Rt. 7	U/P/St. only	146	81/82
Rt. 90	U/St. only	9	83/84

\$242 Million

II. Projects Recommended for addition to annual element that are not included in the above list.

- . Santa Monica Boulevard, Doheny to La Cienega, (\$2 M) and Santa Monica Boulevard, Marino to Sepulveda, acquire railroad R/W.
- . Ventura Freeway (Rt. 101), at Kanan Road, widen overcrossing, (\$2 M).
- . Long Beach Freeway (Rt. 7), at 1st Street, widen overcrossing, (\$0.3 M).
- . Santa Ana Freeway, (Rt. 5), at Carmenita Avenue, widen overcrossing, (\$0.9 M).
- . San Gabriel River Freeway (Rt. 605), at Peck Road, widen overcrossing, (\$1 M).
- . Highway Relinquishment Program--up to \$10 million.

## CHAPTER III. 2. C.

### HIGHWAY AND FREEWAY PRIORITIES

- In an attempt to emphasize objectivity in the selection of highways and freeway projects for the TIP, the Commission directed its Technical Advisory Committee to develop criteria for prioritization of freeway projects. Such factors as location, commitment and agreement status, readiness to begin construction, community support, funding availability, service benefits, average daily traffic, annual accident reduction, SCAG plan of transit corridors, and percentage of route completed were included in the criteria.

The projects that were most apparent in satisfying these criteria were completion of long delayed projects such as the Century Freeway (Route I-105) and the numerous freeway "gaps" which exist in Los Angeles County. These projects have in some cases been stalled due to the lack of coordination and communication between federal, state and local agency programs and objectives.

Priority selection by the Commission for inclusion in the 78/79 TIP included six projects. The six projects selected are as follows:

- 1) Harbor-Artesia (91/11) Interchange
- 2) Route I-105, Century Freeway
- 3) Route 47, Industrial Freeway

- 4) Route 30, Foothill Freeway
- 5) Route 7, Pasadena & South Pasadena portion of Long Beach Freeway
- 6) Route 90, Marina Freeway Extension

The Route 91/11 Freeway project consists of the gap closure of 0.5 miles Artesia (Route 91 Freeway) with the existing Harbor (Route 11 Freeway) and the construction of an off-ramp at Redondo Beach Blvd. The Commission has formed a special "91/11" Task Force which is working with local, state, and federal officials to slash bureaucratic red tape and get on with this much needed project. Efforts have succeeded in shortening the completion date for this modest project (\$35 million) by up to 2 years.

Attachment III-6 is a June 28, 1978 from Chairman Hahn to California Transportation Commission Chairman Norton Simon on Route 30, the Foothill Freeway. Caltrans has asked the CTC to initiate a process for considering deaddoption of Route 30; in light of its priority both in Los Angeles County and in San Bernardino County, the Commission has asked for detailed information from Caltrans justifying why the deaddoption process should be initiated.

The Commission has urged State and Federal decisions on the long-delayed Century Freeway project. Commission members are distressed that the State Air Resources Board (ARB) raised tardy and seemingly repetitive questions about I-105 in January 1978, some 4 months after Caltrans had forwarded its



final Environmental Impact Statement to the Federal government. Chairman Kenneth Hahn of the Commission wrote both Secretary of Transportation Brock Adams and Governor Brown, pointing out the ARB concerns had been addressed by Caltrans and that further delay was unwarranted. Attachment III-7 includes significant correspondence on the I-105 situation. Still, no Federal approval of the impact statement has occurred to date.

## CHAPTER III, 2. D.

### HARBOR FREEWAY REDESIGNATION

On April 6, 1978, Caltrans requested that the Federal Highway Administration (FHWA) redesignate a 7.6 mile portion of the Harbor Freeway (State Route 11), between the Santa Monica Freeway (I-10) and the proposed Century Freeway (I-105), as an interstate highway. This redesignation would permit 92% federal, 8% state funding of Caltrans' proposed added lanes for the Harbor, to be used by buses and carpools, but designed for potential future conversion to rail.

Unfortunately, FHWA rejected, at least for now, the Caltrans proposal on May 15. This was after our Commission had endorsed the proposal. Subsequently, Congressman Glenn Anderson secured House Public Works Committee support, through legislative priority, for possible future redesignation of the Harbor Freeway south from I-10 to San Pedro as interstate.

The Commission is pressing the redesignation with DOT, as reflected in Chairman Hahn's July 11, 1978 letter to DOT Secretary Adams (Attachment II-1.)

No final action has been taken by the Congress at this time. Attachment III-8 includes other significant correspondence on this matter.

## CHAPTER IV.

### TRANSIT

#### INTRODUCTION

Public transportation in Los Angeles County is provided by the Southern California Rapid Transit District (SCRTD) and by several municipal bus operators. In fiscal year 1976/77 SCRTD carried 296 million riders, or 88.5% of all transit riders in the county. Santa Monica carried 4.6%, Long Beach 4.1%, and the other operators carried the remaining 2.8%. As the numbers point out, SCRTD, Santa Monica, and Long Beach carry 97.2% of transit riders; they also operate 94% of the more than 2600 buses in Los Angeles County.

The needs of all transit operators must be reflected in Short Range Transit Plans, required by the Commission, SCAG, and the Federal Urban Mass Transportation Administration (UMTA), for they provide a basis for Commission action on the countywide Transportation Improvement Program. It is through the TIP that the Commission identifies transit priorities and allocates available operating assistance.

With this as an introduction, we have prepared short statements on the following issues:

1. Funding Issues
  - a. Eligibility for TDA funds
  - b. Protection clause for municipal operators
  - c. Full use of existing funds
  - d. Maximizing federal funds
  - e. Federal Section 5 qualification policies

f. Intercounty allocation formula for federal Section 5 funds

h. Paratransit

2. Programming Issues

a. Use of Transportation Improvement Program (TIP) for resource allocation decisions

b. FY 78/79 Transit TIP

c. 4.5 Program

d. Committee on Arbitration

e. Consultant Report: Preliminary "Performance Audit"

f. Transit Options/RTDP/Sunset, Ltd.

## CHAPTER IV. 1. A.

### ELIGIBILITY FOR TDA FUNDS

Under the Transportation Development Act, only those transit systems which were in operation in 1971 qualify for state subsidy under Article 4 of the Act. Subsequent legislation (Article 4.5) provides funding for proposed new "community transit services" designed to address currently unmet transit needs.

Article 4.5 states that to qualify for funds the service must be new. As a result, some transit operators who came into existence after 1971 but prior to the enactment of Article 4.5 still do not qualify for state assistance. The Norwalk Transit System, which carries 1.2 million riders annually is one example.

The possibility of amendatory legislation to AB 1246 to allow additional TDA Article 4 operators in Los Angeles County has been under study by several committees and sub-committees of the Commission.

The Commission has adopted positions in the following areas, pending further work on certain issues cited later in this section:

- a) Additional transit operators meeting the criteria to be developed by the LACTC should be made eligible for Transportation Development Act (SB 325) funding.

- b) AB 1246 should be amended to eliminate the 15% guarantee of TDA funds to included municipal operators only; TDA and Federal Section 5 funds should instead be allocated among operators by formula.
- c) Any formula for allocation of funds should be applied to both TDA and Section 5 funds.
- d) A percentage of the funds available should be retained by the Commission for discretionary allocation. No position has been reached by the Commission at this time as to the appropriate discretionary percentage. Based on current funding approximately \$1.5 million would be available for each 1% set-aside.
- e) The allocation formula should be simple and based on measureable and verifiable factors such as mileage, patronage, number of buses, etc.
- f) In amending AB 1246, it should be clear that the Commission, in adopting a formula for the allocation of TDA and Section 5 funds, will do so only after a public hearing, and that the formula will remain in effect for 3 years.

- g) Votes of at least 8 of the 11 members of the Commission will be required to establish and/or change the funding formula.
- h) Votes of 8 of the 11 members of the Commission will be required to provide Article 4 TDA (SB 325) funds to any applicant which has not previously received Article 4 funds.
- i) The Commission has assured the included municipal operators that the 15% guarantee will not be abandoned by the Commission until an acceptable formula is adopted.

The entry criteria referred to in a) above are:

1. The municipal system has been in continuous operation for a minimum period of three years.
2. The municipal system shall have been available for use by the general public during the same three-year period.
3. During this same entire three-year period, the system's operating expenses shall have been supported substantially from one or more of the following sources: fares, city general funds, or federal UMTA program.
4. The municipal operator's Short Range Transit Plan has been approved by the Los Angeles County Transportation Commission.

5. The municipal system was established in response to an unmet transportation need and is providing a transit service that cannot effectively be provided by an operator that is currently receiving TDA funding assistance.
6. The municipal system is intergrated and coordinated with intersecting or adjoining public transit systems.
7. The municipal operator has management information and accounting systems adequate to meet the data gathering and reporting requirements of the Transportation Development Act and Section 15 of the Urban Mass Transportation Act.

Additional criteria which would apply to all TDA recipients have been suggested but consensus has not yet been reached. These related to limits to annual percentage increases in a operator's TDA subsidy, a minimum ratio of fares to operating expenses, and level of service standards.

In order to resolve the remaining outstanding issues, the staff was requested to do the following:

- a) Develop alternative allocation formulas and compute the allocations that would be made to the several operators under each alternative.
- b) Determine if the above computations and other available data indicate whether separate allocation formulas should be used for dial-a-ride and fixed



route systems.

- c) Prepare draft language which could be included in the legislation specifying an appropriate process, including public notice and hearing, for the adoption/amendment of the allocation formula.
- d) Examine safeguards that could be instituted to prevent the unilateral actions of one operator from distorting the formula, such as projecting the impact on funding of operators' S RTP's prior to their approval by the Commission.
- e) Examine the question of how carry-over funds should be treated.
- f) Examine the question of how County subsidies should relate to funds allocated by formula.

Staff is working to develop recommendations in each of these areas. Progress to date on development of alternative allocation formulae has been somewhat limited due to data problems and competing demands on staff resources. At this time the data problems are near resolution and the completion of the TIP cycle should make it possible for a timely resolution of these issues.

Correspondence on this subject is included as Attachment IV-1.

## CHAPTER IV. 1. B.

### COMMISSION ROLE IN COORDINATING PUBLIC TRANSPORTATION

Section 130250 of AB 1246 mandates the Los Angeles County Transportation Commission to act as both coordinator of public transportation services within its jurisdiction and as an arbitrator of disputes which may arise between public operators of such services as a result of jurisdictional conflicts.

ATE Management and Services Co. has been retained by the Commission to examine the operations and potential for better coordination of public transit operators in Los Angeles County. Their report identifies cost savings of nearly \$2 million that could be realized through elimination of service duplications and overlap between SCRTD and a number of municipal operators (Santa Monica, Culver City, Long Beach, and Montebello. Implementation of the ATE recommendations could, in some cases, result in an overall reduction of service provided by the involved municipal operator(s).

It is clear that the Legislature was concerned about the efficient provision of service when it included Section 130250, and that this concern is even more relevant in a period when tax dollars are increasingly dear. However, certain provisions of AB 1246 make it unclear as to how much discretion the Commission actually has in acting as a coordinator of public transportation in Los Angeles County.

Specifically, Section 130263 states that:

The Los Angeles County Transportation Commission shall not reduce, by order or by reducing funds, the size of the service areas under the jurisdiction of presently existing included municipal operators (as defined in Section 99207), the level of service they provide, or the scope of their operations, without first consulting with the municipal operators and securing the approval of the municipalities within which they operate.

The Commission, through its Arbitration Committee, is working with transit operators to refine and then implement recommendations for improved transit coordination. It is possible that certain of these measures, while providing a positive net overall benefit, may be perceived by individual operators as being contrary to their interests. Due to the above provision of AB 1246, it is unclear what options the Commission has if cooperative discussions with an affected operator do not resolve any differences of opinion as to the appropriateness of proposed service changes. While the Commission plans to work closely with all operators in examining improved transit coordination, the success of specific Commission efforts may be in doubt due to this provision of the law.

## CHAPTER IV. 1. C.

### FULL USE OF EXISTING FUNDS

The Commission has had two major occasions to decide on the allocation of transit operating funds during the past year. On both occasions, the Commission broke with previous local practice by deciding to require the full use of "carryover" funds (those which had been allocated to transit operators in previous years, but had not yet been spent) before new funds were granted. Prior to the first Commission action to commit these funds in February 1978, nearly \$4 million of federal operating funds had been allocated to transit operators but had not been properly included in any application for federal funds. As a result, the funds were sitting in the federal Treasury rather than being used to provide transit service in Los Angeles County. The result of the

Commission's decisions is that

by the end of the FY 1978-79, all federal carryover funds within the County should be in use, enabling significantly more service to be provided than if the past allocation practices had been continued.

Also, in the allocation of funds for FY 1978-79, the Commission took the unprecedented step of requiring the re-allocation of state TDA funds which had been "on reserve" for five years to current operating uses, thereby beginning the process of tightening local control over the TDA capital reserve accounts. The action in FY 1978-79 involved only

\$1.4 million, but over \$15 million remains in capital reserve accounts within the County, which may be available for either capital or operating uses in the very near future.

Finally, the Commission obtained the federal government's conditional approval to comply with the federal "maintenance-of-effort" provision\* on a countywide, rather than an operator-by-operator basis. (Attachment IV-2). If this concept can be implemented within the coming year, it will further increase the Commission's flexibility to allocate operating funds so as to maximize the amount of transit service which can be provided within existing resources.

\* This provision requires that the level of local financial support for transit operations not be reduced below the average of the preceding two years.

## CHAPTER IV. 1. D.

### MAXIMIZING FEDERAL FUNDS

Consistent with AB 1246 and the regionally adopted policy of maximizing federal resources in the allocation of funding, the Commission has acted to insure the full utilization of federal dollars by Los Angeles County transit operators. At the regional level, federal Section 5 applications are restricted to cover operating expenses only. Within Los Angeles County, the policy of maximizing federal funding is carried further in two ways. First is the Commission's analysis and approval of projects in the Transportation Improvement Program. Second, the Commission facilitates implementation of TIP projects through technical assistance to and representation for Los Angeles County operators in the federal grant process.

In the analysis and approval of project submittals for inclusion in the Transportation Improvement Program, the Commission, in cooperation with affected transit operators, has revised project funding sources to maximize federal dollars. These actions have provided for an additional:

- \$1.4 million in additional FY 1978 Section 5 operating funds from the reprogramming of the City of Montebello and the City of Long Beach Public Transportation Company pending federal Section 5 capital to federal

Section 3 grant applications.

- \$1.4 million in State TDA funds for Long Beach's Transit Center project were reprogrammed from TDA Capital Reserve to a federal Section 3 grant application. \$1.1 million of this is available to meet operating costs in FY 1979; the remainder will be available in future years.

Further, the Commission is considering a procedure whereby operators seeking new TDA capital reserve set-asides would be required to seek a federal Section 3 grant and return the capital reserves to the Commission's discretion if and when the federal grant is awarded.

A primary focus for the Commission in the implementation of the TIP is to maximize federal dollars flowing into Los Angeles County through the grant delivery process. To benefit Los Angeles County in the federal grant review process, the Commission:

- Reviews pending grants; maintains current information on grant application status; acts as liaison between operators and federal funding agencies; and provides technical grant preparation assistance, particularly to smaller operators;
- Is working, in cooperation with SCAG and SCRTD, on the development of County-wide civil rights compliance materials required for federal transit

grants;

- Has obtained a commitment from UMTA to allow for a single county-wide maintenance of effort calculation rather than calculations for each individual operator; and,
- Is investigating the feasibility and desirability of becoming designated recipient for federal Section 5 funds, which involves the way in which federal funds flow to Los Angeles County operators.



## CHAPTER IV: 1. E.

### FEDERAL SECTION 5 QUALIFICATION POLICIES

The Commission has adopted policies for the allocation of Federal Section 5 operating assistance. These policies:

- Insure that funds are used within two years of allocation, thereby preventing some operators from stockpiling funds while other operators cut service for lack of funding; and,
- Require consistency within and among each operator's plans and budgets which enables the Commission to determine with a reasonable degree of confidence anticipated service levels and patronage for a given allocation.

These Federal Section 5 qualifications policies, adopted in October 1977, are as follows:

a) Short Range Transit Plan

Federal regulations and existing SCAG policy require that each transit operator complete a Short Range Transit Plan.

An operator that does not meet this requirement by the due date will not be eligible for Section 5 funding. This requirement also applies to carry-over funds earmarked for an operator.

b) Short Range Transit Plan, TIP, and SB 325 Claim Consistency

The budget and financial information in an operator's plan, TIP and SB 325 application must be consistent. Any differences will be submitted back to the operator for resolution before allocation of funds will occur.

c) 13C Labor Agreement

An operator must intend to sign a 13C Agreement (required by Federal law) before any Section 5 funds are approved. Small operators that do not have union representation and handle these matters through employee associations may substitute model "waivers" or "supplemental agreements" for the 13C Agreements. An operator that does not comply with this requirement is thus ineligible for assistance and any funds set aside for that operator will be reallocated.

d) Operating Status

Section 5 funds will be allocated only to operators currently in operation or to operators that intend to start operation during that fiscal year. Funds set aside for an operator that does not begin operating in the current fiscal year will be reallocated.

e) Carry-over Funds

Funds allocated to an operator will be available for two years from approval by the Commission. Unused funds will be reallocated.

f) Maintenance of Effort

As a condition of project eligibility, Section 5 (f) of the Urban Mass Transportation Act requires that the amounts of state and local government funds plus certain non-farebox mass transit revenues applied to eligible operating expenses in the project year not be less than the average contributions from such sources in the two preceding local fiscal years. This provision, in effect, requires a "maintenance of effort" (MOE) by non-Federal sources to support transit operating expenses as a specific condition of eligibility to receive UMTA funds under Section 5. Thus, MOE establishes a minimum non-Federal commitment of funds which must be applied to eligible transit operating expenses during the project year. It is the Commission's current policy that each operator comply with the federal MOE requirement as a prerequisite for receiving Section 5 assistance.

In addition to the adoption of the policies noted above, the Commission is developing recommendations to urge SCAG to adopt similar policies for the inter-county allocation of Federal Section 5 funds in the urbanized area.

## CHAPTER IV. 1. F.

### INTER-COUNTY ALLOCATION FORMULA FOR FEDERAL SECTION 5 FUNDS

At its June 2, 1977 meeting, the SCAG Executive Committee directed its staff to develop a revised formula for allocating UMTA Section 5 funds within the Los Angeles - Long Beach urbanized area. This effort has been carried forth with extensive participation by the staffs of the various county transportation commissions.

Commission staff has arrived at certain conclusions and recommendations on this issue; these are discussed below. This issue will be brought to the Commission for policy decision in the near future. The Commission position, when adopted, will be presented to the SCAG Transportation and Utilities Committee (TUC) before TUC makes final recommendations to the Executive Committee.

Basically, the staff analysis is supportive of a formula approach to allocation of UMTA Section 5 funds between counties in Los Angeles - Long Beach urbanized area. Such a formula would depend on factors such as patronage, vehicle miles, and population.

In addition, the concept of using a productivity factor to weight one of the elements in the basic formula has been examined. Measures of transit productivity are generally divided into measures of efficiency ("doing things right") and measures of effectiveness ("doing the right things").

Efficiency measures relate to how efficiently inputs (labor and capital) are converted into outputs (service on the street) without regard to whether or not that service is used by anyone. Effectiveness measures assume that the value to society of transit service depends on whether or not that service is used, and that vehicle miles or other "pure" output measures are simply intermediates in the chain between inputs and "final outputs", namely, passengers. Recent events have made it abundantly clear that the taxpaying public is deeply concerned about waste and inefficiency in the provision of public services. Therefore, a formula which provides incentives for effective and/or efficient public transportation services may be singularly appropriate at this time.

Under any formula allocation of Section 5 funds among counties, it may be that some conditions are necessary to avoid allocating funds which cannot be used for their intended purpose within a reasonable time.

Tentative staff recommendations have been developed in the following areas:

- . Carryover
- . Deadline on Application for Allocated Funds
- . Efficient Use of TDA Funds
- . Maximizing Federal Capital Funds

It is expected that policy positions on each of these issues will be adopted by the Commission by the end of July for subsequent consideration by SCAG.

When and if a new formula is adopted, it could be applied to all Section 5 funds for the urbanized area when the current "guarantees" agreement expires and immediately to all additional Section 5 funds which may come to the area as a result of pending federal legislation.

## CHAPTER IV. 1. G.

### PARATRANSIT/COMMUNITY TRANSIT SERVICES

On October 19, 1977, the Commission directed staff to develop a comprehensive policy on community transit and paratransit, which would insure coordination and integration with all transit services. Further, Commission staff was directed to incorporate Article 4.5 community transit projects within the area's Regional Transit Development Program and to study the applicability of the "brokerage" concept to Los Angeles County.

Many privately-operated and publicly-supported social services providers of transit exist in the County. SCAG is examining this issue and has found an estimated 861 operators operating over 8000 vehicles in Los Angeles County. These are in addition to the traditionally recognized public transit operators who serve a million riders per day in the county. These special providers of transportation include such agencies as the American Cancer Society, Braille Institute, Children's Home Society, Community Care and Development Services, YWCA, taxicab companies, and City Community Care Services.

Funding for these special providers is received from a wide variety of sources, including HEW, United Way, UMTA, American Cancer Society, Older American Act Title III, city general funds and private donations. To date, no one has pinned down how much money is spent on these activities; however, it is likely that the expenditures run into tens of millions of dollars per year.

As the agency responsible for transportation coordination in Los Angeles County, the Commission is not ignoring this situation. The Commission is considering how to make the best possible use of these funds through some better management of these services and/or through a system of coordination. Commission actions in the paratransit area may have a significant fiscal impact, and potentially, they can affect the nature and quality of transit services provided to the citizens of Los Angeles County.

To determine means of achieving better coordination and management of paratransit services in Los Angeles County, the Commission has included funds into FY 78/79 budget specifically for examining the concept of paratransit brokerage.



## CHAPTER IV. 2. A.

### USE OF TRANSPORTATION IMPROVEMENT PROGRAM FOR RESOURCE ALLOCATION DECISIONS

As with the highway portion of the Transportation Improvement Program, the approval process for the transit section extended from early February to mid-June of 1978. Commission and SCAG staffs made a detailed joint review of the Short Range Transit Plans (SRTP's) and TIP budgets submitted by each transit operator. This review not only insured compliance with Federal regulations, but also examined the rationale for major dollar requests in comparison with other possible uses of the funds.

In the case of operating funds, where the gap between requests and available funds originally exceeded \$20 million, a particularly detailed analysis of funding requests was undertaken. Based on its analysis of the service provided and ridership for the various operators, the Commission decided not to fund proposed service expansions by three municipal operators; and to allocate these funds instead to SCRTD to reduce the severity of its service cutbacks.

Staff analysis and recommendations on transit projects (capital and operating) were discussed and voted on by the Commission's Technical Advisory Committee and its Bus Operations Subcommittee before being submitted for decision to the Commission. Although lengthy and time-consuming for all participants, the process was open for input and criticism by all affected parties, and much useful feedback was received.

This review process resulted in the development of information about the scope and impacts of major capital projects (such as the proposed purchase by SCRTD of 1030 replacement buses) which will be needed when projects proceed to the implementation stage.

We believe that the 1978-79 TIP, as finally adopted by the Commission on June 14, shows the benefit of this extended process. The projects included within it are real ones for which the Commission will seriously seek Federal funding; the local share of the cost is available; local dollars have been stretched as far as possible by making maximum use of Federal funding; and the major projects are supported by adequate justification. This TIP presents a challenge of its own to the Commission in the upcoming year--to secure the funds needed for implementation, and to get the projects underway as swiftly as possible.

CHAPTER IV. 2. B.

FY 78/79 TRANSIT TIP

Tables IV-1 and IV-2 provide an overview of the FY 78-79 element of the TIP and major capital projects included therein.

TABLE IV-1  
TRANSIT OVERVIEW

<u>ANNUAL ELEMENT</u>	<u>TOTAL (\$ In Millions)</u>
Capital	
.Buses/Vans	\$180.8
.Maintenance and Operating Facilities	44.7
.Right-of-Way Acquisition	3.7
.Minor Projects	14.4
.RTDP	<u>44.4</u>
	\$288.0
Operating	
.Section 5	\$ 57.7
.TDA Article 4	72.4
.TDA Article 4.5	0.4
.TDA Capital Reserve Reallocation	1.2
.Unallocated TDA	<u>2.5</u>
	\$134.0

TABLE IV-2  
FY 78/79 TRANSIT CAPITAL PROJECTS

(TYPE I)

Buses

By Purpose

1158 Replacement Buses

17 Additional Buses

Maintenance and Operating Facilities

3 Maintenance Facilities

- SCRTD: Central Facility  
East San Fernando Valley  
West San Fernando Valley

2 Transfer Centers

- SCRTD - LAX  
- Long Beach

2 Park and Ride Lots

- SCRTD - Diamond Bar  
- SCRTD - West Valley

Minor Improvements

By Recipient

SCRTD 1030 Replacement Buses  
4 Maintenance Facilities  
1 Transfer Center  
2 Park and Ride Lots  
Division Yard Improvements

Santa Monica 25 Replacement Buses  
5 Additional Buses  
Maintenance Facility  
Expansion

Long Beach 58 Replacement Buses  
Transit Mall Development

Other Muni- 45 Replacement Buses  
cipals 12 Additional Buses  
1 Maintenance Facility and  
Minor Modifications to  
Existing Facilities

9 15(b) (2) Projects

In the capital area, UMTA holds the key to discretionary money, and the Commission needs to strive hard to ensure that much needed federal dollars for long overdue fleet replacement and facilities upgrading flow to operators in Los Angeles County.

In the operating area, the Commission needs to press for a fair share of new funds which may result from federal legislation currently pending. Also, the level of TDA reserves (both within the County and within the urbanized area) is an important issue which the Commission must address in coming months.

## CHAPTER IV, 2. C.

### TDA ARTICLE 4.5 PROGRAM

Article 4.5 of the Transportation Development Act is a three-year demonstration program intended to evaluate the effectiveness of new specialized community-level transit service systems. SB 1687 allows the Los Angeles County Transportation Commission to allocate to the Article 4.5 program up to 5% of TDA funds available in Los Angeles County in each program year beginning in FY 1978.

The Los Angeles County Transportation Commission has purposefully limited Article 4.5 allocations to allow for an effective demonstration program and to avoid any unwarranted proliferation of community-level services in Los Angeles County. The thirteen Article 4.5 programs funded to date represent a small percentage of close to 900 such operations currently in existence in Los Angeles County. Of the \$8.5 million available for allocation to the Article 4.5 program in fiscal years 1978 and 1979, the Commission allocated a total specific of \$1.2 million, which represents only 0.8% of all TDA allocations in these two fiscal years. For fiscal year 1978, a special interagency committee evaluated twenty-six proposals totaling approximately \$3 million; eleven of these were funded for approximately \$800,000. In fiscal year 1979, Commission staff carried out the Article 4.5 evaluation which resulted in an additional \$267,000

allocation to the eleven first-year projects for the continuance of first-year service levels. Further, of the eight new applications for Article 4.5 funding in FY 1979 totaling \$1.3 million, two programs totaling 165,050 were added. These programs feature innovative approaches to community-level transit service not funded in the first year of the demonstration program. Attachment IV-4 provides a summary of currently funded Article 4.5 projects.

The Commission has established a quarterly reporting mechanism for community-level transit operators receiving Article 4.5 demonstration project funding. Quarterly information will be utilized for program evaluation reports to the Commission and to the State Legislature, as required by SB 1687.

## CHAPTER IV: 2. D.

### ARBITRATION COMMITTEE

Section 13025 of AB 1246 states that:

"The Commission shall coordinate the operation of all public transportation services within the county so as to achieve efficient operation thereof and shall resolve all jurisdictional disputes between public transportation operators."

#### The SCRTD - Santa Monica Wilshire Blvd. Dispute

At its December 8, 1977 meeting the SCRTD Board of Directors voted to remove local passenger restrictions from its Line #83 on Wilshire Blvd. between Ocean Avenue in Santa Monica and Federal Avenue in west Los Angeles, a distance of about 4 miles.

The City of Santa Monica had registered a protest to this proposed action to SCRTD on November 17, 1977, and, subsequent to the action by SCRTD, filed a formal protest with SCAG alleging that the District was in violation of sections of the Public Utilities Code (PUC) which prohibit District competition with a TDA included municipal operator (Section 30637, 99281).

On December 29 the dispute was referred to the Los Angeles County Transportation Commission by the Executive Director of SCAG, recognizing the Commission as having "the more immediate responsibility to settle the dispute between these operators."



The Commission quickly assumed jurisdiction over the dispute, and the Chairman appointed a temporary "Special Committee on Arbitration" (SPCA) comprised of three Commission members\* to hear the matter and render a "decision and order." The Commission's timely response persuaded the City of Santa Monica to withdraw its pending lawsuit against SCRTD.

The SPCA first decided to hear the legal question of whether a violation of the PUC had occurred before examining the question of what the service configuration on Wilshire Blvd. should be. It adopted a procedure for submission of evidence and testimony by the involved parties and held a hearing on February 10, 1978 at which both sides presented their case.

After consideration of written and oral testimony, the SPCA ruled that SCRTD had violated Sections 30637 and 99281 of the PUC and had violated the policy of the state legislature as expressed in Section 99221 of the PUC by establishing and operating a local service which competes with and diverts patronage from the existing local service provided by Santa Monica Municipal Bus Lines (SMMBL). The SPCA's order, subsequently adopted by the full Commission and signed by the Chairman on March 8, 1978, ordered the SCRTD to cease and desist operating Line #83 as a local service in

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\* Wendell Cox, Chairman, Citizen Representative, City of Los Angeles  
Renee Simon, Member, Councilwoman from Long Beach  
John Zimmerman, Member, Mayor of Norwalk

the disputed area. Furthermore, it ordered the SCRTD, in the event it wished to re-establish that local service, to either obtain the permission of SMMBL or apply to the Commission for a resolution of the matter. (Attachment IV-5)

#### Procedure to Resolve Operator Disputes

Subsequent to the above actions, the SPCA was made a permanent standing committee, renamed as the Arbitration Committee, and the Commission adopted a procedure (ordinance 11 of the Administrative Code, Attachment IV-6) for resolving any future disputes between operators. Any operator who anticipates making a service change which adversely affects another operator will be required to follow this procedure before taking any action. This procedure assures that service changes will be considered in an orderly and cooperative fashion resulting in maximum benefit to the public and minimum conflict between operators. Prior to the Commission's assumption of this quasi-regulatory role, there was no forum for discussion and resolution of these issues.

The major features of the procedures are:

- . It places emphasis on operators working cooperatively;
- . The Commission is kept informed of all decisions between operators, and assumes jurisdiction when and if those discussions break down;
- . Operator suits in courts are avoided;
- . It provides for Commission authority to resolve disputes that operators cannot work out among themselves.

In the Wilshire Blvd. matter, the SCRTD has not asked SMMBL or the Commission to re-instate the local service in the disputed area, but the Commission is examining the service on Wilshire as part of the ATE Management contract which examines issues relating to performance audits and service coordination.

#### The Procedure in Action

Since the adoption of the procedure to resolve operator disputes, public transit operators have been informing each other about proposed service changes and obtaining clearances pursuant to the procedure.

An example of Commission involvement is the proposed SCRTD "BEEP" (Bus Expenses Employee Program) in the South Bay Area. The City of Torrance objected that this constituted setting up new routes in its service area. The Commission was instrumental in effecting an amicable agreements between SCRTD and Torrance whereby Torrance has agreed to allow SCRTD to begin operation of the project on June 1, 1978. SCRTD has committed itself to review the program to determine how the Torrance Transit System (TTS) could effectively participate in the project. SCRTD and TTS have also agreed to jointly contact UMTA to work contractual issues to enable a joint project.

Implementation of ATE Recommendations

Finally, the Arbitration Committee has been designated by the Chairman as the clearinghouse for implementation of the service coordination recommendations in the ATE report. Discussions with the involved operators are being held at this time.

## CHAPTER IV. 2. E.

### CONSULTANT REPORT: PRELIMINARY "PERFORMANCE AUDIT"

One of the Commission's legislative mandates under AB 1246 is to foster the coordination of service among operators, and to resolve disputes between operators. In Los Angeles County, the entire issue of service coordination and consolidation among different operators was largely unexplored at the time the Commission was created. At the same time, there was a widespread lack of understanding of the assumptions behind the budgets and funding requests presented by operators to elected officials, resulting in some perceived credibility problems. Finally, during 1977, the Legislature enacted SB 759, requiring triennial performance audits as a condition for the approval of TDA funds.

For all of these reasons, the Commission initiated in January 1978 a consultant study to conduct a preliminary survey of issues related to performance audits of the eight county operators that receive TDA subsidy funds. This is a major initiative in the area of transit service coordination: the first time that the various bus systems in the County have been viewed as a single unit offering transit service to the public. Already, the preliminary conclusions have engendered considerable controversy, as would be expected given the ambitious scope of the recommendations, particularly

in the area of service reconfiguration. The focus of the study was on:

- a) The credibility of the financial and operating statistics provided by the operators. Specific issues included the accuracy, reasonableness, and consistency of financial forecasts; the validity of projections of the effect of service cutbacks and fare increases; and the explication of assumptions underlying these forecasts. In general, the operators passed this test of their budgeting capability quite readily; no serious problems in their one-year budgets were noted.
  
- b) The comparative performance of Los Angeles County operators in a nationwide "peer group". The study focused on statistical indicators of transportation, maintenance, and administrative efficiency and effectiveness. It compared the eight local operators to others in the country whose size and scope were reasonably similar. It was found that the operators were excellent in some areas (notably safety) while lagging in others. The major areas of "deficiency" were those directly related either to the age of the bus fleet, or to conscious policy decisions with respect to fares and service coverage, rather than to shortcomings in management.

c) Opportunities for improving coordination among operators. In the areas of on-the-street service and in support functions such as maintenance, marketing, training, and grant administration, opportunities for significant improvement were found.

The consultant (ATE Management & Service Co., Inc. in collaboration with Simpson & Curtin, Inc.) has now delivered the Phase I report. While reaching generally positive conclusions about the management of the eight transit systems (indicating that their budget figures were solidly based and their performance in nationwide peer groups was excellent in areas of direct management control), the consultant concluded that substantial savings were possible, including potential immediate savings of \$1.8 million annually through specific service reconfigurations in West Los Angeles, Long Beach, and Montebello. Another \$150,000 is estimated to be available through consolidation of the grant administration process, and other near-term opportunities for consideration may be available in maintenance, purchasing, marketing, and training.

One of the Commission's high priorities in FY 1978/79 is to work with the transit operators toward realizing potential cost-savings. The Executive Summary of the consultant's Phase I report is included as Attachment IV-7 of this report.

## CHAPTER IV. 2. F.

### TRANSIT OPTIONS/RTDP/SUNSET, LTD.

One of the principle responsibilities of the Commission is the evaluation of major transit proposals in Los Angeles County and the ability to finance them.

To date, this effort has focused around the Regional Transit Development Program (RTDP), which has been in the planning stages since late 1976, and the more recent Sunset, Ltd. proposal presented to the Commission by Supervisor Baxter Ward in April 1978.

To briefly summarize, the RTDP consists of four elements:

- . Improvements to existing bus service (TSM).
- . Improved freeway oriented bus service with station and busway construction (Freeway Transit).
- . Downtown People Mover (DPM).
- . Regional Core Rapid Transit in the Wilshire-North Hollywood corridor.

The Sunset, Ltd. proposal would supplement the RTDP with 42 miles of rail line, some of which would substitute for parts of the Freeway Transit service and facilities as proposed in the RTDP. Both proposals would require significant additional revenue, presumably the  $\frac{1}{2}\%$  increase in the sales tax, for full implementation.

The Commission staff made its initial analysis of short and long range transit issues in its Transit Options for Los



Angeles County report in November 1977. The report outlined the current transit capital and operating needs, the RTDP and its financial implications and questions relating to a transit ballot. It concluded, among other things, that additional funding would be necessary simply to continue existing bus service and that the RTDP, or whatever program might be put before the voters, would have to be carefully reviewed if there was to be any hope of a positive vote. It also raised the option of seeking flexibility in the use of the  $\frac{1}{2}\%$  sales tax revenue, a position the Commission has subsequently endorsed.

After Supervisor Ward presented his Sunset, Ltd. rail and bus proposal to the Commission in April 1978, the Commission requested its Technical Advisory Committee (TAC) to review the Sunset, Ltd. proposal and its relationship to the RTDP. It was requested that the review be done in a two-week period. TAC members submitting written comments were:

Los Angeles County Department of Regional Planning  
Southern California Rapid Transit District  
City of Los Angeles Department of City Planning  
City of Los Angeles Department of Public Works  
Caltrans  
City of Long Beach  
City of Montebello  
City of La Mirada

The report to the Commission concluded that the Sunset, Ltd. proposal was feasible from a construction standpoint but represented a significant change from the direction of current transit planning in the County in its emphasis on rail rather than bus; that based on limited information, it did not appear possible to finance combined Sunset, Ltd./RTDP program with available resources and a  $\frac{1}{2}$ ¢ sales tax increase; and that the lack of detailed information at the time of the review (early May) prevented an adequate review of all major proposals being considered. This is especially the case for the Freeway Transit program being developed by Caltrans. Also, the analysis reaffirmed the finding made in the Transit Options report--an additional revenue source will be necessary just to maintain the current level of transit service over the next ten years. Tables IV-3 through IV-6 present the major characteristics of the two proposals and a comparison of capital and operating costs.

While the Transit Options and the Sunset, Ltd. review reports are the two tangible products of the Commissions' role in major transit improvements, the Commission staff has also increased its involvement in the ongoing transit planning process through active participation in committees established to coordinate th RTDP. In addition, as Attachment IV-3 indicates, the Commission and its Technical Advisory Committee has provided a forum for participation of a wide range of interested governments and agencies in discussions

and discisions relating to major transit improvements in Los Angeles County. We believe the consensus-building function that the Commission will continue to perform will prove necessary to the successful implementation of any future transit program.

CHARACTERISTICS OF SUNSET, LTD.<sup>1</sup>

<u>ROUTE</u>	<u>MILEAGE</u>	<u>NO. OF STATIONS</u>
CENTRAL	10.3	8
AIRPORT	11.6	13 (ASSUMES 6 AT LAX)
WILSHIRE	5.7	5
HOLLYWOOD	7.3	4
SAN FERNANDO VALLEY	10.4	7
SAN GABRIEL VALLEY	11.6	5
TOTAL	56.9	42

SYSTEM CAPITAL COST: \$3.8 BILLION (RAIL CAPITAL COSTS ONLY, NOT INCLUDING INTEREST ON BONDS)

SYSTEM OPERATING COST (1979-90): \$570 MILLION<sup>2</sup>

SYSTEM OPERATING DEFICIT (1979-90): \$342 MILLION (RAIL COSTS ONLY)

SYSTEM RIDERSHIP: NOT AVAILABLE

NUMBER OF RAIL CARS: 192

FARE ASSUMPTIONS: 40% OF OPERATING COSTS RECOVERED THROUGH FARES.

<sup>1</sup>SOURCE: SUNSET, LTD. REPORT

<sup>2</sup>BASED ON OPERATING COST OF \$1 MILLION PER ROUTE MILE AS STATED IN SUNSET, LTD. REPORT. FURTHER ANALYSIS INDICATES THIS ESTIMATE MAY BE HIGH.

CHARACTERISTICS OF THE RTDP<sup>1</sup>

<u>ROUTE</u>	<u>MILEAGE</u>	<u>NO. OF STATIONS</u>
HARBOR BUSWAY	8.0	91 IN TOTAL FREEWAY TRANSIT SYSTEM
HOLLYWOOD/VALLEY BUSWAY	19.6	
SANTA MONICA BUSWAY	6.6	
SANTA ANA BUSWAY	17.9	
SAN DIEGO BUSWAY	13.4	
REGIONAL CORE RAPID TRANSIT	18.4 (FAIRFAX ALIGNMENT)	17
DOWNTOWN PEOPLE MOVER	2.7	13
TOTAL	86.6	121

SYSTEM CAPITAL COST: \$5.6 BILLION

SYSTEM OPERATING COST (1979-90): \$6.6 BILLION

SYSTEM OPERATING DEFICIT (1990): \$3.9 BILLION

SYSTEM RIDERSHIP (1990 DAILY): 1,340,000

NUMBER OF VEHICLES: 3925 BUSES, 100 RAPID TRANSIT CARS, 56 DPM CARS

FARE ASSUMPTIONS: 40% OF OPERATING COSTS RECOVERED THROUGH FARES.

<sup>1</sup>SOURCE: REPORTS OF VARIOUS ELEMENTS, CALTRANS, SCAG

## TABLE

TABLE IV-5

CAPITAL COSTS COMPARISONRTDP AND SUNSET, LTD.

(\$ IN MILLIONS THROUGH 1990)

	<u>RTDP</u>		<u>RTDP/SUNSET, LTD.<sup>1</sup></u>		
	<u>CURRENT \$</u>	<u>1990 \$</u>	<u>1990 \$</u>	<u>CURRENT \$</u>	
TSM	551	796	796	551	TSM
BUS-ON-FREEWAY (65 NEW MILES)	1,566	2,891	1,717	932	BUS-ON-FREEWAY (29 NEW MILES)
WILSHIRE (17 MILES RAIL)	1,192	1,758	3,482	2,427	SUNSET, LTD. (57 MILES RAIL)
DPM	142	165	165	141	DPM
TOTAL	3,451	5,610	6,160	4,051	TOTAL

<sup>1</sup> DOES NOT INCLUDE INTEREST ON BONDS

TABLE

TABLE IV-6

OPERATING COSTS COMPARISON

RTDP AND SUNSET, LTD.

(\$ IN MILLIONS THROUGH 1990)

CONTINUED AND IMPROVED BUS OPERATIONS THROUGH 1990

\$ 5,714

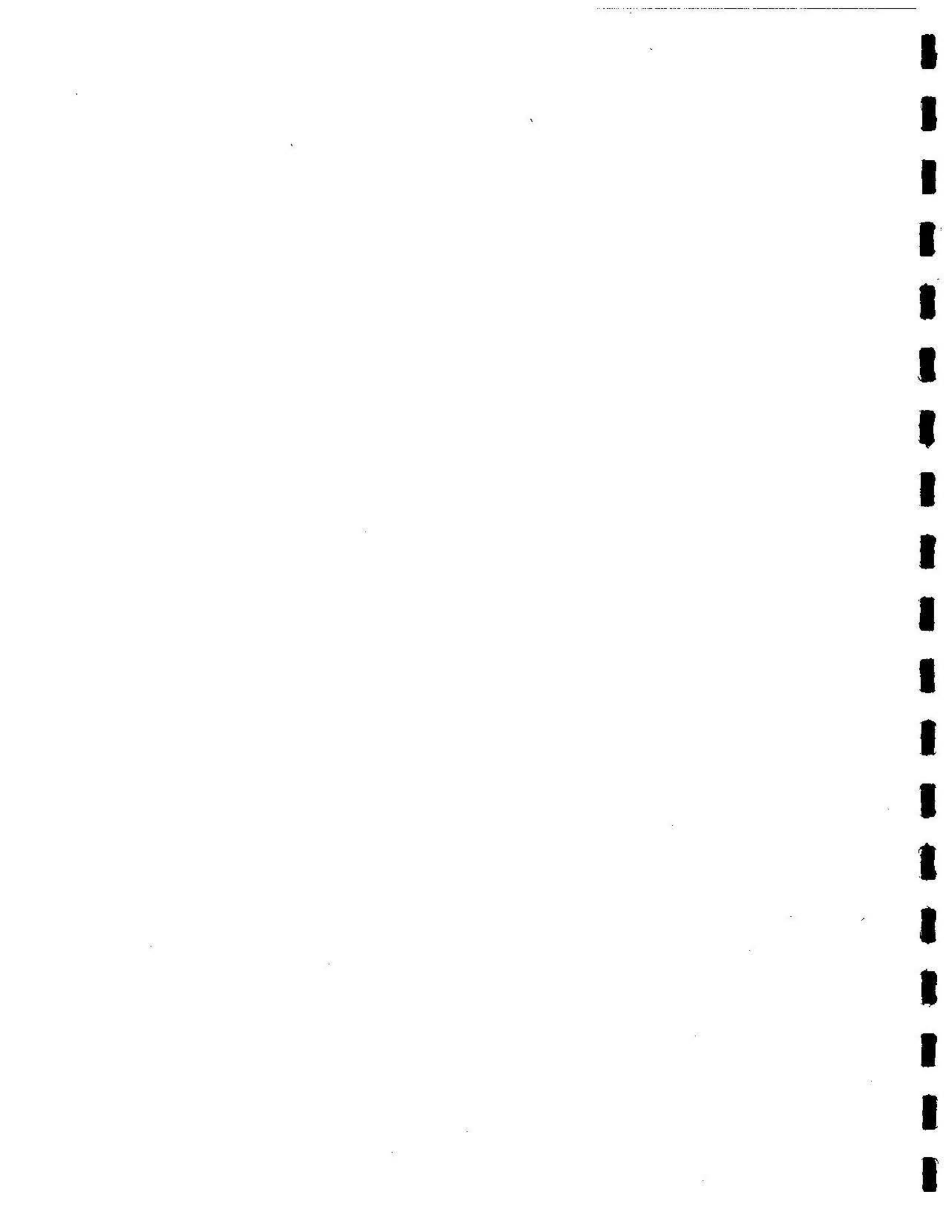
<u>RTDP</u>		<u>RTDP/SUNSET, LTD.</u>	
BUS-ON-FREEWAY (65 NEW MILES AND 900 ADDED BUSES)	\$680	415	BUS-ON-FREEWAY (29 NEW MILES AND 450 ADDED BUSES)
WILSHIRE (17 MILES RAIL)	184	570	SUNSET, LTD. (57 MILES RAIL)
DPM	58	58	DPM
	<hr/>	<hr/>	
	\$922	1043	

TOTAL OPERATING COSTS - RTDP

\$ 6,636

TOTAL OPERATING COSTS - RTDP/SUNSET, LTD.

\$ 6,757





## CHAPTER V

### MULTI-MODAL ACTIVITIES

#### INTRODUCTION

The Los Angeles County Transportation Commission has assumed important responsibilities in coordinating transportation planning in Los Angeles County Transportation and in examining ways of getting the most use from existing facilities. This chapter provides information on the following activities:

- 1) Overall Work Program
- 2) Transportation Systems Management
- 3) Bikeways
- 4) Ground Access to Airports: LAX and Palmdale

## CHAPTER V. 1.

### OVERALL WORK PROGRAM

Among the Commission's specific responsibilities under AB 1246 is the coordination of transportation planning in Los Angeles County. The Commission is implementing this mandate by managing the development of an Overall Work Program (OWP) for the allocation of federal planning funds. Before the Department of Transportation will make grants for planning, an OWP must be prepared. An additional purpose of the OWP is to provide the Commission with an effective management tool to monitor transportation planning by existing agencies throughout Los Angeles County.

The OWP is a key product of Commission and is developed with the cooperation of the Southern California Association of Governments (SCAG) and the federal and state funding agencies.

The Commission adopted the following policy criteria, in priority order, to guide the allocation of \$1,383,750 in available federal planning funds for Los Angeles County during FY 1978/79:

- a) Information needed to retain eligibility for state and federal funds, including TIP, elderly and handicapped planning and air quality planning.
- b) Transportation Systems Management (TSM)-related planning, including analyses of efficiency of transit operations and management.
- c) Analyses supportive of but not essential to the above.

Following is a brief summary of the Overall Work Program for Los Angeles County; a more detailed explanation can be found in Attachment V-1.

Municipal Transit Operators and SCRTD

To refine and update the existing short-range transit plans and improvement programs for the 15 municipal operators: analyses required but not limited to these activities needed to maintain eligibility for transit funding assistance, i.e., Title 6, Section 15, elderly and handicapped planning, etc.

Total Allocated for Municipal Operators     \$225,000

Total Allocated for SCRTD                     \$550,000

City of Los Angeles and County of Los Angeles

Transportation System Management analyses required by Federal and State law: analyses to include development of a county transportation control plan required by the 1977 Federal Clean Air Act. Also provide support analysis to the transit operators in their planning and programming activities.

Total Allocated to the City                     \$308,750

Total Allocated to the County                 \$300,000

## CHAPTER V. 2.

### TRANSPORTATION SYSTEMS MANAGEMENT

Since March 30, 1976 joint FHWA/UMTA regulations require the development of a TSM element and the programming for its implementation by inclusion in the Transportation Improvement Program (TIP) as a condition for program approvals. Subsequently, AB 1246 provisions specify in part that "... the Commission shall give priority to low-cost highway and transit improvements..."

In conformance with federal regulations, the Commission regards TSM as short-range program directed toward improving existing transportation facilities through the implementation of low-cost measures. TSM principles emphasize the movement of people and goods through increase efforts to the efficiency of existing facilities, rather than necessarily through expansion or construction of new facilities.

Stated most simply, TSM is an approach to getting the most benefit from our existing transportation facilities and services.

Since the effects of TSM actions are generally local in nature, cities are the most logical places for initiation of TSM actions and measures. However, in recognition of unique characteristics of land-use development in Los Angeles County and corresponding inter-city travel patterns, certain actions are more appropriately developed in a coordinated manner with adjoining cities (for example, computer-coordinated traffic signalization).

To facilitate analysis, the SCAG definitions for TSM type projects were followed. Basically TSM actions were grouped into two broad categories: transit and highways.

#### TRANSIT TSM

The level of effort by transit operators in Los Angeles County to improve transit services and to increase internal transit management efficiency has been quite high. A consultant retained by the Commission to study the public transit situation and the eight included operators receiving SB 325 funds has found Los Angeles County operations to be generally comparable to other properties of similar size. However, the study also identified areas where the potential for improvements in service coordination existed and efficiencies through consolidation of certain administrative functions such as purchasing and grants applications.

The Commission, as part of its Overall Work Program, substantially increased the amount of UMTA Section 9 planning funds allocated to the municipal operators over previous years' levels. Through the OWP allocations, direction is provided for transit planning activities. As the OWP priority criteria indicate, the funds will facilitate the planning and implementation of further operational improvements.

In addition to the actions by the Commission, the operators themselves have initiated projects to improve services and institute efficiencies. The SCRTD Board of Directors retained a consultant to make an internal management audit and to make recommendations directed toward streamlining and improving the responsiveness of the District to the diversity of rider needs in the County. The Long Beach Public Transportation Company, in a joint effort with Caltrans, is carrying out tests on various lift mechanisms to better accommodate the elderly and the handicapped and others with ambulatory difficulties. Progress has been made toward cooperative transfer arrangements and better schedule coordination at interface points.

Through the Regional Transit Development Program (RTDP) a greater amount of interaction with the City of Los Angeles Traffic Department and Caltrans has come about. The transit systems management element has facilitated greater dialogue between the transit and highway modes. Products include implementation of transit related safety improvements and potential candidate streets for preferential treatment. However, there are funding problems which need to be resolved.

The Commission's Technical Advisory Committee (TAC) provides a forum for the municipal operators and SCRTD to bring up intermodal projects with all agencies in the County.

## HIGHWAYS TSM

The level of effort by agencies at all levels of government in the county to make more efficient use of existing highway facilities is significant. Programmed in the Commission TIP is \$165 million in TSM actions for FY 78/79. This total does not include TSM projects supported by funds which are not channeled through the Commission (e.g. state highway user taxes returned to local jurisdictions city general funds, etc.). Consequently many local actions to improve efficiency of the existing system are not included in this figure.

Within each of the three major agencies (Caltrans, Los Angeles County and the City of Los Angeles) an extensive planning process is followed in the development of program priorities for inclusion of projects in the TIP. The process includes provision for contacts with affected local entities and public input. The activities of these agencies are to some extent multimodal. Caltrans and the City are participants in the Regional Transit Development Program. Since the Board of Supervisors began subsidizing public transit in 1974, the County Road Department has extensively monitored transit operations. This broader perspective and the limited availability of funds has probably been instrumental in motivating these principally highway-oriented agencies to participate in programs ranging from ridesharing to

rural transit needs and services for the elderly and handicapped.

As the above description illustrate, a great deal of commitment to execute the concept of TSM is demonstrated by agencies throughout the county. However, as the variety of activities indicate, there has been no single coordinating agent to orchestrate a systematic TSM effort at city, county, and regional levels.

#### CONCLUSION

The Commission needs to integrate TSM activities so that the best possible range of beneficial, but low cost, projects can be developed. The Commission will rely to the maximum extent possible on existing state, regional, and local transportation planning and programming efforts. This needs to be done not only to satisfy federal regulations but to address the legitimate call of taxpayers and public officials to get the most from what we already have.



## CHAPTER V. 3.

### TDA ARTICLE 3 BICYCLE AND PEDESTRIAN FUNDS

Article 3 of the Transportation Development ACT (TDA) provides that up to 2% of the TDA apportionments for Los Angeles County (after deducting administrative, SCAG and Commission allocations) can be allocated by the Commission for priority projects within the county. The Commission delegated this responsibility for FY 1977-78 to the FAU Policy Committee, which proposed allocating the bicycle funds on a population basis to the cities and county of Los Angeles. This proposal was adopted by the Commission on June 8, 1977.

Staff review of existing statutes and administrative code concluded that a population-based distribution of these funds may be contrary to the intent of the legislation because:

- . Sections 99234 (b) and 99234 (c) of TDA state that bike money is to be allocated for the construction of such facilities pursuant to a priority list developed by the Commission; and, furthermore, that the money may be allocated without respect to the section of the law which says that TDA funds are to be apportioned on a population basis.
- . SCAG guidelines for filing TDA claims state that "claims will be approved by SCAG for pedestrian and bicycle facilities in each county according to a project priority list prepared by the designated

subregional agency." (emphasis added.) In Los Angeles County, this agency is the County Transportation Commission.

- . Section 99285(b) of AB 1246 states in part that "each (county transportation) commission shall adopt criteria by which proposals shall be analyzed and evaluated, and shall approve only those proposed which will provide for a coordinated public transportation system..."

In addition, there is some feeling that a population-based distribution of these funds is ineffective because the amounts of money which many cities receive are so small that they are virtually useless for achieving any useful projects. For example, 28 cities received less than \$5000 for fiscal year 1977-78, and 53 cities received less than \$10,000. The total allocated was about \$1.5 million. Actual allocations for cities in Los Angeles County are shown in Attachment V-2.

The Finance Review Committee reviewed the staff analysis and directed TAC to form a special ad hoc subcommittee to study this issue. This subcommittee will begin its work shortly.

## CHAPTER V. 4.

### GROUNDS ACCESS TO AIRPORTS: LAX AND PALMDALE

While purposely not participating in general airport planning, the Commission has, in keeping with its legislative mandate, reviewed the ground access aspects of proposed airport improvement projects. Specifically, these have included the proposed ground access improvements to the Los Angeles International Airport (LAX) and the construction of a proposed new airport in Palmdale. At LAX, where a second level roadway around the terminal area is recommended, the Commission has requested consideration of the feasibility of incorporating exclusive transit lane(s) into the design of the roadway and the extension of exclusive transit lane(s) to the peripheral parking lots and the exclusive transitway proposed for the Century Freeway. Concerning Palmdale, the Commission staff has requested clarification on the impact of the proposed airport on the existing highways and the extent to which additional ground access capacity will be needed if usage of the airport increases over time.

Attachment V-3 is the Commission's position on ground access improvements proposed for LAX.



## CHAPTER VI.

### DEVELOPMENT OF INSTITUTIONAL RELATIONSHIPS

In creating the Los Angeles County Transportation Commission, the Legislature introduced a new "actor" into the complex governmental structure in the Los Angeles area. Acronyms abound: LACTC, SCRTD, SCAG, Caltrans, CRA, TAC, and on and on. In this complex situation, some basic observations would seem appropriate:

- Los Angeles County's population of 7 million exceeds that of 42 states;
- The number of agencies involved in transportation affairs, while numerous, does not appear to be out of line with the size and scale of issues before us; and
- Prior to establishment of the Commission, there was no County-level mediator of competing highway and transit priorities; and, as noted earlier, transit operating disputes.

Finally, it is useful to note the Legislature's statement included in AB 1246:

"...that there is an absence of an adequate forum in which local officials may exercise leadership in multi-modal transportation planning and programming."

Following are brief comments on emerging Commission relations with selected governmental agencies.

## CHAPTER VI, 1.

### SCAG AND THE OTHER COUNTY TRANSPORTATION COMMISSIONS

A July 1977 report by the State Legislative Analyst suggests that AB 1246 does not precisely delineate the responsibilities of the Commission in comparison to those of the Southern California Association of Governments (SCAG), which is the designated multi-county transportation planning agency. The report expresses concern that "the broad powers provided to the Commission by the Legislation (AB 1246) might be used to counteract SCAG's responsibilities".

In the year since the report was issued, we believe that concerns expressed by the Analyst have been allayed to a large degree.

Our relationships with SCAG are developing in a timely and reasonable manner. The Commission has completed a full TIP cycle of programming and allocating highway and transit resources which is now in the process of review and adoption by SCAG. Staffs of SCAG and the Commission worked closely in reviewing transit operators' Short Range Transit Plans (SRTTP) which provide the analytic basis for fund allocation decisions. In the highway area, on-going discussions are being conducted to clarify the respective roles and responsibilities of SCAG and the Commission in implementation of the Alquist-Ingalls Act (AB 402).

The Commission is also taking an active role in the development and review of SCAG's Regional Transportation Plan (RTP). Through staff work and formal testimony, the Commission is participating in discussions which will evaluate and clarify both the purpose and content of the RTP. For the first time, long range planners and short range "programmers" are both independent and interacting. Through on-going cooperation with SCAG, the Commission insures that the gap between planners and implementors will be bridged.

In the area of air quality management planning, the Executive Director of the Commission sits on the Los Angeles County Coordinating Committee and thereby reviews the locally developed air quality plan. Involvement has been limited, but will increase in the coming year as the local process moves beyond an identification of policies and measures into the selection of specific programs.

Commission staff also monitor the air quality planning effort underway at SCAG. Steps are being taken to reach a formal agreement identifying implementation responsibilities (and related preparatory steps) of the two agencies.

The Commission and SCAG have joined with Caltrans in sponsoring the "Come Together" Rideshare Program which will explore various options for making better use of an existing transportation system by increasing vehicle occupancy.

Discussions at both staff and policy levels should serve to clarify any remaining ambiguities as to the roles of SCAG and the Los Angeles County Transportation Commission. It is anticipated that a memorandum of understanding between the two agencies will be approved by the end of the year.

The Los Angeles County Transportation Commission is also developing good working relationships with the other transportation commissions in Orange, Riverside and San Bernardino Counties which were established under AB 1246. A policy review of issues affecting the four commissions and SCAG was held in April; another will occur before the end of the year. Monthly meetings of the four Commission Executive Directors and SCAG staff take place and are a very useful means of sharing policy and technical issues. Our Commission has adopted common policy positions with SCAG and the other commissions on several matters, and has offered joint testimony on several occasions.



## CHAPTER VI. 2.

### TRANSIT OPERATORS

An additional concern expressed by Legislative Analyst involves the role of the Commission in determining allocations of federal and state transit funds and its role in analyzing the budgets of each transit operator. The analyst's concern was that Commission allocation decisions correspond to needs of individual operators, and that to do this, the Commission should examine the entire budget of each operator. However, according to the report, AB 1246 "does not address Commission responsibilities in the area of budget analysis, other than those required for the transit improvement plan".

These concerns have been met through the Commission's Transportation Improvement Program (TIP) approval process, as illustrated in Attachment . Careful analysis is made of each operator's budget and programs as presented in its Short Range Transit Plan (S RTP). This review process, involving Commission committees, subcommittees, and staff, resulted in a FY 1978-79 TIP which meets operator requirements to the degree possible within current fiscal realities.

The Commission's Arbitration Committee, discussed earlier in this report, also provides an open forum for debate and resolution of disputes between transit operators.

Having adopted a \$229.1 million capital element of the TIP which includes, among other things, the replacement

of 1,158 overage buses in the county-wide fleet, the addition of 17 buses, the replacement of three maintenance facilities, and the construction of a transit mall in Long Beach, the Commission plans to press hard for the federal government to make the TIP the kind of decision document that the Commission has made of it.

Through this process, the Commission has moved from being merely a financial overseer of transit operators in Los Angeles County to being a partner and advocate in seeking to address severe deficiencies in our current transportation system and in financing improvements necessary to meet future transportation needs. Attachment VI-2 is one example of the reaction of transit operators to this policy posture.

## CHAPTER VI. 3.

### CALTRANS

Our relationship with Caltrans has also been evolving. The Director of Caltrans District 7 has been appointed by the Governor to sit as a twelfth, non-voting member of the Commission. In addition, Caltrans is represented on the Technical Advisory Committee and chairs its Highways and Freeways Subcommittee. Staffs of the two agencies have worked closely during the TIP process and on various technical issues that have arisen. Caltrans and the Commission have cooperated closely in the attempt to expedite implementation of the Artesia-Harbor (91/11) Interchange, and have joined with SCAG in sponsoring the "Come Together" Rideshare Program. In addition, the Commission has supported Caltrans' attempt to get the Harbor Freeway redesignated as part of the Interstate system.

However, serious policy differences remain, particularly in areas of the highway planning and programming process. We have discussed these issues, which relate to implementation of the Alquist-Ingalls Act (AB 402), in Chapter III of this report.

On a related issue, the Commission has repeatedly expressed its concern about the fact that by the end of the present four year period, state highway expenditures in the District will fall short of the legally required minimum by approximately \$66 million.

The Commission has been and is negotiating with Caltrans to remedy this situation and to insure that changes in the project development process take place now to prevent reoccurrences of the shortfall in the future.

Our Commission, Caltrans, and the new California Transportation Commission, created under AB 402, all have legitimate roles to play in setting transportation priorities. AB 402 incorporates a principle which our Commission worked hard to insure: that local priorities would be honored in the Transportation Improvement Program process, except under extraordinary circumstances.

In our dealings with the new California Transportation Commission, we have urged that Caltrans be required to identify projects for which preliminary engineering and environmental work are scheduled. Currently, Caltrans does not divulge what projects and level of work effort its staff is concentrating on. In light of the AB 1246 charge to the Los Angeles County Transportation Commission to specify projects for priority work in our County, we believe that it is imperative for the California Transportation Commission to require Caltrans to make known to all interested parties--the Legislature, local officials and citizens--just what projects staff of Caltrans is developing.

## CHAPTER VI. 4.

### FEDERAL GOVERNMENT

Formal relationships between UMTA and the Commission have been limited to date. The Commission has not itself been an applicant for Section 3, 5 or 9 funds and has participated to a limited degree in SCAG's and the transit operators' dealings with UMTA on grant matters.

A number of factors may increase future UMTA/Commission interaction. First, the Commission may be able to save time and money for the smaller operators in the County in the area of Federal grants administration. Along these lines, requesting designation of the Commission as Section 5 recipient for Los Angeles County is being considered. Second, the Commission is going to press for an UMTA commitment to funding the transit portion of the County TIP. Also, given the key role the Commission has in decisions on major transit capital improvements, it will likely be involved in supporting project implementation by other agencies applying for funds to UMTA.

Except for the negotiations concerning environmental assessment being coordinated by the Commission's Special Route 91/11 Task Force, the Commission has had only limited involvement with FHWA. We intend to try to expand our dealings with FHWA, particularly in seeking ways to speed up the Federal Aid Urban Program and the I-105 project.



## CHAPTER VII.

### LEGISLATION

Under its legislative mandate, the Commission is responsible for coordinating transportation planning and development and for maximizing federal funding of projects in Los Angeles County. Consistent with this mandate, the Commission has been involved both at the state and federal level in the development and review of legislation affecting transportation in Los Angeles County.

A principle concern of state and federal officials in the past has been the difficulty of receiving a common position from local officials in Los Angeles on the key legislative matters. Through the Intergovernmental Relations Committee, the Commission has taken a leadership role locally in the development of consensus positions on key legislation.

## CHAPTER VII.1

### STATE

The Commission has reviewed nearly 100 various bills under consideration in Sacramento. We were strong supporters of AB 402 and are now working closely with the California Transportation Commission in its implementation. We have sought to establish good working relationships with committees and staffs of the Legislature.

The Commission is also following closely AB 3328, which passed the assembly by a 48-21 vote on May 8 and is scheduled for hearing by the Senate Public Utilities, Transit and Energy Committee on August 15. This bill would grant the Commission greater flexibility in the use of revenue from a 1/2¢ sales tax increase, which currently must be used for public transit purposes only. AB 3328 would both retain our authority to allocate these funds for public transit purposes and also provide the Commission with the option of using a portion of increased sales tax revenues for street and highway improvements in Los Angeles County.

This added flexibility would assist the Commission in examining funding options involved in developing a balanced transportation improvement program for the county.

Attachment VII-1 is a recent letter to Senator Alfred E. Alquist, Chairman of the Senate Public Utilities, Transit and Energy Committee on this subject. The Commission presently has the authority to also bring a ballot measure before the



Los Angeles County voters requesting a 1¢ increase in the gas tax. Revenue from this tax increase is required to be expended only for transit guideway and bus lanes and purchase of transit vehicles. This authority applies to all counties that passed Proposition 5 in 1974, and was granted by SB 213 (1977).

Recommendations for changes in existing legislation affecting transit in Los Angeles County are spelled out in Chapter IV.

## CHAPTER VII.2

### FEDERAL

Attachment VII-2 is a recent letter developed by the Commission to members of Congress and jointly signed and endorsed by the principal elected officials and agencies in the Southern California region. The letter addressed the common positions on key public transportation, highway and planning issues involved in the federal transportation legislation currently under review.

The staff of the Commission works with other agencies throughout the area to develop consistent positions on legislative matters. Detailed analyses of highway and public transit bills now before the Congress have been coordinated by the Commission. Participating in these analyses have been staff of SCRTD, Long Beach, Los Angeles County, the City of Los Angeles and other local agencies.

The Commission's staff is working with staff in Washington to insure that this important federal legislation is of maximum benefit to Los Angeles County.

## CHAPTER VIII.

### PUBLIC PARTICIPATION

#### Introduction

The Commission has endeavored to provide for public involvement in its activities. As AB 1246 provisions declare:

The transportation decision-making process should be responsive to public voters, and provide for the continuing involvement of the public in the preparation, revision, and discussion of transportation plans and services.

This chapter summarizes some of the efforts of the Commission in this area.

## CHAPTER VIII. I.

### CITIZENS' ADVISORY COMMITTEE

The Citizens' Advisory Committee is comprised of 55 members appointed by the eleven Commissioners. The past year has been an organizing time for the Committee; its members have now adopted bylaws, developed a committee structure and selected officers. Both the full committee and its four subcommittees meet once a month. The subcommittees and officers are:

Executive Committee -	
Chairperson	Shirley Irwin
Vice Chairperson	Ruth Aldaco
Secretary	Jim Cragin

Rail Rapid Transit Subcommittee Chairperson -  
A. C. Wieggers

Bus and Paratransit Subcommittee Chairperson -  
Bill Brodek

Streets and Highways Subcommittee Chairperson -  
Richard Mills

Education Subcommittee Chairperson -  
William Cox

The complete roster of the Citizens' Advisory Committee is given in Attachment VIII-1.

## CHAPTER VIII. 2.

### CITIZEN SURVEYS

Efforts have been made to solicit input from the public at large. To aid the Commission in meeting its responsibilities, the firm of Opinion Research was retained to conduct an opinion poll of registered voters in the County to ascertain their preceptions of the current transportation system, the need for improvements to that system, and their willingness to fund such improvements through possible increases in either the sales taxes or the gasoline tax. The field survey work has been completed and the results of the survey will be available in July 1978.

The Opinion Research analysis will be complimented by the survey distributed through the Come Together Program, from which approximately 700-1000 responses are anticipated.

Together, these surveys provide an in-depth investigation of the public's attitude toward transportation issues and its willingness to pay for improvements. The results will help the Commission as it decides which transportation options are both feasible and attractive.

## CHAPTER VIII. 3.

### AD-HOC TASK FORCE ON HIGHWAY FUNDS

The Commission has authorized the establishment of a special Ad-Hoc Task Force to examine issues relating to the collection and expenditure of highway user funds in Los Angeles County. This Task Force will consist of five representatives from business, labor, and industry; and six members from the Commission's Citizens' Advisory Committee. The full make-up of the Task Force is shown in Attachment VIII-2. It is expected that it will complete its responsibilities by October 1, 1978.

## CHAPTER VIII. 4.

### "COME TOGETHER" RIDESHARE PROGRAM

The "Come Together" Rideshare Program, an activity led by Caltrans and SCAG and supported by the County Transportation Commissions, is aimed at making better use of our existing transportation network and facilities by increasing vehicle occupancy. The program uses meetings with community groups and major employers to accomplish two goals:

- (1) Increase public awareness of the costs of single-occupant auto transportation and its alternatives; and
- (2) Ascertain, through feedback questionnaires, which transportation alternatives are most promising.

Fact sheets on congestion, pollution, energy and transportation costs to be used at these meetings are included as Attachment VIII-3. The community meetings are taking place throughout the SCAG region, and will be completed in six Los Angeles communities by early fall. The results from these questionnaires, together with the responses from 500 major employers, will provide input on Rideshare policy options and possible projects for Commission funding review.

The Commission role has been twofold. First, the Commission has contracted for a consultant to design the community participation program and analyze the responses from citizens and employers. Second, staff is monitoring the project to insure that recommendations for implementation reflect the public's ideas and concerns.



## CHAPTER VIII. 5.

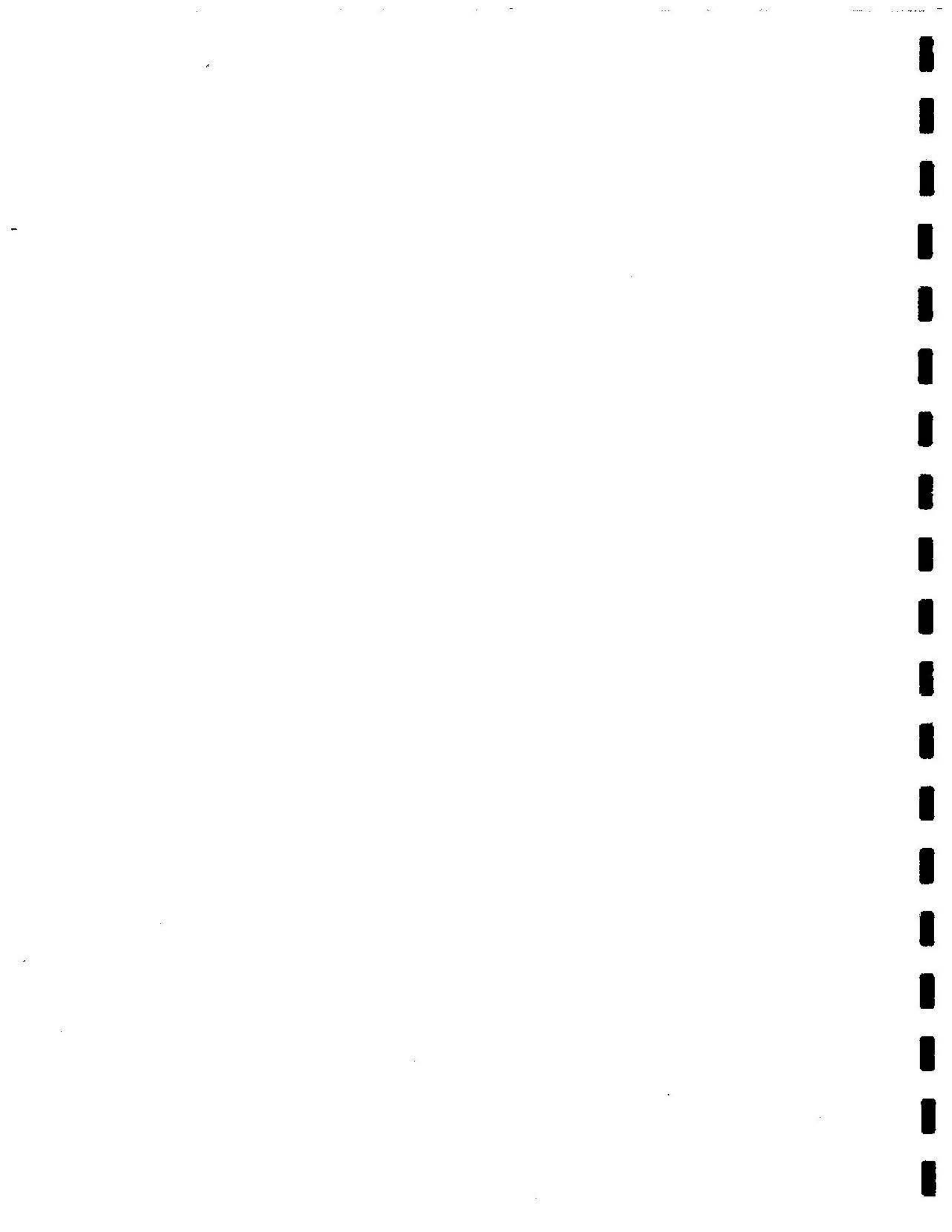
### SHORT RANGE TRANSIT PLAN APPROVAL

Public hearings are held by communities on Short Range Transit Plans and on all projects proposed for Federal funding. Transit operators are required to obtain local policy board approval prior to the submission of Short Range Transit Plans, which allows for local level public participation in the adoption of these plans.



PART THREE:

COMMISSION ADMINISTRATION



## CHAPTER IX. 1.

### COMMISSION ADMINISTRATION: INITIAL ACTIVITIES

The Commission held its first meeting on January 5, 1977. Los Angeles City Councilman (and subsequently City Council President) John Ferraro was elected Chairman and Los Angeles County Supervisor Kenneth Hahn was elected Vice-Chairman. Three interim committees - Personnel, Financial and Administration, and Organization - were set up to assist the Commission in its initial efforts to organize.

At its February 9 meeting, Robert T. Anderson was appointed as interim Director and the firm of Arthur D. Little was selected to recruit and recommend candidates for the position of Executive Director. Mr. Anderson, the former County Administrator for Riverside County, did a superb job of staffing Commission activities during its initial months.

During the first six months of its operation, the Commission obtained the assistance of the County Counsel and Auditor's offices in providing ongoing services. An Administrative Code, defining Commission organization and responsibilities, was adopted on April 27, 1977, and a preliminary FY 77-78 budget was approved on June 22, 1977.

## CHAPTER IX. 2.

### STAFFING

In July 1977, Jerome C. Premo, formerly Associate Administrator of the federal Urban Mass Transportation Authority, began work with the Commission as its permanent Executive Director. Mr. Premo was authorized to hire staff, based upon staffing guidelines approved in the FY 77-78 budget. Transition to full staffing was accomplished over a ten-month period, with the majority of staff coming on board in March-April 1978. More than 300 applications for staff positions were considered. Prior to hiring, careful consideration was given not only to the qualifications of the individual, but also to how the mixes of individuals could and would work together as a staff.

Current staff members come from a wide variety of professional, academic and personal backgrounds. These backgrounds include:

- University/City Management
- Transit Operator
- Regional Planning Agency
- University/Transit Operator
- State Legislature Staff
- Local Governments
  - Planning and Operations
  - Finance and Administration
  - Air Quality Planning
- Federal Government
- Private Industry

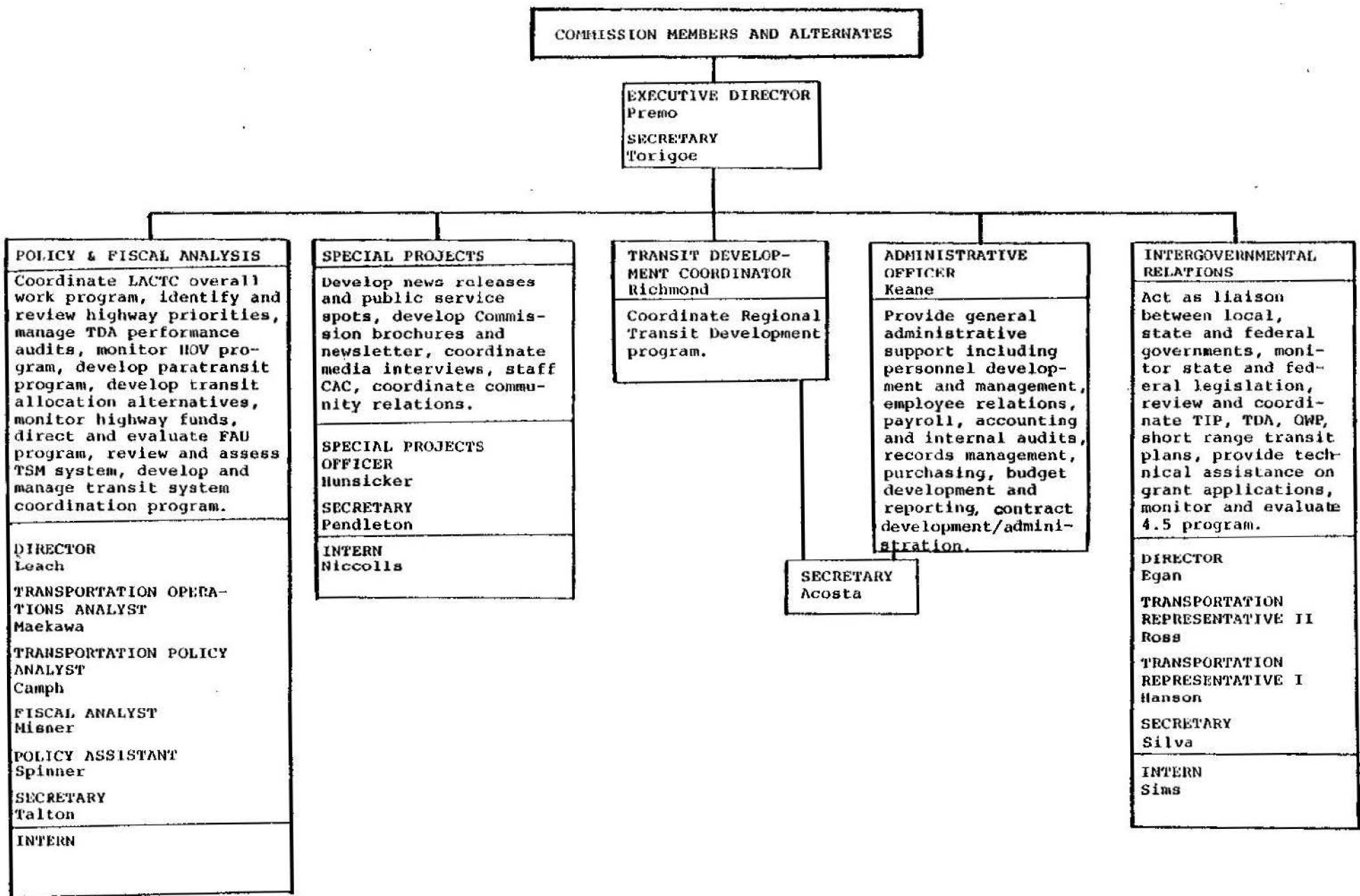
The recently approved BY 78-79 budget authorizes a Commission staff of 17 full-time employees - 12 professional and 5 clerical. Figure IX-1 on the next page outlines staff organization and responsibilities. Attachment IX-1 identifies individual positions and their current salaries.

It is the intention of the Commission to keep the number of its permanent staff members as small as possible. In order to accomplish this, and at the same time still meet its responsibilities, the Commission has found it advantageous to engage consultants for short periods of time to accomplish specific objectives. Attachment IX-2 provides a brief description of all consultant contracts from the inception of the Commission to the present.

Figure IX-1

LOS ANGELES COUNTY TRANSPORTATION COMMISSION

FY 77-78 ORGANIZATIONAL CHART





CHAPTER IX. 3.

FINANCING AND BUDGET

AB 1246 allocated up to 1% of total AB 325 funds available to Los Angeles County to support activities of the Commission. Following is a table summarizing the fiscal status of the Commission:

REVENUE/EXPENSE SUMMARY

	<u>FY 76-77</u>	<u>Estimated FY 77-78</u>	<u>Proposed FY 78-79</u>
TDA Allocation	\$ 334,458	\$ 884,402*	\$ 920,000
Carryover from Prior Fiscal Year	<u>-0-</u>	<u>264,000</u>	<u>465,000</u>
Total Available	\$ 334,458	\$1,178,375	\$1,385,000
Less Expenses	70,458	713,000	945,445
Unallocated Funds	264,000	465,000	439,555

\*Includes interest earned on actual allocation.

The preliminary FY 78-79 budget, Figure IX-2 on the next page, was approved by the Commission at its June 14, 1978 meeting. In its approval, the Commission deferred action on a proposed 5.5% cost-of-living increase for staff salaries pending further analysis.

## FY 78-79 OPERATING BUDGET

<u>PERSONAL SERVICES</u>	<u>ESTIMATED FY 77-78 EXPENSES</u>	<u>PROPOSED FY 78-79 EXPENSES</u>
Salaries and wages		
01 Permanent	\$203,396	\$369,041*
02 Temp/Part Time	21,146	26,500
03 Commission Attendance	8,800	8,400
Total	\$233,342	\$401,095
04 Fringe Benefits		
Retirement	\$ 20,340	\$ 40,500
Health/Dental Insurance	4,698	12,800
Life Insurance	101	950
Workers Comp. Insurance	4,420	10,900
Bus Pass Reimbursement	595	7,200
Total	\$ 30,154	\$ 72,350
<u>TOTAL PERSONAL SERVICES</u>	\$263,496	\$476,291
<u>NON-PERSONAL EXPENSE</u>		
06 Office Space	\$ 14,432	\$ 24,000
08 Furniture/Equipment Rental	17,607	6,000
09 Office Supplies	4,990	7,500
10 Duplicating/Printing	19,165	46,000
12 Travel	16,236	25,000
13 Vehicle Expense	4,503	10,000
15 Professional Memberships	840	1,500
17 Postage/Delivery Expense	7,486	15,000
18 Telephone/Telephone	9,273	10,000
19 Books/Publications	1,563	2,000
20 Training	400	5,000
30 Miscellaneous	6,452	15,000
<u>TOTAL NON-PERSONAL EXPENSE</u>	\$102,947	\$167,000
<u>CONTRACTUAL EXPENSE</u>	\$230,353	\$250,000
<u>CAPITAL OUTLAY</u>		
40 Office Equipment	\$ 28,047	\$ 10,000
<u>UNALLOCATED RESERVE/CONTINGENCY</u>	\$ 88,157	\$ 45,000
<u>GRAND TOTAL</u>	\$713,000	\$948,291
<u>UNALLOCATED FUNDS</u>	\$465,000	\$436,709

\* Approval of a 5.5% staff cost-of living increase included in this amount has been deferred pending further analysis.

## CHAPTER IX. 4.

### CURRENT ORGANIZATION

At its January 11, 1978 meeting, Supervisor Hahn assumed chairmanship of the Commission and Long Beach City Councilwoman Renee Simon was elected Vice-Chairwoman. Ms. Simon has since left the Commission and Gardena Mayor Edmond Russ has been elected as the new Vice-Chairman.

The Commission is organized into five standing committees, a Technical Advisory Committee and a Citizens' Advisory Committee. These committees and their current chairman are as follows:

Administrative Committee - Norwalk City Councilman  
John Zimmerman

Finance Review Committee - Los Angeles City Council  
President John Ferraro

Intergovernmental Relations Committee - Los Angeles  
Mayor Tom Bradley

Mass Transit Committee - Los Angeles County Super-  
visor Baxter Ward

Arbitration Committee - Mr. Wendell Cox

Technical Advisory Committee - Jerome C. Premo

Citizens' Advisory Committee - Ms. Shirley Irwin

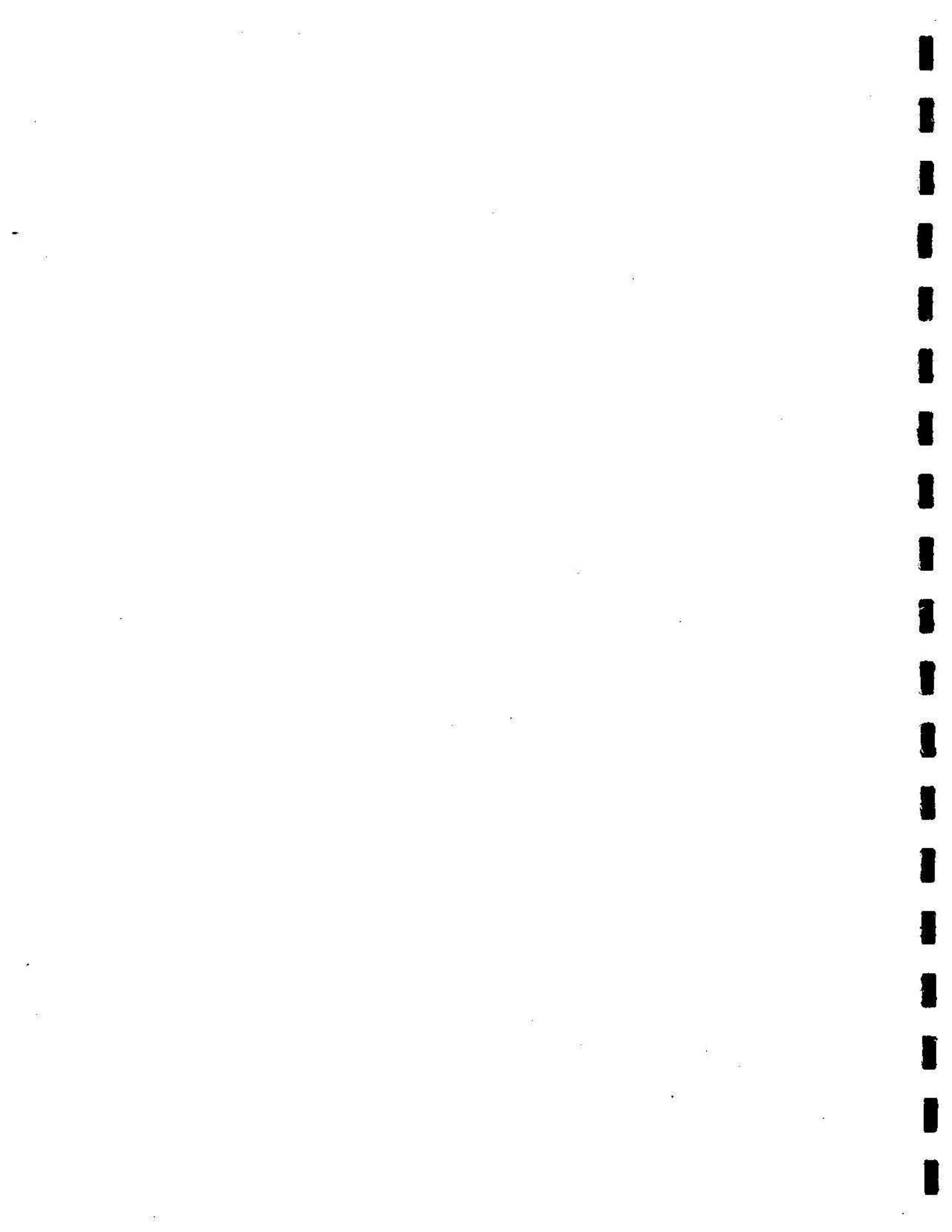
Attachment IX-3 outlines the duties of these committees and their current membership.

Services of the County Counsel's office are contracted for on an annual basis. The Commission has ended its association with the County Auditor's office. Payroll services, provided in the latter part of FY 77-78 by Security Pacific National Bank, will be provided in the

new fiscal year by Union Bank. All other payment and accounting matters are handled internally by Commission staff.

ATTACHMENTS

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**LACTC**

LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-037

July 11, 1978

**COMMISSIONERS:**

**KENNETH HAHN**  
CHAIRMAN  
Los Angeles County  
Supervisor

**RENEE SIMON**  
VICE CHAIRWOMAN  
Councilwoman,  
City of Long Beach

Los Angeles County  
Board of Supervisors:

**PETER F. SCHABARUM**  
Chairman of the Board  
**EDMUND D. EDELMAN**

**JAMES A. HAYES**  
**AXTER WARD**

**TOM BRADLEY**  
Mayor,  
City of Los Angeles

**JOHN FERRARO**  
President,  
Los Angeles City Council

**EDMUND J. RUSS**  
Mayor,  
City of Gardena

**JOHN ZIMMERMAN**  
Mayor,  
City of Norwalk

**BENDELL COX**  
Citizen Representative,  
City of Los Angeles

**ROME C. PREMO**  
EXECUTIVE DIRECTOR

Honorable Brock Adams  
Secretary  
Department of Transportation  
Washington, D.C. 20590

Dear Secretary Adams:

We want to thank you for visiting Los Angeles during National Transportation Week and hope your brief stay here was productive.

As you know, the Commission is comprised of local elected officials and is responsible for setting transportation priorities for Los Angeles County. It was created by the State Legislature in the hope that it could make something happen in transportation in this county of over seven million people.

Los Angeles has been shortchanged in the 12 years since the Federal government began helping local governments improve their transit systems. I just mentioned that seven million people live in Los Angeles County; that makes this county larger than 42 states in this nation. We are the second largest urban area in the nation. We account for 16.3% of the combined population of the ten largest urban areas in the country, yet we've received only 2.8% of the capital grant money distributed by UMTA to those areas through fiscal year 1977.

Let's look at some comparisons:

<u>Urbanized Area</u>	<u>Total Capital Grants</u>	<u>Per Capita</u>
New York	\$1,907 million	\$118
Washington	888 "	358
Atlanta	852 "	727
Boston	789 "	298
Chicago	721 "	107
San Francisco	561 "	188
Philadelphia	451 "	112
Los Angeles (through June 30, 1978)	199 "	24

July 11, 1978

Mr. Secretary, you've challenged us to come up with some ways of improving our transportation system. We've done just that by agreeing on a Transportation Action Program which can be financed at the local level with existing funds. Now we're asking for your help.

Our Transportation Action Program has three parts:

1. Transportation Improvement Program (TIP)  
Implementation:

The Commission recently adopted the Los Angeles County portion of the region's TIP which will be forwarded to DOT this summer. Attachment 1 is a summary of our TIP. We took our statutory responsibility for TIP approval seriously and made it a decision document which set county transportation priorities. The first year of the transit program primarily consists of replacement of overage buses and facilities--Los Angeles has the oldest bus fleet of any major city in the country. It requests a total of \$185 million in Section 3 funds, not including the Regional Transit Development Program which is being reviewed locally. We ask that DOT indicate its concurrence that the Los Angeles County Section 3 projects included in the first year of the TIP are justified and its willingness to provide Section 3 funds to implement them, subject only to satisfaction of routine application requirements.

We are asking your support for the replacement of nearly 1200 old buses and for needed new maintenance facilities. UMTA has always given these kinds of projects highest funding priority. Other areas have traditionally received full funding for bus improvements; all we are asking here is a commitment to replacement of outmoded and uneconomical buses and facilities.

We feel this "TIP commitment" is in the spirit of the federal regulations establishing the process. While the amount requested is substantial, the projects are needed and, as I cited earlier, this area lags far behind others in capital grant funding.

2. Harbor Freeway Interstate Designation:

We are gratified to hear your kind remarks about current plans to get better use of existing freeways through added bus and carpool facilities but, frankly,



July 11, 1978

disappointed at the Federal Highway Administration's inability to include a portion of the Harbor Freeway as part of the Interstate Highway system.

In fact, FHWA's turn-down, contained in a May 15, 1978 letter, was received here on May 18, the day after your Chamber of Commerce speech. In his May 15, 1978 letter to Caltrans Director Adriana Gianturco, Acting FHWA Administrator Karl S. Bowers states:

At the present time, available Interstate mileage is not sufficient to accommodate your request for State Highway Route 11 to the Interstate System. We have evaluated your request and will hold it for later consideration in the event additional Interstate mileage should become available for redesignation.

In light of this rejection and your Administration's position, as evidenced in your legislative proposals to Congress that no new substitute projects such as the Harbor redesignation should occur once new transportation legislation is enacted, we need a clear statement of DOT's intent.

Mr. Secretary, just what are our prospects for the 7.6 mile Harbor redesignation? Based on discussions with your staff, we know that no mileage is presently available for redesignation. However, we understand that withdrawal requests are pending from Albany and Minneapolis totaling 6.3 miles, and that approximately 6.5 more miles of withdrawals, from the District of Columbia and Virginia, will be submitted to DOT in the very near future.

Assuming you approve these additional withdrawals, you will have 12.8 miles available for redesignation. If Congress acts on pending legislation by the end of September, and that legislation includes a prohibition against new withdrawal and substitute actions, then our only hope for the Harbor redesignation is if you can approve it by then.

Again, Mr. Secretary, do we have any chance for Interstate designation for the Harbor--and the associated bus and carpool lanes--or not? If we do, we ask that DOT indicate its intention to designate the Harbor Freeway as part of the interstate Highway System once sufficient mileage is available.

July 11, 1978

3. Century Freeway Environmental Impact Statement (EIS):

As you know from our previous letters, we feel strongly that the Century Freeway, and related transitway, must move forward. The financial impact of delay on a project of this size is awesome, the transportation situation in the corridor continues to deteriorate and the affected neighborhoods continue to suffer from the inaction.

I want you to be personally aware of the situation as described by one of your former colleagues, Congressman Charles Wilson. (Attachment 2)

The Century impasse cries out for action. As you emphatically stated before the National Press Club last February, yours is a Department committed to actions, and not to words. We need your action now.

We urge you to approve the EIS on the Century Freeway so that progress can be made on this important project.

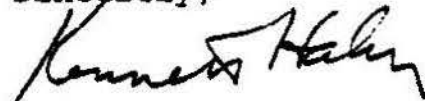
Our staff has already briefed staff of your office, the Federal Highway Administration and the Urban Mass Transportation Administration on our requests.

We believe this Transportation Action Program offers an opportunity for your Department and our Commission to get people moving again in Los Angeles. It is an outgrowth of federally-supported planning efforts. Its elements are widely supported by local elected officials. It is financially feasible under existing local, State and Federal programs. It is badly needed.

We look forward to your positive response. Our Commission's Executive Director, Jerry Premo, is available to meet with your staff, or those of FHWA and UMTA, to review our needs.

Mr. Secretary, let's work together to turn needs into successes!

Sincerely,



KENNETH HAHN  
Chairman

Attachments

Copies to: Urban Mass Transportation Administrator  
Richard Page  
Acting Federal Highway Administrator

LOS ANGELES COUNTY TRANSPORTATION COMMISSION

FY 78/79 TRANSIT CAPITAL

(Type I)

		<u>TOTAL COST</u>	<u>FEDERAL SECTION 3</u>
CRTD	Buses	\$162.8 Mil.	\$130.2 Mil.
	Maintenance and Operating Facilities	39.5*	28.9
SANTA MONICA	Buses	3.7	2.9
	Maintenance and Operating Facilities	1.6*	1.3
LONG BEACH	Buses	6.5	5.2
	Maintenance and Operating Facilities	3.2	2.0
OTHER MUNIS	Buses	4.7	3.6
	Maintenance and Operating Facilities	<u>.1*</u>	<u>.03</u>
	SUBTOTAL	\$222.1	\$174.13
(Type II & III)			
ALL OPERATORS	Minor Projects	<u>\$ 13.1</u>	<u>\$ 10.5</u>
	TOTAL	\$235.2 Mil.	\$184.63 Mil.

ATTACHMENT 1

COMMISSION

FY 78/79 TRANSIT CAPITAL PROJECTS

(TYPE I)

Buses

By Purpose

1158 Replacement Buses

17 Additional Buses

Maintenance and Operating Facilities

6 Maintenance Facilities

- SCRTD: Central Facility  
East San Fernando Valley  
West San Fernando Valley  
So. Los Angeles\*

- Santa Monica\*

- Torrance\*

2 Transfer Centers

- SCRTD - LAX

- Long Beach

2 Park and Ride Lots

- SCRTD - Diamond Bar

- SCRTD - West Valley

Minor Improvements

By Recipient

SCRTD 1030 Replacement Buses  
4 Maintenance Facilities  
1 Transfer Center  
2 Park and Ride Lots  
Division Yard Improvement

Santa Monica 25 Replacement Buses  
5 Additional Buses  
Maintenance Facility  
Expansion

Long Beach 58 Replacement Buses  
Transit Mall Development

Other Muni- 45 Replacement Buses  
cipals 12 Additional Buses  
1 Maintenance Facility and  
Minor Modifications to  
Existing Facilities

\*Not yet approved by the Commission

ATTACHMENT 1

CHARLES H. WILSON

3187 DISTRICT, CALIFORNIA

WASHINGTON OFFICE  
2400 RAYBURN OFFICE BUILDING  
TELEPHONE: 225-6425  
JOHN E. PORTIUS  
ADMINISTRATIVE ASSISTANT

# Congress of the United States

## House of Representatives

Washington, D.C. 20515

DISTRICT OFFICES:  
18000 AVIATION BOULEVARD  
ROOM 2W30  
LAWRENCE, CALIFORNIA 9024  
TELEPHONE: 536-6680

G. ROBERT FORDIANI  
FIELD REPRESENTATIVE

7200 EAST COMPTON BOULEVARD  
PARAMOUNT, MARI POST OFFICE  
PARAMOUNT, CALIFORNIA 9077  
TELEPHONE: 531-6644

### ARMED SERVICES

#### SUBCOMMITTEES

INTELLIGENCE AND MILITARY  
APPLICATION OF NUCLEAR ENERGY  
SEAPOWER AND STRATEGIC AND  
CRITICAL MATERIALS  
MILITARY INSTALLATIONS AND  
FACILITIES

### POST OFFICE AND CIVIL SERVICE

#### SUBCOMMITTEES

CHAIRMAN, POSTAL PERSONNEL AND  
MODERNIZATION  
INVESTIGATIONS  
POSTAL OPERATIONS AND SERVICES  
CIVIL SERVICE

June 26, 1978

Honorable Harold T. Johnson  
Chairman  
Committee on Public Works  
U. S. House of Representatives

Dear Bizz,

For almost six years, since July 7, 1972, a Federal Court injunction has restricted and prevented all work on the I-105 Century Freeway in Los Angeles County. The lack of progress on this project, as well as public safety hazards created by the abandoned housing in the freeway corridor, force me to request the assistance of the Public Works Committee in getting the project moving.

First, since the first week in May, almost two months ago, the final draft of the Environmental Impact Statement for the I-105 Freeway has been sitting on the desk of the Assistant Secretary of Transportation for Policy, Plans and International Affairs, Mr. Chester Davenport. In attempting to ascertain exactly what prevents final approval of the EIS, I have been unable to secure from Transportation Department officials any concrete comments as to why the report has not been approved. As the Federal Court injunctions were imposed until such time as the Department of Transportation and CALTRANS had an opportunity to complete the EIS, the release and approval of the final EIS is a critical milestone in the history of the project. Securing approval of this final EIS on the I-105 Freeway is my highest priority at this time. What, if any, credible reason is there for not making a decision on this environmental impact statement? If the responsible officials would indicate that the report was inadequate, then the problems could be addressed and resolved. However, to ponder in silence why the report has not been signed serves no constructive purpose.

ATTACHMENT 2

Honorable Harold T. Johnson  
June 26, 1978  
Page Two

Second, the Federal District Court's injunction has created a criminal and public safety problem of monumental proportions. In the area of the freeway corridor, 75 percent of the impacted property has already been acquired. Of the property acquired, 45 to 50 percent has been vacated. Throughout this abandoned corridor, which runs almost exclusively within my 31st District, boarded-up houses and unoccupied buildings have become not only a haven, but also an impetus for crime and vandalism.

The problem goes beyond restless youths throwing rocks at, and setting fires in, the vacant buildings. Because the abandoned housing is not adequately patrolled, gangs have an almost free license to prey upon the residents of these areas, with little risk of apprehension or punishment. A young woman has been raped, and several other needless assaults and acts of violence have been committed against innocent citizens. Constantly, I am being asked by my constituents and local public officials "why isn't there anything being done on the Century Freeway?"

Until the EIS is signed, and the injunctions lifted, this shameful community crisis will continue. The injunctions have been granted in connection with litigation filed by several environmental groups in February of 1972. While attacking the project on a variety of contentions, including the dislocation of minorities from their houses (this is quite a contention since half of the housing is vacant and the remainder is rapidly becoming unfit to live in), the environmental coalition is basically using the forum of the U. S. District Court to challenge the fundamental political decision of using tax dollars to construct a freeway, rather than using these monies for public transportation.

While I recognize that the right to due process of law is guaranteed and essential under our Constitution, what legislative steps can the Congress take to prevent the Century Freeway litigation from depriving the community of its safety, and to speed progress toward construction. To level the abandoned housing would be an important first step.

Honorable Harold T. Johnson  
June 26, 1978  
Page Three

It is certainly ironic that those interests which have brought suit against the proposed Freeway because of its negative environmental impacts have managed to create a public eyesore which threatens property values, and the safety and well-being of entire communities.

Specifically, I would appreciate your assistance and advice in two areas. First, what steps are available to speed consideration of, and a decision on, the EIS for the I-105 Freeway. Secondly, what legislative vehicles are available to the Congress for adopting some type of language, which, while not restricting the right to due process, would indicate a strong concern over frivolous court challenges and claims?

Any assistance or comments you might have would be greatly appreciated.

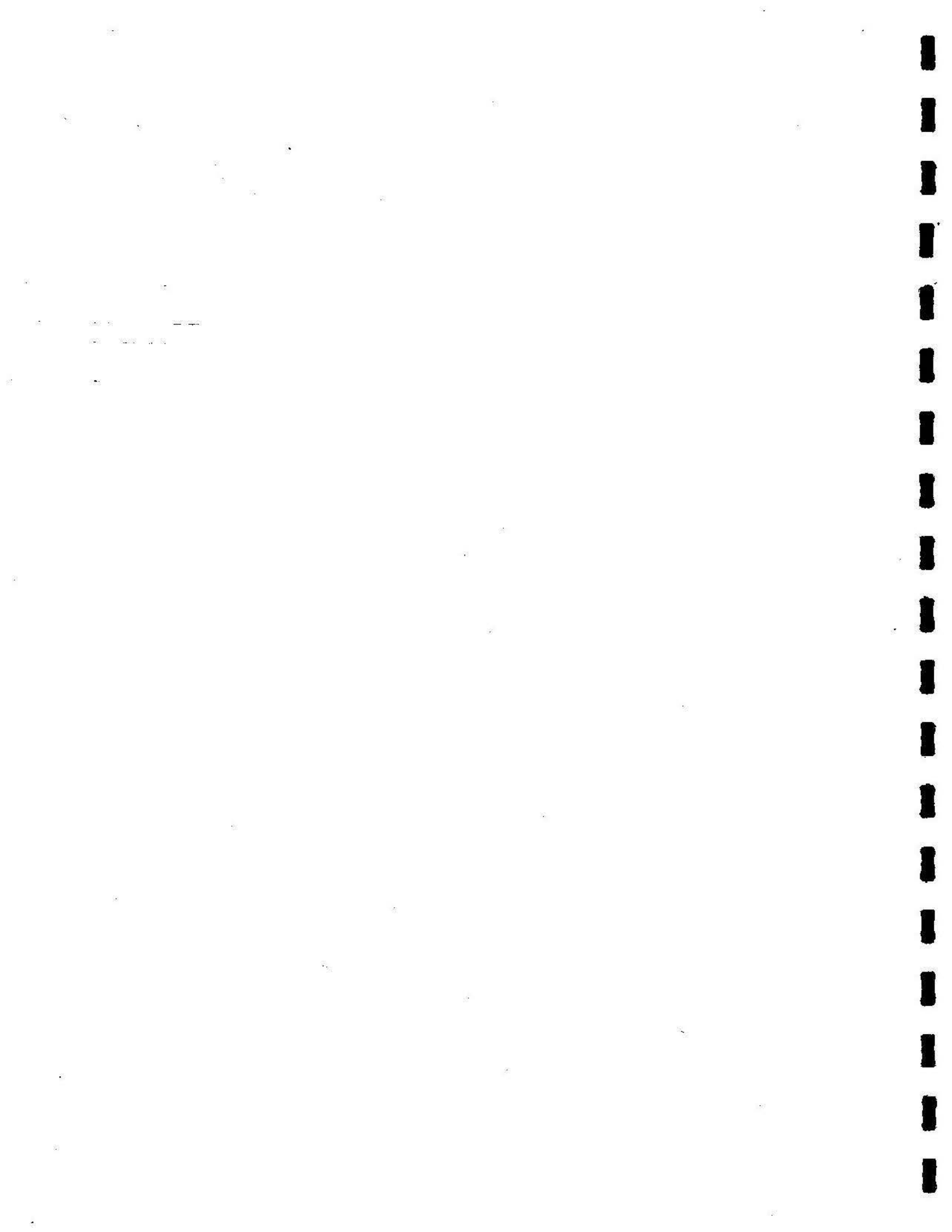
Very truly yours,

/s/ Charles H. Wilson

Charles H. Wilson

CHW:rd

cc: Mr. Dick Sullivan  
Chief Counsel, Committee on Public Works







LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-0370

July 6, 1978

JEROME C. PREMO  
EXECUTIVE DIRECTOR

Mr. Mark Pisano  
Executive Director  
Southern California Association of Governments  
600 S. Commonwealth Avenue, Suite 1000  
Los Angeles, CA 90005

Dear Mark:

Los Angeles County Transportation  
Improvement Program FY 1979/83

At its June 14 meeting, the Los Angeles County Transportation Commission took final action to complete its Transportation Improvement Program (TIP) for FY 1979 through 1983. Transit and highway projects in the TIP total \$4,051.3 million in the period. Attachment 1 is an overall summary of the Los Angeles County TIP, with particular details on transit portions of the TIP. The Los Angeles County TIP is transmitted through this letter to the Southern California Association of Governments for inclusion in the regional TIP. It is our understanding that the regional TIP will then be forwarded to the Federal Highway Administration (FHWA) and the Urban Mass Transportation Administration (UMTA). Specific project details on our TIP have already been transmitted to Linda Pendlebury of your staff.

We appreciate the support SCAG staff has provided throughout the TIP development, review and approval process. As you know, our Commission has taken final action on Los Angeles County transit and highway projects in time for inclusion in the first TIP amendment cycle, due to the need for additional time to consider options for allocating funds, especially for public transit operations.

Following are discussions of a few important TIP programming issues:

1. Transit Operating Assistance

a) Section 5/TDA Article 4

The Commission approval of \$149 million in federal Section 5 and TDA Article 4 funds (including \$134 million for operating purposes) represents an attempt to maximize federal funds, service levels and ridership. The cooperative action by the City of Long Beach in agreeing to seek federal Section 3 funds for the City's transit mall released \$1.4 million in TDA capital reserve funds for operating allocations in FY 1978/79. (In a June 14, 1978 letter, Bill Ackermann clarified SCAG's position on this action by our Commission.) This action and the utilization of unprogrammed carryover make possible, with three exceptions, the allocation to municipal operators an amount equal to full Short Range Transit Plan requests. Culver City, Santa Monica and Torrance were not allocated operating funds for service expansions; however, Culver City may be allocated additional funds pending evaluation of its revised SRTP. Attachment 2 is our final staff recommendation on the allocation of Section 5 and TDA funds. A final staff analysis, including certain technical corrections, is in preparation and will be forwarded to you within a week.

b) Article 4.5

In addition to Article 4.5 carryover funding from 1977/78 for eleven operators totaling \$517,977, the Commission approved \$431,699 in Article 4.5 1978/79 funds to maintain current levels of service through FY 1978/79 and to fully fund two new programs in 1978/79. These two new programs, for the City of Los Angeles-Echo Park/Silverlake and the City of Hawaiian Gardens, total \$165,050, and represent innovative approaches to community level transit service not funded in the first year of the demonstration program. In summary, the Commission has allocated a total of \$1.2 million for 13 4.5 projects in FY 1977/78 and FY 1978/79. This represents approximately 0.8% of total TDA allocations by the Commission during these two fiscal years.

Of the six remaining unfunded applications for FY 1978/79, the Commission has agreed to reconsider funding for the City of Baldwin Park and the City of Los Angeles-Sylmar/San Fernando proposal if additional TDA funds are made available in FY 78/79. We have set up a monitoring and evaluation system for these 4.5 projects, so that we can assess their effectiveness.

2. Transit Capital

Approved transit capital projects total approximately \$562 million, of which \$244 million represent Annual Element Type I projects. (This does not include funding for the Regional Transit Development Program, which is discussed in a later section.) Program approvals followed an analysis of project justifications and project funding sources. Three transit capital projects withheld from TIP approval pending further evaluation are:

- . SCRTD South Los Angeles Bus Yard
- . Santa Monica Maintenance Facility
- . Torrance Maintenance Facility

Maximization of federal funds has been an important objective in our TIP approval process. The Commission evaluated TDA capital reserve projects to make the best possible use of these funds. As noted above, the City of Long Beach agreed to reprogram its transit mall to a federal Section 3 grant application, thus making \$1.4 million in TDA capital reserves available for allocation in 1978/79.

Of the \$244 million programmed for Type I Annual Element projects, approximately 76% of funding is anticipated from UMTA in federal Section 3 funds. Attachment 1 summarizes these projects. Obviously, a major issue is the level of UMTA commitment which we can obtain for these approved TIP projects, including funding for the Southern California Rapid Transit District and municipal operators. We shall be actively working with local representatives, SCAG and UMTA to achieve a maximum flow of federal funds for Los Angeles County.

3. Regional Transit Development Program (RTDP)

Programming of \$1,128 million in RTDP projects is a reflection of two years of Federally-supported transit planning in Los Angeles County and the amounts requested in the TIP period by implementing agencies. Specific Commission endorsement of individual funding requests will follow staff analysis and Commission action on RTDP work now underway.

4. Highways/Streets and Roads

We have worked together for the past year on matters relating to highway funding for this region. Most recently, we have adopted common positions on fund methodology before the California Transportation Commission. Obviously, the real impact of our efforts will be felt in the State TIP for FY 79/80, as required by AB 402. However, many of the issues we shall deal with next year were apparent as we in Los Angeles County developed our TIP for FY 1978/79. Principal among these was the \$66 million (or more) shortfall for District 7, as discussed below.

a) State Highways

Los Angeles County's Transportation Improvement Program shows highway project submittals for FY 1978/79 through FY 1982/83 by Caltrans of \$484 million. Attachment 3 is a breakdown of this amount by project type, funding source, and program category. Also listed are the five major new projects to be constructed within this \$484 million level. The Century Freeway (I-105) is the main new project proposed by Caltrans.

Under existing law, highway expenditures by Caltrans are to be made according to a specified formula. Section 188.8 requires that there is to be a minimum expenditure of highway funds during four-year periods.

Of major concern to the Commission is the fact that present projections by Caltrans show that by the end of the present four-year period, June 30, 1979, there will be at least a \$66 million shortfall for highway expenditures in District 7 (Los

Angeles, Orange, Ventura Counties). In other words, District 7 is to receive at least \$66 million less than the minimum amount required in the statutes.

With this projected shortfall in mind, and because Los Angeles County and the other counties in District 7 are not programmed to receive highway discretionary funding in the current four-year period, our Commission adopted a supplemental list of highway projects, amounting to \$258 million, for inclusion in the TIP. \$55 million of this amount is proposed for inclusion in the annual element. (Attachment 4) I would point out in particular that several smaller projects--a \$2 million acquisition of the railroad right-of-way along Santa Monica Boulevard is a notable example--on this supplemental list are immediate candidates for funding by Caltrans and can be used to reduce the shortfall now.

This supplemental list of projects brings the total amount of highway projects adopted by the Commission for inclusion in the TIP to \$742 million. Supplementing the highways portion with these additional projects would accomplish the following:

- . Provide a list of projects that could be used to make up at least a part of the projected District 7 shortfall.
- . Identify projects that we would like to see developed if Los Angeles County is to receive future discretionary funding.

This is especially important in light of our efforts to open up Caltrans preliminary engineering and environmental work to local review. As AB 1246 states,

"The Commission shall be responsible for short-range capital and service planning directed to...

- b) Development and approval of a short-range three- to five-year transportation improvement program with an annual updated element reflecting all transportation

capital and service priorities within the jurisdiction of the commission to be developed with all appropriate coordination and cooperation between the commission and state and local transportation agencies and operators. All projects utilizing federal and state highway and transit funds, and all exclusive public mass transit guideway projects no matter how funded, shall be included in a transportation improvement program adopted by the commission."

(Emphasis added)

As you know, the Governor is about to receive a State budget from the Legislature which calls for at least \$66 million in State transportation funds to be spent in this fiscal year in District 7. Our identification of projects through the TIP was done with this possibility in mind.

b) Local Streets and Roads (Federal Aid to Urban Systems & Special Funds)

The Commission approved a list of projects and special funds amounting to \$339 million for the five-year period. That amount can be broken down further, as follows:

Los Angeles County	\$ 75 million
Los Angeles City	\$135 million
All Other Cities	\$ 91 million
Special Funds*	\$ 48 million

\*The special funds represent Caltrans-administered programs for bridge replacement, safer off-system roads, pavement marking, railroad/highway grade separation projects, etc.

The Commission is authorized under AB 1246 to "determine the projects on the federal-aid urban system to be funded." Commission staff, in cooperation with our Technical Advisory Committee, will soon initiate an overview analysis of the FAU allocation process. We believe that this analysis is especially timely because the Commission soon will have to make specific FAU project funding decisions when new funding is available following enactment of Federal legislation. Our present

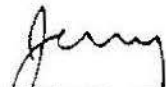
Mr. Mark Pisano  
July 6, 1978  
Page 7

action in approving the \$339 million list of projects in effect means that the Commission has accepted the eligibility of those projects for FAU and special funding.

The Commission is requesting that the SCAG Executive Committee approve the Los Angeles County TIP for FY 1979/83 as transmitted herein at its meeting on August 1. I would appreciate the opportunity to present specific details on our TIP to the July 20 meeting of SCAG's Transportation and Utilities Committee.

Please let me know if your staff has any questions on our TIP submittal. We appreciate the active involvement of SCAG staff in helping us develop our program, and we look forward to an early policy consideration by TUC and your Executive Committee.

Sincerely,

  
JEROME C. PREMO  
Executive Director

JCP:kyt  
Attachments

*Note: Only Attachment 1 included a report  
to the Legislature.*

ATTACHMENT 1



LOS ANGELES COUNTY

TRANSPORTATION IMPROVEMENT PROGRAM SUMMARY

FY 1979-1983

TRANSIT

Transit Operating FY 78/79

Section 5	\$ 57.5 Mil.
TDA Article 4	72.4
TDA Article 4.5	.4
TDA Capital Reserve Reallocation	1.2
TDA Unallocated Reservation for Municipal Operators	2.5
Carryover Section 5	4.9
Carryover TDA Article 4.5	.5

Transit Operating FY 80/83 \$1,141.0

SUBTOTAL \$1,280.4

Transit Capital FY 78/79

Type I Buses/Vans	\$ 180.8
Type I Maint./Oper. Facil.	44.7
Type I R/W Acquisitions	3.7
Type II/III (Minor Projects)	14.4

Transit Capital FY 80/83 \$ 318.0

SUBTOTAL \$ 561.6

Regional Transit Development  
Program 78/79

\$ 44.4

Regional Transit Development  
Program 80/83

1,083.9

SUBTOTAL \$1,128.3

HIGHWAYS

Local Streets and Roads  
FAU and Special Funds

\$ 339.0

Highways

Caltrans Program	\$ 484.0
Supplemental Projects	<u>258.0</u>

SUBTOTAL \$1,081.0

TOTAL TIP FY 1979-1983

\$4,051.3 Mil.

LOS ANGELES COUNTY TRANSPORTATION COMMISSION

FY 78/79 TRANSIT CAPITAL

(Type I)

		<u>TOTAL COST</u>	<u>FEDERAL SECTION 3</u>
SCRTD	Buses	\$162.8 Mil.	\$130.2 Mil.
	Maintenance and Operating Facilities	39.5	28.9
SANTA MONICA	Buses	4.0	3.2
	Maintenance and Operating Facilities	1.6	1.3
LONG BEACH	Buses	6.5	5.2
	Maintenance and Operating Facilities	3.2	2.0
OTHER MUNIS	Buses	4.7	3.6
	Maintenance and Operating Facilities	.1	.03
COMMUTER COMPUTER	Vans	2.0	--- (FAU)
SEC. 16(b)2/ ARTICLE 4.5	Vans	.8	---
	<b>SUBTOTAL</b>	<u>\$225.2</u>	<u>\$174.43</u>

(Type II & III)

ALL OPERATORS	Minor Projects	<u>\$ 14.4</u>	<u>\$ 11.18</u>
	<b>TOTAL</b>	<b>\$239.6 Mil.</b>	<b>\$185.61 Mil.</b>

FY 78/79 TRANSIT CAPITAL PROJECTS

(TYPE I)

Buses

By Purpose

1158 Replacement Buses

17 Additional Buses

Maintenance and Operating Facilities

3 Maintenance Facilities

- SCRTD: Central Facility  
East San Fernando Valley  
West San Fernando Valley

2 Transfer Centers

- SCRTD - LAX  
- Long Beach

2 Park and Ride Lots

- SCRTD - Diamond Bar  
- SCRTD - West Valley

Minor Improvements

By Recipient

SCRTD 1030 Replacement Buses  
4 Maintenance Facilities  
1 Transfer Center  
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Santa Monica 25 Replacement Buses  
5 Additional Buses  
Maintenance Facility  
Expansion

Long Beach 58 Replacement Buses  
Transit Mall Development

Other Muni- 45 Replacement Buses  
cipals 12 Additional Buses  
1 Maintenance Facility and  
Minor Modifications to  
Existing Facilities

9 16(b) (2) Projects





LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 371 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-0

April 6, 1978

COMMISSIONERS:

KENNETH HAHN  
CHAIRMAN  
Los Angeles County  
Supervisor

GENE SIMON  
VICE CHAIR/WOMAN  
Councilwoman,  
City of Long Beach

Los Angeles County  
Board of Supervisors:

PETER F. SCHABARUM  
Chairman of the Board  
MUND D. EDELMAN

JAMES A. HAYES  
MAXTER WARD

TOM BRADLEY  
Mayor,  
City of Los Angeles

JOHN FERRARO  
President,  
Los Angeles City Council

MUND J. RUSS  
Mayor,  
City of Gardena

JOHN ZIMMERMAN  
Mayor,  
City of Norwalk

RENDELL COX  
Citizen Representative,  
City of Los Angeles

JEROME C. PREMO  
EXECUTIVE DIRECTOR

Mr. Norton Simon  
Chairman  
California Transportation Commission  
22400 Pacific Coast Highway  
Malibu, CA 90265

Dear Commissioner Simon:

Recently, the Los Angeles County Transportation Commission adopted the following principles for implementation of AB 402

Statement of Principles for Implementation of AB 402

- 1) There must be recognition of the local and regional transportation planning agencies and county transportation commissions as full partners in the AB 402 prescribed process. In order to facilitate this recognition, the State's local and regional planning agencies should prepare and present to the California Transportation Commission a unified view of their role in the transportation programming process under AB 402.
- 2) Before considering adoption of the prior California Highway Commission's Planning Program and policy resolutions, the California Transportation Commission should allow sufficient time to receive local and regional comments.
- 3) The California Transportation Commission should be fully informed of the extensive local and regional concern on the fund estimation methodology proposed by Caltrans. The Commission should allow sufficient time to adequately study this issue and receive comments from all agencies.
- 4) The California Transportation Commission should be fully informed that the requirement in Caltrans' draft TIP guidelines that local assistance projects be prioritized within subprograms is counterproductive and unnecessary.

Mr. Norton Simon

April 6, 1978

Page 2

- 5) The California Transportation Commission must obtain an adequate and independent professional staff.

Following is a sampling of some of the organizations which have adopted one or the other versions of the principles:

- County Supervisors Association - Transportation Committee
- Southern California Association of Governments
- Comprehensive Planning Organization of San Diego
- Orange County Transportation Commission
- San Bernardino Associated Governments
- Riverside County Transportation Commission
- Los Angeles County Transportation Commission
- League of California Cities (pending before the League Executive Committee)

I have enclosed for your information a more detailed presentation of the five principles as developed by the California Council of Regional COG Directors with the assistance of staff of the Southern California Association of Governments with input of local governments throughout the State.

As you know, local government worked hard last year with Senator Alquist and Assemblyman Ingalls in the development of AB 402. This milestone legislation provides for a truly cooperative State-local planning and programming process, one in which we, at the local level, can have genuine involvement. I believe the principles, as set forth, signals local government's willingness to involve itself in this process.

I request and welcome the opportunity to discuss these principles with you and your fellow commissioners at your April 21 meeting in Los Angeles.

Mr. Norton Simon

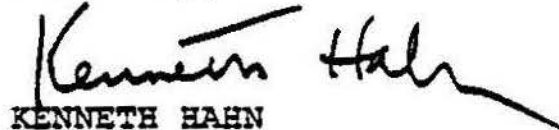
April 6, 1978

Page 3

For my colleagues throughout the State, may I extend to you our best as you embark upon a most challenging experience.

Thank you for allowing us to share with you our thoughts on this matter.

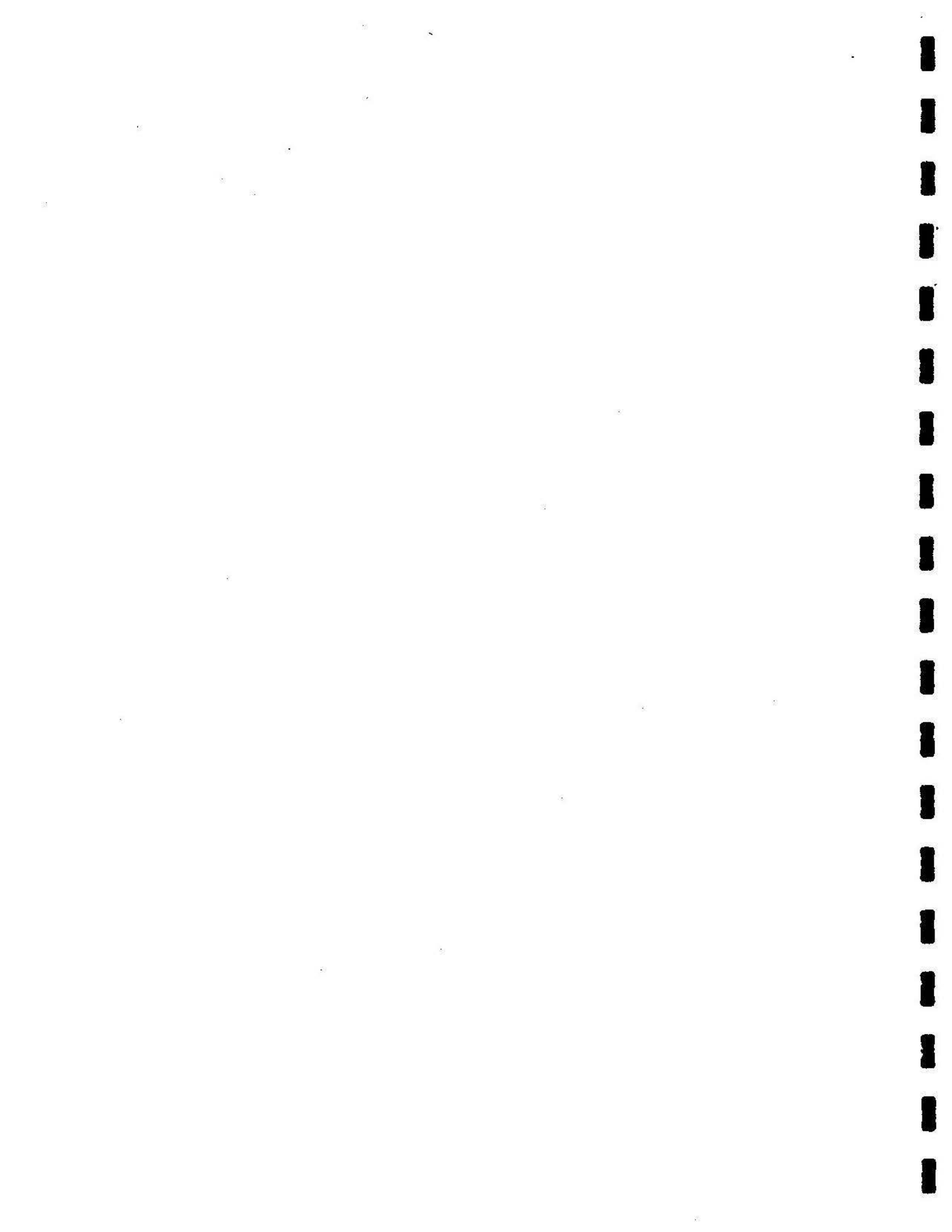
Sincerely,



KENNETH HAHN  
Chairman

Enclosure

Copies to: California Transportation Commission Members  
Senator James R. Milis  
Assemblyman Walter M. Ingalls  
William S. Weber, Acting Executive Secretary,  
California Transportation Commission







LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 371 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 621-1111

June 8, 1978

**COMMISSIONERS:**

**KENNETH HAHN**  
CHAIRMAN  
Los Angeles County  
Supervisor

**RENEE SIMON**  
VICE CHAIRWOMAN  
Councilwoman,  
City of Long Beach

Los Angeles County  
Board of Supervisors:

**PETER F. SCHABARUM**  
Chairman of the Board  
**EDMUND D. EDELMAN**

**JAMES A. HAYES**  
**BAXTER WARD**

**TOM BRADLEY**  
Mayor,  
City of Los Angeles

**JOHN FERRARO**  
President,  
Los Angeles City Council

**EDMUND J. RUSS**  
Mayor,  
City of Gardena

**JOHN ZIMMERMAN**  
Mayor,  
City of Norwalk

**WENDEL COX**  
Citizen Representative,  
City of Los Angeles

**JEROME C. PREMIO**  
EXECUTIVE DIRECTOR

Honorable Judith L. Soley  
Vice Chairwoman  
California Transportation Commission  
P. O. Box 1139  
Sacramento, CA 95805

Dear Ms. Soley:

I am writing to share with you some concerns and thoughts of the Los Angeles County Transportation Commission about proposals for a fund estimate methodology for highway expenditures.

First, on behalf of the Commission, please accept our thanks for the time and interest you and the other members of the California Transportation Commission exhibited when you met with us in Los Angeles in April. Both of our Commissions have a number of common goals and purposes; our basic responsibility is to do the best possible job in evaluating and allocating limited transportation resources.

Taken together, the two pieces of legislation (AB 1246 and AB 402) which created our agencies call for a cooperative decision-making process. It is in this spirit of cooperation that we want to bring some particular points to your attention:

1. \$60 Million Shortfall

As you know, District 7 of Caltrans, which includes Los Angeles, Orange, and Ventura Counties, will not receive funding needed to meet district minimums for highway expenditures as called for under existing state law in the four-year period ending on June 30, 1979. We have been working with Caltrans for many months on this matter and are hopeful that an agreeable resolution of this matter is possible. In considering any fund methodology, we are sure that the California Transportation Commission will recognize the need to program funds to first cover the District 7 shortfall and then to provide for meeting future District minimums.

2. Discretionary Funds

Los Angeles County has received no discretionary funding from the California Highway Commission and Caltrans for many years. We recognize that other districts have needs beyond their District's minimum. We believe that the same can be said for District 7. Therefore, we urge that any fund methodology which is developed provides an opportunity for all districts to compete for discretionary funds to be allocated by the California Transportation Commission.

3. Fund Methodology Principles

We have worked closely with a wide variety of City, County and regional agencies, their statewide associations and Caltrans during the past few weeks to try to come up with a common position on the fund estimate methodology. I am sure that you recognize how complex and difficult this effort is and we appreciate your willingness to give careful consideration to the principles which we have tentatively agreed upon.

These include:

- . inclusion in the locally-developed Transportation Improvement Program of funds for preliminary engineering, environmental analyses and "hardship" land acquisition;
- . use of the Caltrans program for the first-two years of the fund estimate process; and
- . realization of the need to program high priority projects identified at the local level, which may be beyond currently available resources, in the local-State TIP process.

We are now developing more specific financial information to reflect the implications of a number of assumptions which have gone into our fund estimate methodology. I believe that all local agencies which have participated in this open process not only would appreciate, but, in fact, need time to assess the real impact of the fund estimate methodology which you are considering. It is for that reason that we encourage delay in any final action by the California

Honorable Judith L. Soley  
June 8, 1978  
Page 3

Transportation Commission in adopting a fund methodology until your July meeting. This would afford all of us--your Commission, local governments and Caltrans--to genuinely understand the implications of the important fund estimate methodology which you will be adopting.

For your review at this time, the resolution adopted by local and regional representatives and Caltrans at the meeting on June 2 contains a detailed outline of how the estimates under this methodology would be produced.

I want to add that we all were pleased that Carole Onorato participated in the meeting. Her involvement was a much-appreciated signal to us in local government that the policymakers of the California Transportation Commission are sharing in our efforts to develop a fair and equitable approach to transportation allocations.

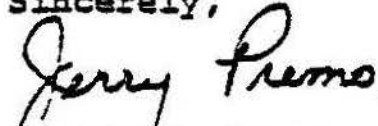
I am enclosing, as an attachment to this letter, testimony offered by Supervisor Hahn, on behalf of the Los Angeles County Transportation Commission, which was presented last September to the California Highway Commission. Supervisor Hahn, who is the current Chairman of our Commission, emphasized several points about the Caltrans 6-Year Planning Program which we continue to feel are very valid. I believe that the principles agreed to by local governments during the last several weeks of discussion, such as the necessity to provide for preliminary engineering as part of a programming process and the need to develop backup projects (which can be accomplished through some judicial priority over-programming), represent constructive follow-up steps to the concerns cited by Supervisor Hahn.

Let me close by expressing, on behalf of local representatives, our appreciation for the help and technical aid which Caltrans has provided local governments in examining fund estimate methodology alternatives. The efforts of Phil Raine to facilitate our requests have been outstanding. In particular, I would like to thank the Capital Outlay Coordination team of men and women lead by Tom Tamburri, whose extra efforts to fulfill our requests, as well as carry out their normal duties, has been a credit to the professionalism of Caltrans.

Honorable Judith L. Soley  
June 8, 1978  
Page 4

I appreciate the consideration that you will give to these points and to the opinions of local government as you carry out your responsibilities under AB 402. I look forward to a close working relationship with your staff just as I know members of the Los Angeles County Transportation Commission are enthused about developing a supportive partnership with the California Transportation Commission in improving transportation.

Sincerely,



GEROME C. PREMO  
Executive Director

JCP:kyt  
Attachment

Copies to: Members of California Transportation Commission  
Members and Alternates of LACTC  
Assemblyman Walter Ingalls  
President Pro-Tem James Mills  
Senator Alfred Alquist  
Secretary Alan Stein  
Director Adriana Gianturco  
Phil Raines, Caltrans  
Mark Pisano, SCAG  
Tom Jenkins, OCTC  
Barry Beck, RCTC  
Wes McDaniel, SANBAG  
Norm Blatcher, VCAG



LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 62

April 5, 1978

COMMISSIONERS:

KENNETH HAHN  
CHAIRMAN  
Los Angeles County  
Supervisor

RENEE SIMON  
VICE CHAIRWOMAN  
Councilwoman,  
City of Long Beach

Los Angeles County  
Board of Supervisors:

PETER F. SCHABARUM  
Chairman of the Board  
EDMUND D. EDELMAN  
JAMES A. HAYES  
BAXTER WARD

TOM BRADLEY  
Mayor,  
City of Los Angeles

JOHN FERRARO  
President,  
Los Angeles City Council

EDMUND J. RUSS  
Mayor,  
City of Gardena

JOHN ZIMMERMAN  
Mayor,  
City of Norwalk

WENDELL COX  
Citizen Representative,  
City of Los Angeles

JEROME C. PREMO  
EXECUTIVE DIRECTOR

Honorable Edmund G. Brown, Jr.  
Governor  
State Capitol, First Floor  
Sacramento, CA 95814

Dear Governor Brown:

As Chairman of the Los Angeles County Transportation Commission, I am writing to express the grave concern of all members of our Commission about the failure of Caltrans to comply with state laws regarding highway expenditures in Los Angeles County.

As you know, our Commission is responsible for establishing priorities for highways and public transportation as part of the Transportation Improvement Program requirement of the federal government. In signing AB 402 into law last September, you supported the action of the State Legislature to establish a similar programming requirement at the state level. We supported your action in signing AB 402, as you will recall from the attached letter to you (Attachment 1). We supported AB 402 because we felt that it represented a significant acknowledgment of the necessary partnership between the state government and local officials, such as us on the Los Angeles County Transportation Commission, in getting on with needed transportation improvements.

However, the fact is that we are not getting on with needed transportation improvements. For the four-year period to end of June 30, 1979, Caltrans will underspend by more than \$60 million, the minimum called for under state law to be expended in Caltrans District 7, which includes not only Los Angeles County but also Orange and Ventura Counties.

This shortfall has been a matter of continuing concern to us at our Commission. I testified before the California Highway Commission about this last September. (Attachment 2 is my testimony at that hearing.) Our Executive Director wrote to the Director of Caltrans on February 8, 1978, expressing concern about the shortfall; Director Gianturco replied in a March 8, 1978 letter. (These are included as Attachment 3.)

Honorable Edmund G. Brown, Jr.

April 5, 1978

Page 2

In plain terms, we are distressed that Caltrans cannot advance projects quickly enough to expend monies due us. Not only will Los Angeles County and the other two counties in District 7 fall short of legislative required minimums but we will receive no discretionary funds whatsoever from the state.

It may be argued that moving more quickly with projects in Los Angeles County will cause more problems with the rest of the State Highway Program. That may be the case, but underspending by \$60 million the minimum due us under state law is causing us severe problems. Not only are government officials inconvenienced; more importantly, the traveling public in our region is losing, as are the construction workers of our area who want to work on needed projects.

We recognize that the Century Freeway is a factor in the scheduling of funding for Los Angeles County. However, I want you to be aware of our concern about recent inconsistencies at the state level which have had the effect of stopping all federal action on the Environmental Impact Statement for this project. I recently received a reply to my January 29, 1978 letter to you from Secretary Stein of the Business and Transportation Agency, in which Secretary Stein concluded:

In the meantime, until the air quality questions are resolved, it is our understanding that the Final EIS has progressed in Washington as far as it can go.

(Attachment 4 represents my reply to Secretary Stein.)

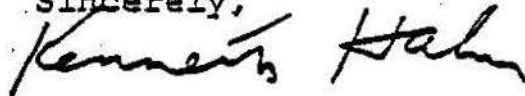
Governor, we simply must stop talking at cross purposes and get on with making the necessary decisions so that long-delayed transportation improvements for Los Angeles County can come into being.

I recognize that I have included a lot of paper with this letter; I do it because I want you to know that we have tried to work with your agencies. However, the situation has become so serious that I felt you needed a complete set of materials as you evaluate our current situation.

Honorable Edmund G. Brown, Jr.  
April 5, 1978  
Page 3

I am also sending copies of this letter to your key aides in the administration, to all members of the new California Transportation Commission, and to appropriate elected officials interested in this matter so that they all may be aware of our interest and concern. Obviously, we are anxious to work with you and your representatives so that we can get on with important transportation improvements. I look forward to hearing from you about all this and to working out the kind of solution that I am sure we both want.

Sincerely,



KENNETH HAHN  
Chairman

Attachments

Copies to: Alan Stein, Secretary  
Business and Transportation Agency

Adriana Gianturco, Director  
California Department of Transportation

Tom Quinn, Chairman, Air Resources Board

Robert J. Datel, District Director  
Caltrans, District 7

Al Hollinden, Chairman  
Orange County Transportation Commission

Theodore Grandsen, Chairman  
Ventura Co. Assn. of Governments

California Transportation Commission Members

All Los Angeles County State Legislators

LACTC Members and Alternates





## DEPARTMENT OF TRANSPORTATION

OFFICE OF DIRECTOR

N STREET

SACRAMENTO, CALIFORNIA 95814

(916) 445-8045



May 24, 1978

Mr. Kenneth Hahn, Chairman  
Los Angeles County Transportation  
Commission  
311 South Spring Street  
Suite 1206  
Los Angeles, CA 90013

Dear Mr. Hahn:

There has been a considerable amount of concern expressed recently about Caltrans' inability to meet legal requirements having to do with the level of expenditures in each of our eleven geographic areas. For the first time, four-year-planned expenditures will fall short of the legally required level in our Los Angeles District, which encompasses the Counties of Los Angeles, Orange and Ventura.

The exact amount of the District 7 underexpenditure cannot be determined until after June 30, 1979, when accounting records for the period will be available, but present estimates place the likely "shortfall" at \$66 million for the years 1974-75 through 1978-79.

The causes for this probable "shortfall" in spending in District 7 are several. First of all, two major projects whose design was well underway and whose construction was imminent were deleted from the Freeway and Expressway System by the Legislature; the Beverly Hills Freeway (Route 2) in Los Angeles was rescinded in 1975 and the Coast Freeway (Route 1) in L.A. and Orange Counties, which was rescinded in late 1973. Secondly, because of a federal court injunction, we have been unable to begin construction of the Century Freeway (Route 105). The Administration has now completed all work required by the court and approval of the \$700 million project is now a decision to be made in Washington.

We at Caltrans have been well aware of the factors precluding us from spending the required amount of funds in Los Angeles in the current four-year period. As you know, multi-million dollar highway projects take years to develop, and if major projects are delayed or dropped, it is, as a practical matter, not possible to substitute expenditure of funds on other projects in short order. Consequently, we took two actions last year in an attempt to rectify the District 7 situation in an orderly fashion.

Mr. Kenneth Hahn  
Page Two  
May 24, 1978

First of all, in last year's revision of our Six-Year Highway Program we added an extra \$66 million to District 7 to be spent on top of the legally required four-year level for the period 1979-80 through 1983-84. In fact, we went even further than this: we added in another \$86 million on top of the \$66 million, thereby programming projects in District 7 worth a total of \$152 million over the legally required minimum for the new quadrennial period.

Most of this supplemental funding, furthermore, is in Los Angeles County. That County alone will receive, under our current plans, 32 percent more than the minimum in the next four years.

Secondly, ~~The Department sought~~ legislation, at one time supported by your Executive Director, which would have put in statute the Department's administrative commitment to make up the \$66 million.

Despite these actions on our part, it is our understanding that there have been discussions about your taking court action to force the Department to spend an amount equal to the "shortfall" in the current four-year period.

We remain concerned about the District 7 situation and are fully committed to making up the \$66 million "shortfall". It is our feeling that we have made every effort to act in a reasonable and responsible manner regarding this situation. With many areas around the State receiving no more than the legally required amount of funds, it is difficult to rationalize arguments that Los Angeles is not receiving its allotment of highway monies.

In order to provide continuing programming stability for District 7 and Los Angeles County in particular, I hope we can count on your support for our efforts to accommodate the needs of Los Angeles.

Sincerely,

*Adriana Gianturco*

ADRIANA GIANTURCO  
Director of Transportation

cc: Mr. Jerome C. Premo, Executive Director  
Los Angeles County Transportation Commission

Members of the Los Angeles County Transportation Commission

Mr. James Wilson, President of Executive Committee  
Southern California Association of Governments

Mr. Mark Pisano, Executive Director  
Southern California Association of Governments



LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-031

May 25, 1978

MEMO TO: TECHNICAL ADVISORY COMMITTEE  
 FROM: TOMMY ROSS, GARY VAN BUSKIRK  
 SUBJECT: Caltrans FY 1978-79 (Annual Element) TIP Submittals

Attached for your review and comment is an analysis of Caltrans' State Highways TIP submittals for the Annual Element, FY 1978-79.

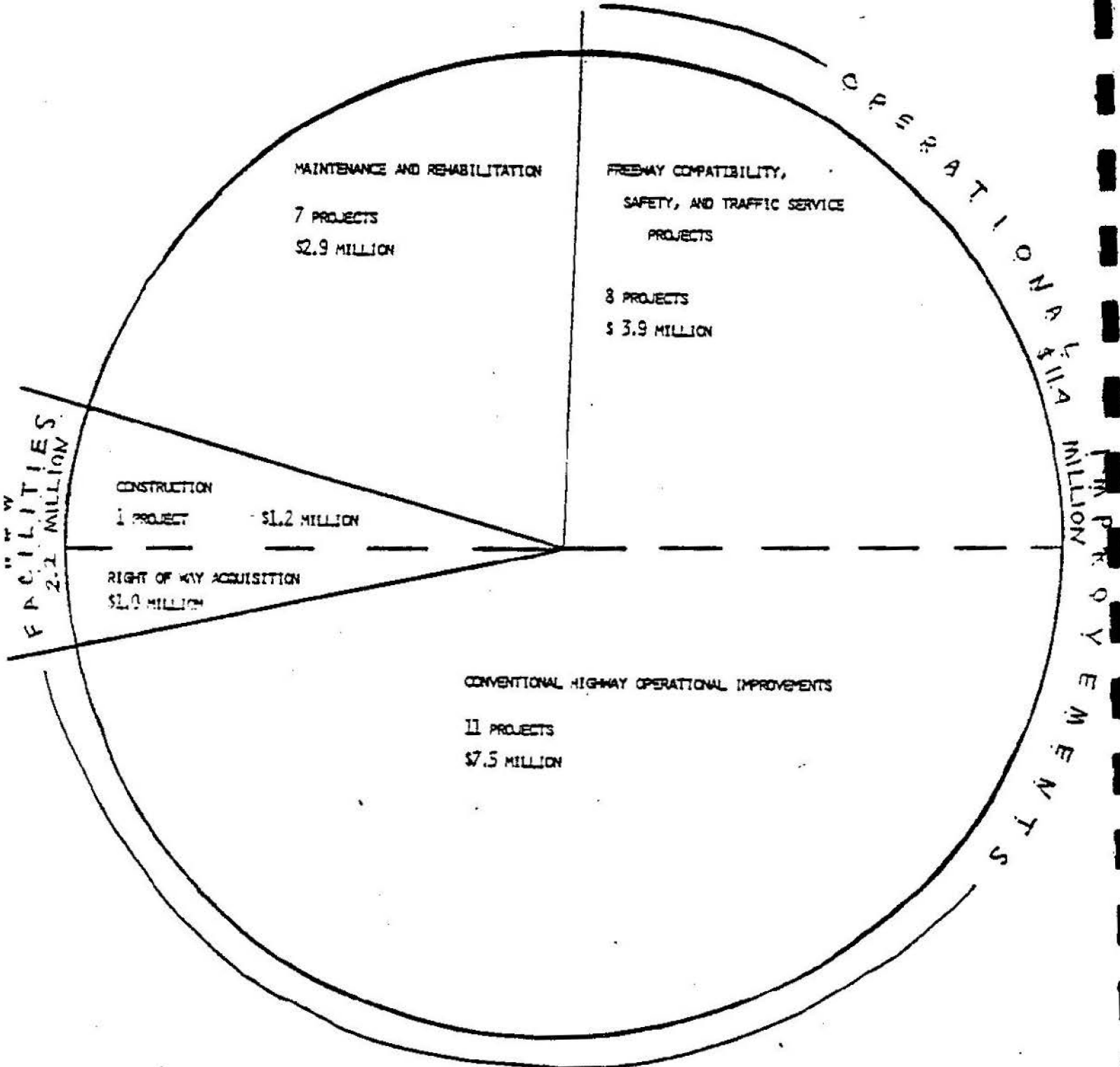
A total of \$63.4 million in right-of-way and construction money, which will count toward meeting the District minimum, is being requested by Caltrans.

Only 4 New Facility Construction Projects have been submitted for implementation during FY 1978-79.

- . Rt. 105 - Demolition and Material Removal  
Cost = \$2.5 million.
- . Rt. 91 - Provide ramps to Downey and Clark Ave.  
Cost = \$1.0 million.
- . Rt. 105 - Reconstruct streets for School District  
Replacement Sites.  
Cost - \$ .2 million.
- . Rt. 213 - (FAU Western Ave.)  
Improve a conventional Highway  
Cost = \$1.2 million.

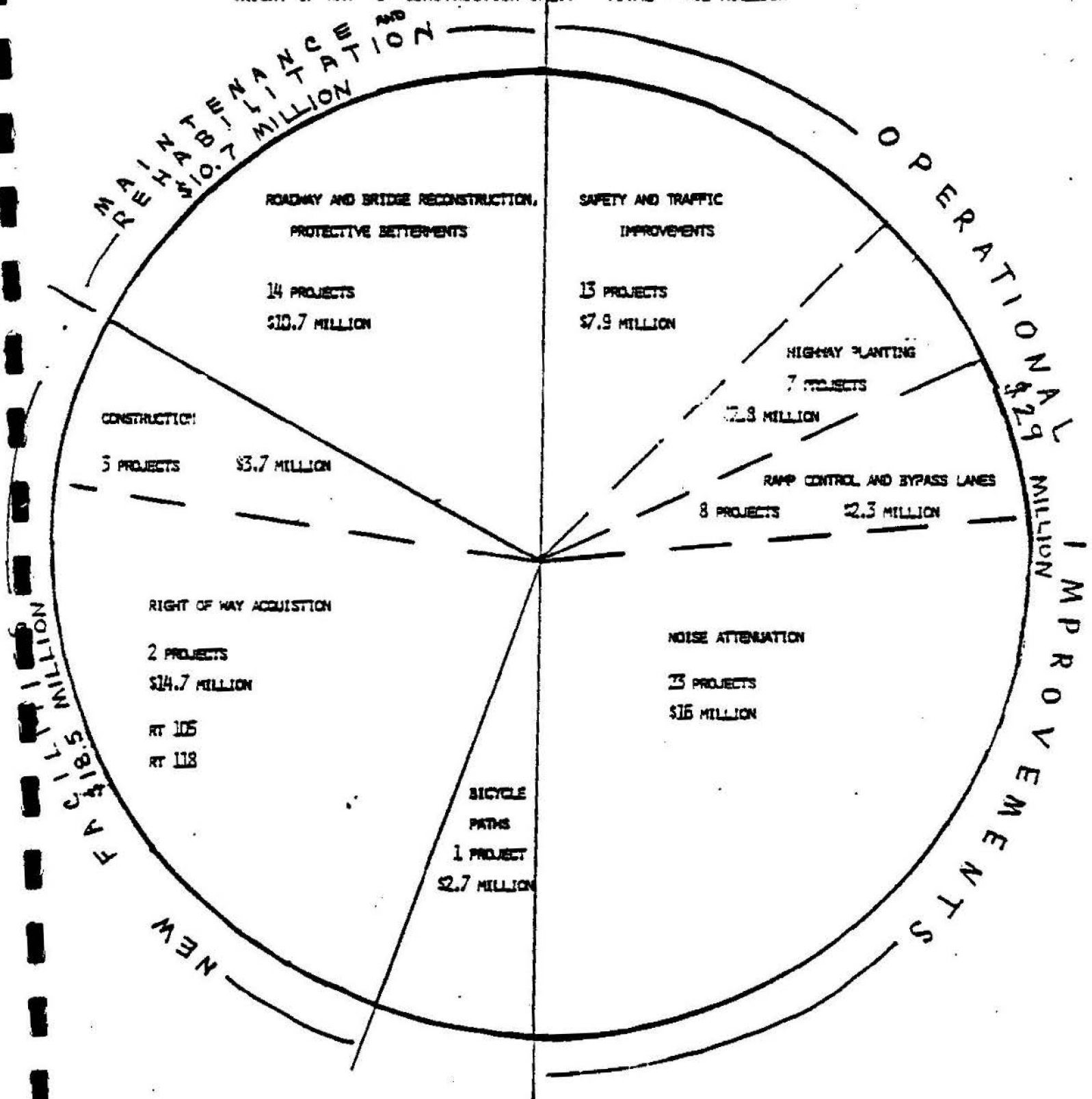
GB:bn  
 Attach.

CALTRANS STATE HIGHWAYS TIP SUBMITTAL  
 ANNUAL ELEMENT - FY 1978-79  
 FEDERAL AID URBAN  
 (RIGHT OF WAY & CONSTRUCTION ONLY)  
 TOTAL = \$16.5 MILLION <sup>1</sup>



<sup>1</sup> OF THE \$16.5 MILLION APPROX. \$2.4 MILLION WILL COUNT TOWARDS DISTRICT MINIMUM.

CALTRANS STATE HIGHWAYS TIP SUBMITTAL  
 ANNUAL ELEMENT — FY 1978-79  
 FED-AID INTERSTATE, PRIMARY, & SPECIAL FUNDS  
 (RIGHT OF WAY & CONSTRUCTION ONLY) TOTAL = \$61 MILLION





311 South Spring Street—Suite 1206  
Los Angeles, CA 90013  
(213) 626-0370

ATTACHMENT III-

January 27, 1978

Honorable Edmund G. Brown, Jr.  
Governor  
State of California  
State Capitol, First Floor  
Sacramento, California 95814

Dear Governor Brown:

Attached is a letter I sent today, as Chairman of the Los Angeles County Transportation Commission, to Secretary Brock Adams of the United States Department of Transportation on the Century Freeway. The full Commission supports prompt Federal approval of the final Environmental Impact Study (EIS) for this project so that construction can finally begin.

We are concerned that prompt Federal action on this project may be delayed because of a January 4, 1978 letter to Secretary Adams from a staff member of the Air Resources Board (copy attached). In somewhat confusing language, the staff expressed concern about the effect of building the Century Freeway on air quality. Frankly, I was of the opinion that these concerns were worked out between the Air Resources Board and Caltrans during the many months and years when the final EIS for the project was being prepared.

I would rather look at the positive side of the January 4 letter:

If the corridor is dedicated to uses such as park-and-ride facilities, buses, and/or other high occupancy vehicle (HOV) systems, it can represent an opportunity for public agencies at the federal and state level to take the lead in improving air quality.

Caltrans has proposed just such a project, with a transitway planned for the middle of the freeway.

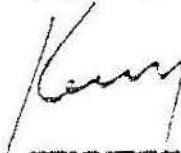
As you have indicated in discussing the Century Freeway, government has delayed too long. We need to decide, to act, while air quality is important--and the project as planned will not be detrimental to air quality--so too are economic and community-building factors. The right-of-way exists. People want and need work building the freeway.

The area to be served by the Century Freeway includes Watts and Willowbrook, where unemployment runs as high as 40%. Construction of the freeway will attract industry, which in turn will provide needed job opportunities for residents of the area.

On behalf of the Los Angeles County Transportation Commission and citizens of our area, I hope that you will support the position we have spelled out to Secretary Adams. I look forward to hearing from you on this.

Thanks for your consideration of our views.

Sincerely,

  
KENNETH EGAN  
Chairman

JCP:al  
Attachments

cc: Tom Quinn, Chairman  
Air Resources Board  
William H. Lewis, Jr.  
Executive Officer  
Air Resources Board  
Richard F. Silbermann, Secretary  
Business and Transportation Agency  
Adriana Gianfranco, Director  
Department of Transportation



LOS ANGELES COUNTY TRANSPORTATION COMMISSION

311 South Spring Street—Suite 1206  
Los Angeles, CA 90013  
(213) 626-0370

January 27, 1978

Honorable Brock Adams  
Secretary  
Department of Transportation  
Washington, D.C. 20590

Dear Secretary Adams:

I am writing you about a matter of great urgency and concern to the citizens of Los Angeles County and of all of Southern California. That matter is the Century or I-105 Freeway.

For 15 years different governmental agencies--local, State and Federal--have been struggling with how to meet the transportation needs in the corridor running due west from Los Angeles International Airport toward Orange County. Staff upon staff of these agencies have assessed, analyzed, scrutinized, and sometimes paralyzed the project. The courts have been asked to evaluate procedural aspects of the proposal.

As we discussed when you met with us in October, the California Legislature established the Los Angeles County Transportation Commission, with membership from the County, City of Los Angeles and other cities from throughout the County, as a focal point for transportation decision-making in this County. Our Commission is determined to act as an agent for action, and thus we want to urge your prompt, positive action on the I-105 Environmental Impact Statement (EIS) now under consideration by your staff.

Let me summarize some points about the I-105 project:

- . It is needed: It will serve one of the world's busiest airports and a major part of Los Angeles County not now served by expressways. The I-105 project will be of great benefit to commercial vehicles now clogging city streets--and thus will have a positive economic effect.
- . It is multi-modal: a transitway in the middle of the freeway has been added, in response to environmental concerns and in recognition of the transit needs of the future.

- It is long overdue: right-of-way for the project was cleared years ago and lies dormant now. The neighborhood deterioration which this condition breeds is all too well known to you. No positive decisions about community building--housing, health facilities, new plant facilities and so on--can be made when indecision exists.

The area to be served by the Century Freeway includes Watts and Willowbrook, where unemployment runs as high as 40%. Construction of the freeway will attract industry, which in turn will provide needed job opportunities for residents of the area.

We who live here and are elected to make decisions support the full I-105 project. The Los Angeles County Transportation Commission has included the project in its countywide Transportation Improvement Program (TIP) and so too has this region's Metropolitan Planning Organization, the Southern California Association of Governments. The California Department of Transportation has developed the final EIS calling for the highway and transitway to proceed, and included funding for I-105 in its adopted Six-Year Planning Program. Governor Edmund G. Brown, Jr. has endorsed moving ahead with the project.

Against this background, you recently received a letter from a staff member of the California Air Resources Board posing some questions about the impact of the I-105 project on air quality in our area. I urge that you consider this comment from the letter:

If the corridor is dedicated to uses such as park-and-ride facilities, buses, and/or other high occupancy vehicle (HOV) systems, it can represent an opportunity for public agencies at the federal and state level to take the lead in improving air quality.

This is precisely the project all of us are supporting. As the EIS states, I-105 is planned as a transit-highway project. Thus, I am sure that the Air Resources Board would encourage getting on with the project.

Clearly, the many benefits of the project, not only in better transportation but in what the project will do for economic and neighborhood development, must be considered in any decision to proceed. I am confident that you will consider these positive social, environmental and economic factors in your decision.

Your Assistant Secretary Terry Bracy, has been most generous in taking time with us to see--first-hand--why we need I-105. I am confident that his observations will sustain the points we are making in this letter.

Mr. Secretary, we need your help, and so do the citizens of Los Angeles and of Southern California. We need your help to work with us in securing funding for the entire I-105 project--transitway as well as highway. At some point, government needs to decide, to act. Fifteen years of study, restudy and delay are enough. As I indicated in a letter to you last August, we need prompt action on the EIS, because another year of delay will further increase costs and deny our citizens the opportunity to use this needed facility.

I know that you and your department were not the cause of this delay. However, you now have the action on this project, in the form of the final EIS for the I-105 Freeway. On behalf of the entire Los Angeles County Transportation Commission, I urge you to act positively on the I-105 project by approving the final Environmental Impact Statement.

If your staff has any questions about the position of the Los Angeles County Transportation Commission on this project, our Executive Director, Jerry Premo, is available to meet with them at the earliest possible time.

Mr. Secretary, thank you for considering our position. We look forward to working with your department on this important and needed transportation improvement.

Sincerely,



KENNETH HAHN  
Chairman

JCP:kyt  
Attachment  
Copies to:

Honorable Terry Bracy  
Assistant Secretary of Transportation

Honorable William Cox, Administrator  
Federal Highway Administration

Honorable Richard Page, Administrator  
Urban Mass Transportation Administration

Charles H. Warren, Chairman  
President's Council on Environmental Quality

Members of California Congressional Delegation

Century file



THE SECRETARY OF TRANSPORTATION  
WASHINGTON, D.C. 20590

RECEIVED FEB 27 1978

FEB 23 1978

Mr. Kenneth Hahn  
Chairman, Los Angeles County  
Transportation Commission  
311 South Spring Street, Suite 1206  
Los Angeles, California 90013

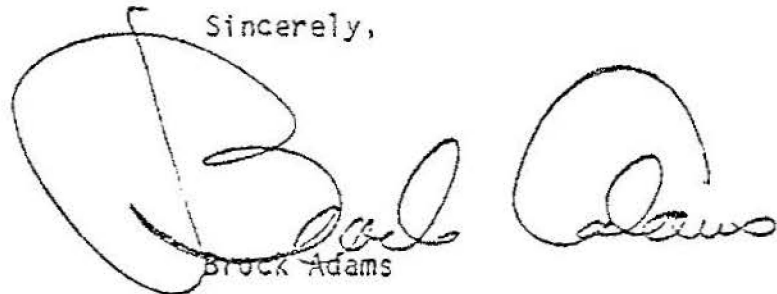
Dear Mr. ~~Hahn~~ Hahn:

Thank you for your letter of January 27, 1978, expressing support for the Century Freeway (I-105) in Los Angeles County. I understand the points you raise and assure you that I will carefully consider the position of the Los Angeles County Transportation Commission.

Action by the Department of Transportation on the final environmental impact statement (EIS) for the Century Freeway is currently pending resolution of air quality concerns expressed by the Environmental Protection Agency (EPA). Discussions between the Federal Highway Administration and the EPA are now underway. However, resolution of the matter also involves the California Department of Transportation, as well as the Southern California Association of Governments, and is likely to require several weeks.

Again, I thank you for writing to me and expressing your views on this important transportation matter. Also, I assure you this Department will take prompt action on the final EIS when the EPA concerns have been resolved.

Sincerely,

A large, stylized handwritten signature in cursive script, appearing to read "Brock Adams".  
Brock Adams

FROM SUPERVISOR KENNETH HAHN



**LACTC**

LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-6

March 22, 1978

**COMMISSIONERS:**

**KENNETH HAHN**  
CHAIRMAN  
Los Angeles County  
Supervisor

**GENE SIMON**  
VICE CHAIRWOMAN  
Councilwoman  
City of Long Beach

Los Angeles County  
Board of Supervisors:

**PETER F. SCHABARUM**  
Chairman of the Board

**EDMUND D. EDELMAN**

**JAMES A. HAYES**

**BAXTER WARD**

**DOM BRADLEY**  
Mayor  
City of Los Angeles

**JOHN FERRARO**  
President  
Los Angeles City Council

**EDMUND J. RUSS**  
Mayor  
City of Gardena

**JOHN ZIMMERMAN**  
Mayor  
City of Norwalk

**MENDEL COX**  
Citizen Representative  
City of Los Angeles

**JEROME C. PREMO**  
EXECUTIVE DIRECTOR

Honorable Alan L. Stein  
Secretary  
Business and Transportation Agency  
1120 N Street  
Sacramento, CA 95814

Dear Mr. Stein:

I appreciate receiving your March 9 letter regarding the Century Freeway. It is helpful to know that Caltrans is working with the State Air Resources Board and with both the Federal Highway Administration and the Environmental Protection Agency to resolve questions relating to the air quality impacts of the Century Freeway.

However, I want to express concern as Chairman of the Los Angeles County Transportation Commission about the lack of opportunity for direct involvement in this process by our Commission. The Los Angeles County Transportation Commission was established by the California Legislature and directed to program highway and transit projects throughout Los Angeles County. We are working closely with Caltrans, the Southern California Association of Governments, the Southern California Rapid Transit District, transit operators throughout our County and local units of government, all of which are involved in transportation planning, programming, financing and operations.

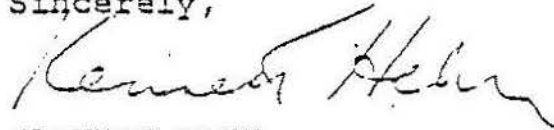
In the case of the Century Freeway, I am requesting, on behalf of the Commission, that we be included in meetings between and among involved State and Federal agencies. I find it extremely difficult to imagine State and Federal agencies deliberating on the fate of an enormously important and complex transportation facility without affording local officials an opportunity to participate. All we ask--and expect--is an opportunity to participate in decision-making on major issues affecting the citizens of our County.

Honorable Alan L. Stein  
March 22, 1978  
Page 2

Therefore, I would appreciate receiving an indication from you that such an invitation will be extended to the Commission to participate fully in deliberations relating to the Century Freeway. Jerry Premo, Executive Director of the Commission, will be our principal contact on this matter.

Thank you for your prompt consideration of our position.

Sincerely,



KENNETH HAHN  
Chairman

JCP:kyt

Copies to: LACTC Members and Alternates  
Adriana Gianturco, Director, Caltrans  
Tom Quinn, Chairman, Air Resources Board  
Omar Homme, Division Administrator, FHWA  
Paul De Falco, Regional Administrator, EPA



APR 17 1978  
File  
Century Freeway

OFFICE OF THE SECRETARY  
**Business and Transportation Agency**

1129 N STREET, P.O. BOX 1139

SACRAMENTO 95808

April 17, 1978

DEPARTMENTS  
BEVERAGE CONTROL  
HIGHWAY PATROL  
HOUSING FINANCE AGENCY  
COMMUNITY DEVELOPMENT

Hon. Kenneth Hahn, Chairman  
Los Angeles County Transportation Commission  
311 South Spring Street, Suite 1206  
Los Angeles, CA 90013

Dear Mr. Hahn:

Thank you for your recent letter regarding involvement of the Los Angeles County Transportation Commission in deliberations related to the Century Freeway. I fully agree that your Commission should be provided the opportunity to participate in the decision-making process on major transportation issues affecting the citizens of your county. You have my assurances that you will be afforded this opportunity on a regular basis, and we expect that you will take a prominent role in helping to make some of the hard decisions on this and other transportation issues.

To answer your specific concerns about involvement in the current discussions between Caltrans and the Air Resources Board, it is my feeling that the questions related to air quality basically involve a disagreement between two State agencies. The issues are clearly defined and relate more to process than to policy. I don't believe it is appropriate for your agency to have direct involvement in these discussions. There are no deliberations currently underway at the Federal level as referred to in your letter. I am confident an agreement will be reached soon and that we can expect approval of the Environmental document for the Century project in the near future.

Sincerely,

ALAN L. STEIN  
Secretary



OFFICE OF THE SECRETARY OF TRANSPORTATION  
WASHINGTON, D.C. 20590

ASSISTANT SECRETARY

MAY 26 1978

Mr. Virgil D. Waters  
Chairman, Southern California  
Transportation Action Committee  
610 South Main Street, Suite 459  
Los Angeles, California 90014

Dear Mr. Waters:

This is in reply to your letter of April 25, 1978, to Secretary Brock Adams concerning I-105 (Century Freeway) in Los Angeles County, California.

Action by the Department of Transportation (DOT) was delayed due to issues raised by the Environmental Protection Agency (EPA) and California Air Resources Board (ARB) concerning the impact of the project on air quality in the Southern California Air Basin. A recent firm commitment by California DOT and Federal Highway Administration (FHWA) to implement air quality mitigation measures has satisfied both EPA and ARB.

The resolution of air quality issues will enable us to complete our review of the project. We expect to take action on the project in the very near future.

We appreciate your interest in the project.

Sincerely,

A handwritten signature in dark ink, appearing to read "Chester Davanport", is written over a light-colored background.

Chester Davanport  
Assistant Secretary for Policy  
and International Affairs



# County Transit Panel Thrusts Itself Into Middle of Century Freeway Dispute

62  
BY LEO C. WOLINSKY

Times Staff Writer

The Los Angeles County Transportation Commission, still in its infancy, has begun to flex its muscles by thrusting itself into a federal-state dispute that is delaying progress on the stalled Century Freeway.

Commission members, under the leadership of its chairman, Supervisor Kenneth Hahn, claim they have been shut out of delicate negotiations on the project although the commission is, by law, entrusted with overseeing all transportation systems in the region.

At issue is a dispute over a letter written in January by a deputy executive officer of the state Air Resources Board asserting that the freeway project, on the drawing board for more than 15 years, presents a serious threat to the region's air quality.

That letter was passed on to the Washington office of Secretary of Transportation Brock Adams, where it resulted in a hold being placed on the review of a crucial Environmental Impact Report prepared for the freeway.

Without final acceptance of the impact statement, the state Department of Transportation (Caltrans) will be unable to win removal of a court injunction which has stalled progress on the freeway since 1972.

Although both state and federal officials are negotiating over the letter, the county transportation commission has charged that no one is representing the cities along the proposed 17½-mile route from El Segundo to Norwalk.

"It's a philosophical issue," said Jerome C. Premo, executive director of the commission which began operating in January 1977 as the result of a new state law.

"This project is to be built in Los Angeles County and it seems to me where a major project is to be built, a major government agency such as we are should be let in on what is going on."

Premo said the importance of the agency is underscored by the fact that it controls \$150 million in federal and state transit subsidies which flow into the region yearly.

And yet, he said, it was only by

chance that anyone in the agency was made aware of the Air Resources Board letter and the effect it had on the Century Freeway project.

"I was in Sacramento and happened to drop by the resources board office to introduce myself and was then, for the first time, made aware of the letter," he said.

"As a result of that letter, the federal review of the environmental impact statement is stopped until everyone at the nonfederal level gets their game together.

"We're talking about millions of dollars of inflation for every month of delay. It seems to me we should have been made aware of the letter and we weren't."

The letter which stirred up the hornets nest has come under attack from officials within the Brown Administration, which now openly favors the freeway, as well as a score of other public officials.

Nonetheless the unequivocal charges made in the letter were strong enough to prompt Secretary Adams to place an immediate hold on

Please Turn to Page 6

# FREEWAY DISPUTE

Continued from First Page  
the impact statement. (632)

A portion of the letter, signed by James D. Boyd, indicates the environmental statement is misleading as to its effect on air quality.

"The air quality assessment in the statement suggests that there will be no significant air quality impact regardless of whether this major freeway is constructed," the letter says.

"However it should be noted that significant reductions in vehicular emissions are needed to protect public health and to attain the national ambient air quality standards in Los Angeles metropolitan area where this project is proposed."

"Spending \$670 million of public funds for a new 17½ mile freeway which provides no significant emissions reductions, no improvement in air quality and supports increased vehicular usage does not contribute to the attainment of the national standards. . . ."

The letter concludes by stating that the project as proposed should be substituted with park-and-ride facilities, buses or other high-occupancy transit systems.

"Certainly," it continues, "the private sector will not be motivated to reduce air pollution from its facilities if public agencies are not developing projects that also reduce air pollutant emissions."

Hahn attacked the letter in his own correspondence with Adams, claiming the air resources official failed to note that the Century Freeway will have a portion dedicated to a high-speed mass transit system and did not take into account its possible economic impact on the area.

"The many benefits of the project, not only in better transportation but in what the project will do for economic and neighborhood development must be considered in any decision to proceed," Hahn wrote.

"Fifteen years of study, restudy and delay are enough. As I indicated in a letter to you last August, we need prompt action on the (environmental statement) because another year of delay will further increase costs and deny our citizens the opportunity to use this needed facility."

Hahn received a reply from Adams thanking him for his concern and indicating talks were under way between the state and federal government over the implications of the letter. But Adams made no mention of including the commission or other local officials in the talks.

Hahn replied with a terse statement released through the commission:

"I find it extremely difficult to imagine state and federal agencies de-

liberating on the fate of an enormously important and complex transportation facility without giving local officials an opportunity to participate," Hahn said.

"The L.A. County Transportation Commission was established by the Legislature to program highway and transit projects throughout the county."

"To think we weren't invited to deliberate with Caltrans and other agencies on this subject is inconceivable."

Adams indicated discussions are taking place on the federal level between the Federal Highway Administration and the Environmental Protection Agency. He also indicated a decision will be reached after consultation with the California Department of Transportation and the Southern California Assn. of Governments, but did not say how close the sides were to agreement.

Meanwhile, Hahn also followed up with a letter to Alan L. Stein, secretary of California's Business and Transportation Agency, pleading for an opportunity to be brought into the process before the outcome is a foregone conclusion.

Stein has not replied to his letter.

When contacted in Sacramento, an aide to Stein said the matter has been discussed but no decision has been made nor a response issued to Hahn's criticism.

"The problem is not so much the status of the commission but just that the secretary is new in his position and needs to be briefed on the whole Century Freeway project," said Michael Evanhoe, assistant to Stein.

Evanhoe said he has no idea what progress has been made on negotiations over the resources board letter because no one from Adams' office has made direct contacts with officials at the state level.

But Evanhoe brushed aside the suggestion that the state as well as the county commission has been left out of the process.

"Everyone is involved," he said. "There is no us and no them—no here and no there. We just haven't heard anything yet."



LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 371 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-03

May 8, 1978

JEROME C. PREMO  
EXECUTIVE DIRECTOR

Ms. Adriana Gianturco  
Director  
Department of Transportation  
1120 N. Street  
Sacramento, CA 95814

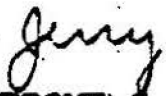
Dear Adriana:

At its April 26th, meeting the Los Angeles County Transportation Commission considered your April 11th, letter to Chairman Hahn regarding redesignation of Route 11 to be added to the Federal-Aid Interstate System (FAI).

The Los Angeles County Transportation Commission concurs with your departments efforts to seek redesignation of that portion of Route 11 in Los Angeles County from the proposed Interstate 105 to Interstate 10. The Commission requests, though, your consideration and that of FHWA of the redesignation of full Route 11 for funding under the Federal-Aid Interstate Program.

We appreciate your efforts on behalf of Los Angeles County to seek this redesignation, and we look forward to working with you and your department in securing Federal approval of this proposal.

Sincerely,

  
JEROME C. PREMO  
Executive Director

TE:bn

cc: Honorable Glenn Anderson  
Omar L. Homme, FHWA Division Administrator  
Bob Datel, Caltrans  
Bill Ackermann, SCAG



# Congress of the United States

House of Representatives

Washington, D.C. 20515

300 Long Beach Boulevard  
(P.O. Box 2289)  
Long Beach, California 90801  
Telephone (313) 348-3721

- TRANSPORTATION
- CHAIRMAN, AVIATION SUBCOMMITTEE
  - MEMBER, SURFACE TRANSPORTATION SUBCOMMITTEE
  - MEMBER, WATER RESOURCES SUBCOMMITTEE
- MERCHANT MARINE AND FISHERIES
- MEMBER, FISHERIES AND WILDLIFE CONSERVATION AND THE ENVIRONMENT SUBCOMMITTEE
  - MEMBER, MERCHANT MARINE SUBCOMMITTEE
  - MEMBER, OCEANOGRAPHY SUBCOMMITTEE
- MEMBER, NATIONAL TRANSPORTATION POLICY STUDY COMMISSION

May 23, 1978

Honorable Edmund J. Russ  
Mayor, City of Gardena  
1700 West 162nd Street  
Gardena, CA 90247

Dear Mayor Russ,

Thank you for sending me a copy of your memorandum of transmittal on the Artesia hook-up to the Harbor Freeway. I'm glad our positions agree.

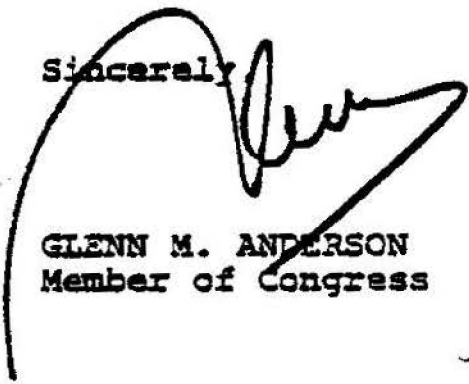
I would like you to know about an amendment I added to the 1978 Federal-aid Highway bill during our Committee's mark-up. This amendment provides that the 20.5 mile segment of the Harbor Freeway from FAI Route 10 to State Route 47 in San Pedro shall be designated as interstate as such mileage is made available to DOT by withdrawals.

If we can hold this amendment in conference with the Senate and if additional mileage becomes available, the Freeway would be eligible for 90-10 rather than existing 70-30 federal/state matching funds. Thus our proposal on Artesia would see the available \$10 million stretch a lot further.

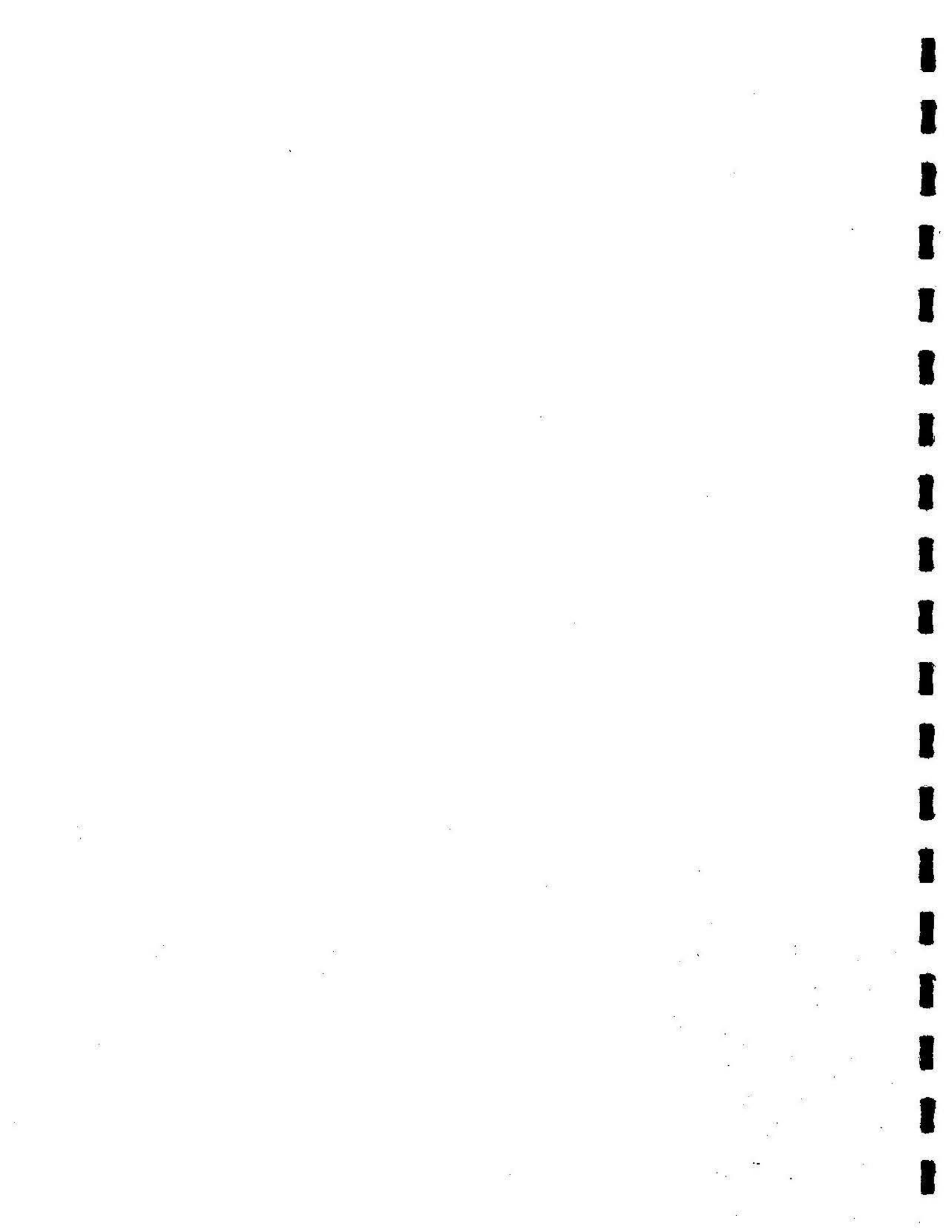
I will keep you advised of the status.

Best regards.

Sincerely,

  
GLENN M. ANDERSON  
Member of Congress

GMA/wj





LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 371 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-

May 10, 1978

COMMISSIONERS:

KENNETH HAHN  
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Los Angeles County  
Supervisor

RENEE SIMON  
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City of Long Beach

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PETER F. SCHABARUM  
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Mayor,  
City of Norwalk

WENDELL COX  
Citizen Representative,  
City of Los Angeles

JEROME C. PREMO  
EXECUTIVE DIRECTOR

Honorable Walter Ingalls  
Chairman of the Assembly  
Transportation Committee  
State Capitol, Room 4016  
Sacramento, CA 95814

Dear Walt:

Over the past six months, the Los Angeles County Transportation Commission and its subcommittees have had under discussion proposed amendments to AB 1246.

At our April 12 meeting, the Commission approved the following positions for submittal to you for consideration in a 1246 clean-up bill.

- a) Additional transit operators meeting the criteria to be developed by the LACTC should be made eligible for Transportation Development Act (SB 325) funding.
- b) Amend AB 1246 to permit the LACTC to abandon the 15% guarantee of Transportation Development Act funds to included municipal operators and to allocate Transportation Development Act and Section 5 funds by formula provided that the LACTC shall have first adopted a formula for allocation of such funds.
- c) Any formula for allocation of funds should be applied to Section 5 funds as well as Transportation Development Act funds.
- d) A percentage of the funds available should be retained by the LACTC for discretionary allocation. No position was reached by the Commission at this time as to the appropriate discretionary percentage. Based on current funding approximately \$1.5 million would be available for each 1% set aside.

Honorable Walter Ingalls

May 10, 1978

Page 2

- e) The allocation formula should be simple and based on measureable and verifiable factors such as mileage, patronage, number of buses, etc.
- f) Amend AB 1246 to state that, if the LACTC decides to adopt a formula for the allocation of Transportation Development Act and Section 5 funds, such formula shall be adopted after a public hearing and shall remain in effect for 3 years.
- g) That 8 votes of the members of the Commission is required to establish and/or change the funding formula.
- h) That 8 votes of the members of the Commission shall be required to provide Article 4 TDA (SB 325) funds to any applicant which has not previously received Article 4 funds.
- i) That the LACTC assure the municipal operators that the 15% guarantee will not be abandoned by the Commission until an acceptable formula is derived.

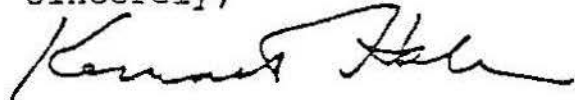
As pointed out in the Commission's enabling legislation, LACTC is responsible for the coordination of the transportation planning and development in Los Angeles County. I believe these amendments give the Commission the required flexibility to allocate the available state and federal funds against a formula that considers not only bus system miles, but would also take into account system efficiency and patronage as factors in an allocation formula.

The transit operators were very active in the development of the proposed amendments, and I feel reflect their concerns for equity and funding stability.

Mr. Premo and the Commission staff will continue their work with D.J. Smith and your staff on specific language that you may want to consider.

I appreciate your consideration of our amendments, and look forward to working with you in the months ahead on the many transportation issues that face our county.

Sincerely,



KENNETH HAHN  
Chairman





DEPARTMENT OF TRANSPORTATION  
 URBAN MASS TRANSPORTATION ADMINISTRATION  
 WASHINGTON, D.C. 20590

RECEIVED MAY 2 1978

Mr. Jerome C. Premo  
 Executive Director  
 Los Angeles County  
 Transportation Commission  
 311 South Spring Street  
 Suite 1206  
 Los Angeles, California 90013

MAY 19 1978

Dear Mr. Premo:

This is in response to your letter of March 28, 1978 concerning the possibility of your Commission acting as the designated recipient and single applicant for Section 5 funds in Los Angeles County.

Your specific question was "Should the Commission proceed along these lines, would it be possible to make a single 'maintenance of effort' calculation for all participating carriers in the County regardless of whether all carriers are included in a specific application?"

As we discussed during your visit to Washington earlier this month the answer to your question is yes this would be possible, however, there are certain conditions that would have to be met and included as a part of the application. Your application should be in accordance with UMTA Circular 9050.1 "Application Instructions for Section 5 Operating Assistance Projects" dated June 10, 1977 which I am sure you are well acquainted with. Specific requirements for "Designation of Recipients" include a letter of concurrence by the Governor, concurrence by the effected mass transit operators, a certified resolution by the Southern California Association of Governments and an opinion of Counsel from your Commission. Concerning your question on Maintenance of effort, we would require documentation in the application to ensure that as a condition of eligibility that the sum of the amounts of non-Federal funds applied to eligible operating expenses in the project year for the affected operators not be less than the average contribution from such sources in the two preceding local fiscal years.

As long as we can verify this and have assurances that in the aggregate the minimum maintenance of effort is met it would then be possible to submit a combined or single operating assistance application.

I hope this information is helpful to you as you consider ways to minimize the amount of paperwork required to obtain Federal funds and improve the quality of transit management and administration in Los Angeles County. Should you have any additional questions please contact me or Mr. Dee Jacobs, Regional Director in our San Francisco Office, who has the responsibility for reviewing any subsequent operating assistance applications you may prepare.

Sincerely,



John K. Taylor  
Associate Administrator  
for Transit Assistance

cc: Dee Jacobs



# LACTC

LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626-037

March 1, 1978

**COMMISSIONERS:**

**KENNETH HAHN**  
CHAIRMAN  
Los Angeles County  
Supervisor

**RENEE SIMON**  
VICE CHAIRWOMAN  
Councilwoman,  
City of Long Beach

Los Angeles County  
Board of Supervisors:

**PETER F. SCHABARUM**  
Chairman of the Board

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City of Los Angeles

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Los Angeles City Council

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City of Gardena

**JOHN ZIMMERMAN**  
Mayor,  
City of Norwalk

**WENDELL COX**  
Citizen Representative,  
City of Los Angeles

**JEROME C. PREMO**  
EXECUTIVE DIRECTOR

**Mr. Dee Jacobs**  
Regional Director  
UMTA  
Two Embarcadero Center  
Suite 620  
San Francisco, CA 94111

**Mr. John Taylor**  
Acting Associate Administrator  
for Transit Assistance  
UMTA  
400 7th Street, S.W.  
Washington, D.C. 20590

Dear Dee and John:

At its February 27, 1978 meeting, the Los Angeles County Transportation Commission approved the allocation of \$1,614,994 in UMTA Section 5 operating assistance for Fiscal Year 1977/78 for twelve municipal operators within Los Angeles County. (See attachment and enclosed report) The LACTC has requested that the Southern California Association of Governments approve this allocation and the appropriate amendments to the 1977/78 Transportation Improvement Program. (See attached letter)

As indicated in the attachments, operators' deficits have been met in 1977/78 by utilizing Los Angeles County subsidies and uncommitted prior year Section 5 allocations, before allocating new Section 5 funds. In addition, the Long Beach Public Transportation Company and the City of Montebello have agreed to reprogram pending Section 5 capital grants to Section 3 grants, thereby providing \$1,426,244 for operating assistance to these operators. Of this amount, \$1,118,772 for vehicle purchase is now reprogrammed in the pending UMTA grant CA-03-0172 for the Long Beach Public Transportation Company. The remaining \$307,472 is for CA-05-0022, the City of Montebello's pending grant for vehicle purchase. In reprogramming CA-05-0022, the LACTC has agreed to support Montebello's amendment request to include the entire replacement of eight (8) buses at \$95,000 per bus with a federal share of 80 percent or \$608,000.

Mr. Dee Jacobs  
Mr. John Taylor  
March 1, 1978  
Page 2

Should UMTA be unable to approve Section 3 grants for these operators by the end of this calendar year, the LACTC has agreed to consider State TDA funding for these projects. Also, a similar agreement was made with the City of Gardena, which is now preparing a new Section 3 grant application for vehicle purchase and a bus maintenance facility. (See attached letters) We appreciate your consideration of this reprogramming request and look forward to an early approval of the pending Long Beach and Montebello grants and to a prompt review of the Garden grant when it is submitted in the near future.

The UMTA Section 5 allocation, approved by the LACTC for 1977/78, is as follows:

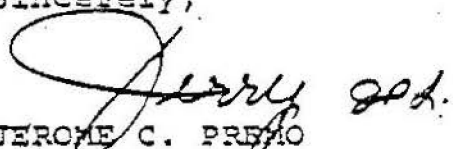
\$51,473,000	Los Angeles County Allocation
<u>- 49,100,000</u>	SCRTD Allocation
\$ 2,373,000	Available for Other Operators
<u>- 1,614,994</u>	Allocated to Other Operators
\$ 758,006	Carryover to FY 1978/79

As indicated above, \$758,006 remains as carryover in Fiscal Year 1977/78 funding, as well as the \$2.4 million in Section 5 funds as yet unallocated by SCAG. Requests for further funding assistance in 1977/78 for approved operators will be considered by the LACTC and acted upon no later than May 1, 1978.

It is anticipated that the above allocation and appropriate 1977/78 TIP amendments will be approved soon by SCAG and that notification of the SCAG action will be sent to you shortly.

Please do not hesitate to contact me or Tisa Hanson of our staff should you have any questions or need additional information.

Sincerely,

  
JEROME C. PREMIO  
Executive Director

TH:kyt

Attachments

ARTICLE 4.5 PROGRAM

FY 1978/1979

<u>OPERATOR</u>	<u>PROGRAM DESCRIPTION</u>	<u>CARRYOVER 77/78</u>	<u>78/79 ALLOCATION</u>	<u>AVAILABLE FOR USE IN 78/79</u>
Compton	Van DAR for E & H & Disadvantaged Operated by Local Cab Co.	\$ 26,140	\$ 44,100	\$ 70,240
Downey	Van DAR for Handicapped	\$ 22,500	\$ 10,500	\$ 33,000
Glendora	Mini-Bus DAR for E & H	\$ 13,289	\$ 9,748	\$ 23,037
Hawaiian Gardens	Special DAR Bus Service to fixed Locations	No Funding FY '78	\$ 15,050	\$ 15,050
Lomita	Taxicab DAR for Elderly	\$ 11,209	\$ 8,551	\$ 19,760
Lynwood	Van DAR for E & H	\$ 7,464	\$ 5,930	\$ 15,480
L.A. CITY ECHO PARK/ Silverlake	User Side Subsidy Taxi DAR for E & H Disadvantaged to any City Location	No Funding FY '78	\$150,000	\$150,000
Harbor	Shared Ride Taxi DAR User Side Subsidy Program for E & H Disadvantaged to any Location in Project Area	\$142,415	\$ 55,000	\$197,415
Venice	Van DAR for E & H	\$143,113	\$ 35,000	\$178,113
LA County	Van DAR for Transportationally Handicapped in East Los Angeles	\$121,000	\$ 18,067	\$139,067
Monterey Park	Van DAR for E & H Disadvantaged	\$ 13,987	\$ 9,773	\$ 23,760
Pomona	4 City Joint Powers, Van DAR for E & H	-0-	\$ 51,840	\$ 51,840
Redondo Beach	Taxicab DAR for E & H	\$ 16,860	\$ 18,140	\$ 35,000
		<hr/>	<hr/>	<hr/>
		\$517,977	\$431,699	\$951,762

E - Elderly  
H - Handicapped  
DAR - Dial-A-Ride

LOS ANGELES COUNTY TRANSPORTATION COMMISSION

IN THE MATTER OF THE JURISDICTIONAL )  
 DISPUTE BETWEEN THE SOUTHERN CALIFORNIA )  
 RAPID TRANSIT DISTRICT AND THE CITY OF ) DECISION AND ORDER  
 SANTA MONICA MUNICIPAL BUS LINES )

The attached Proposed Decision and Order of the Special Committee on Arbitration is adopted by the Los Angeles County Transportation Commission as its Decision and Order in the above-entitled matter.

This Decision and Order shall become effective on March 8, 1978, the date of its adoption.

Dated: March 8, 1978

LOS ANGELES COUNTY  
 TRANSPORTATION COMMISSION

By *Kenneth Hahn*  
 KENNETH HAHN  
 Chairman

LOS ANGELES COUNTY TRANSPORTATION COMMISSION

IN THE MATTER OF THE JURISDICTIONAL )  
DISPUTE BETWEEN THE SOUTHERN CALIFORNIA ) PROPOSED DECISION  
RAPID TRANSIT DISTRICT AND THE CITY OF ) AND ORDER  
SANTA MONICA MUNICIPAL BUS LINES )

This matter came on regularly for hearing before the Special Committee on Arbitration of the Los Angeles County Transportation Commission on Friday, February 10, 1978, at 12:00 noon, at the Hall of Administration, Room 374-A, 500 West Temple Street, Los Angeles, California, and was heard on that date.

Suzanne B. Gifford, Assistant General Counsel, appeared on behalf of the Southern California Rapid Transit District, and Shirley L. Kirby, Deputy City Attorney, City of Santa Monica, appeared on behalf of the City of Santa Monica Municipal Bus Lines.

Evidence having been introduced, and the matter submitted, the Los Angeles County Transportation Commission finds:

FINDINGS OF FACT

1. Prior to December 9, 1977, Santa Monica Municipal Bus Lines (hereinafter sometimes "SMMBL") was the sole provider of local bus service on Wilshire Boulevard between Federal Avenue and Ocean Avenue in the City of Santa Monica. This service is designated as Line No. 2.
2. On December 9, 1977, the Southern California Rapid Transit District (hereinafter sometimes "SCRTD") began running a local bus service on Wilshire Boulevard between Federal Avenue and Ocean Avenue in the City of Santa Monica. This service is designated as Line 83.
3. Prior to December 9, 1977, SCRTD operated a limited bus service on Wilshire Boulevard between Federal Avenue and Ocean Avenue. This service was also designated as Line 83.
4. A "local service" is a block to block operation whereby passengers are carried between all stops on a route.

5. The "limited service" as provided by SCRTD's Line 83 in this area prior to December 9, 1977, means that within that area no local passengers were picked up in the westbound direction and no local passengers were discharged in the eastbound direction.

6. SCRTD did not obtain the consent of SMMBL prior to establishment of this new local bus service.

7. SMMBL has objected and continues to object to the establishment and operation of local bus service in this area by SCRTD.

8. The scheduled local bus service in this area provided by SCRTD since December 9, 1977 is every eight (8) minutes. The scheduled local bus service by SMMBL in this area was on December 9, 1977, and is on the date of this hearing every fifteen (15) minutes.

9. There is evidence that since December 9, 1977, SCRTD's buses have picked up and discharged passengers at various locations on Wilshire Boulevard between Federal Avenue and Ocean Avenue.

10. There is evidence that persons who would ordinarily ride SMMBL's Line No. 2 in this area are now riding SCRTD's Line 83.

11. SCRTD's Line 83 now provides the same local bus service in this area as does SMMBL's Line No. 2.

12. The fare on SMMBL's Line No. 2 is presently 25 cents. The fare on SCRTD's Line 83 is presently 40 cents.

13. Approximately sixteen percent (16%) of the revenues of SMMBL is derived from the No. 2 Line.

14. Section 30637 of the Public Utilities Code provides in pertinent part that SCRTD

"... shall not establish, construct, complete, acquire, operate, extend, or reroute (all of the foregoing being hereinafter referred to by the word "establish" in all forms thereof), directly or indirectly, either itself or by lease or contract with any other person or otherwise, any rapid transit service or system in such manner or form as will or may, either then or at any time in the future, divert, lessen, or compete for the patronage or revenues of the existing system of a publicly or privately owned public utility without the consent of the public utility, if the existing system has been in operation since at least August 1, 1974."



15. Section 99281 of the Public Utilities Code provides in pertinent part that SCRTD

"... shall have authority to operate or establish new routes or extend existing routes in all or part of the area outside a municipal operator, except where the operation or establishment of such service will compete with or divert patronage from an existing service of any included municipal operator or service in a reserved service area under Section 99280; ... ."

16. Section 99221 of the Public Utilities Code provides in pertinent part that:

"... The policy of the Legislature is that new services to meet public transportation needs outside of the municipalities presently operating bus systems which do not compete with, or divert patronage from, an existing operating bus system of an included municipal applicant under Section 99280, shall be provided and controlled by the Southern California Rapid Transit District in its role as the responsible public agency for providing public transportation systems and facilities within the region."

#### CONCLUSIONS OF LAW

By reason of the foregoing, the Los Angeles County Transportation Commission concludes that:

1. SCRTD has violated the provisions of Section 30637 of the Public Utilities Code by establishing and operating a local service (SCRTD Line 83) in an area heretofore and presently served by a SMMBL local service (SMMBL Line No. 2), which now does, and may in the future, divert, lessen, and compete for the patronage or revenues of the local service provided by SMMBL, all without the consent of SMMBL;

2. SCRTD has violated the provisions of Section 99281 of the Public Utilities Code by establishing and operating a local service (SCRTD Line 83) in an area heretofore served by a SMMBL local service (SMMBL Line No. 2), which will compete with and divert patronage from the existing local service provided by SMMBL; and

3. SCRTD has violated the policy of the Legislature of the State of California as expressed in Section 99221 of the Public Utilities Code by establishing and operating a local service (SCRTD Line 83) in an area heretofore served by a SMMBL local service (SMMBL Line No. 2), which competes with and diverts patronage from the existing local service provided by SMMBL.

WHEREFORE, the following Order is made:

ORDER

Pursuant to the foregoing Findings of Fact and Conclusions of Law, it is ordered that:

1. Southern California Rapid Transit District shall cease and desist from operating its Line 83 on Wilshire Boulevard between Federal Avenue and Ocean Avenue in the City of Santa Monica, as a local service, by no later than April 2, 1978.

2. Subsequent to compliance with Order No. 1, supra, in the event that Southern California Rapid Transit District wishes to establish a local service on Wilshire Boulevard between Federal Avenue and Ocean Avenue, Southern California Rapid Transit District shall either obtain the consent of Santa Monica Municipal Bus Lines to establishment of such service, or shall apply to the Los Angeles County Transportation Commission for a resolution of the matter by the Commission.

The Decision and Order shall become effective upon the date of its adoption by the Los Angeles County Transportation Commission.

The undersigned, Chairman of the Special Committee on Arbitration (SPCA), hereby submits the foregoing which constitutes the Proposed Decision and Order of the SPCA, in the above entitled matter as a result of the hearing held before the SPCA on February 10, 1978, at Los Angeles, California, and recommends its adoption as the decision of the Los Angeles County Transportation Commission.

Dated: March 1, 1978

Wendell Cox

WENDELL COX, Chairman  
Special Committee on Arbitration

ORDINANCE NO. 11

An ordinance amending Ordinance No. 1, the Los Angeles County Transportation Commission Administrative Code, relating to resolution of jurisdictional disputes between operators.

The Los Angeles County Transportation Commission do ordain as follows:

1. "Article 10 Procedure to Resolve Jurisdictional Disputes Between Operators" is added to Ordinance No. 1, the Los Angeles County Transportation Commission Administrative Code, adopted April 27, 1977, to read:

Article 10. Procedure to Resolve Jurisdictional Disputes  
Between Operators

A. Notice to Affected Operator(s)

Any operator who anticipates taking any action which may adversely affect another operator shall notify the affected operator in writing and shall provide the Commission with copies of the notification. If there is any reasonable doubt as to whether the action may be objected to by another operator, such notice is to be given. No action is to be taken until either:

1) The affected operator states that it has no objections. The affected operator shall have no more than 20 working days from receipt of the notice to respond. Failure to respond within that period shall be interpreted as meaning that the affected operator has no objections to the proposed action; or,

2) The matter is resolved via the remaining steps in this Procedure.

B. Meeting of Operators

The affected operator(s) may request in writing a meeting with the operator proposing the action to resolve any differences. The meeting should normally take place within one (1) week of the request. The Commission is to be notified in writing of the date, time, and place of such a meeting. Operators shall act in good faith in their efforts to come to an agreement. If the operators reach a mutually satisfactory agreement, the Commission is to be notified in writing of the nature and conditions of the agreement. Any party to the dispute may refer the dispute to the Commission at any time after the initial meeting between the operator(s). Any such referral shall be in writing and shall state the nature of the dispute.

C. Mediation by Commission Staff

Upon receipt of notification from one or more parties to the dispute that agreement cannot be reached, the Executive Director or his designated staff member shall make an effort to mediate the dispute and bring about an agreement. If an agreement is not reached within ten (10) working days from receipt of the notification, the matter shall be referred to the full Commission at its next regularly scheduled meeting following the close of the ten-day period.

D. Assignment to the Arbitration Committee

Upon referral of the dispute to the Commission, the Chairman shall refer the matter to the Arbitration Committee (AC) which shall hold a hearing on the dispute and shall forward to the full Commission for appropriate action its Proposed Decision and Order. The Executive Director shall formally notify all parties to the dispute that the Commission is assuming jurisdiction of the dispute and that the AC will hold a hearing, which shall be open to the public, at a specified time and place, and that said hearing will be conducted according to the following rules of procedure.

1) Parties shall submit to the AC (original plus three copies, with copy to opposing party), five (5) days prior to the hearing date, points and authorities, affidavits, declaration, exhibits and other evidence intended to be used at the hearing, and request to exchange information and documents.

If affidavits or declarations under penalty of perjury are to be used, the affiant or declarant must be present and available at the hearing for questioning by the opposing party or by AC.

2) Arguments at the hearing will normally be limited to 30 minutes by each party. Parties are to have right to submit additional written arguments within one (1) week after the hearing. Service to be made in the same manner as provided in Rule No. 1.

3) Commission staff shall, if directed by the AC, provide to the AC its analysis of the dispute and its recommendation as to the appropriate Commission action.

4) Within a reasonable time after the right to submit additional arguments has expired, the AC shall prepare and forward to the Commission for appropriate action its Proposed Decision and Order (PDO).

E. Commission Action

1) Upon receipt of the PDO, the Commission may take any one of the following actions:

a. Approve and adopt the PDO; or

b. Refer the matter back to the AC; or

c. Require a transcript of the testimony and other evidence relevant to the decision of AC and take such action as in its opinion is indicated by the evidence. In such case the Commission's decision may cover all phases of the matter, including the deletion or addition of any condition; or

d. Set the matter for public hearings before itself. Such public hearing shall be held de novo as if no hearing previously had been held.

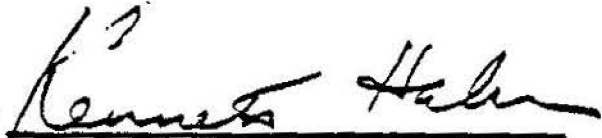
2) In taking any of the foregoing actions, the Commission shall not hear or consider any argument or evidence of any kind other than the evidence received from AC, unless it is itself conducting a public hearing on the matter.

3) The Commission shall serve notice of its action on all parties.

4) The decision of the Commission shall be final and conclusive.

2. The effective date of this ordinance shall be April 12, 1978.

The Los Angeles County  
Transportation Commission

BY   
Chairman

ATTEST:

Executive Director of the Los Angeles  
County Transportation Commission


\_\_\_\_\_

I heraby certify that at its meeting of \_\_\_\_\_, the  
foregoing ordinance was adopted by the Los Angeles County Transportation  
Commission.

Executive Director of the Los Angeles  
County Transportation Commission

\_\_\_\_\_

APPROVED AS TO FORM:  
JOEN E. LARSON  
County Counsel

BY   
Ronald L. Schneider  
Principal Deputy County Counsel



EXECUTIVE SUMMARY OF THE  
PHASE I REPORT  
TO THE  
LOS ANGELES COUNTY TRANSPORTATION COMMISSION

BY  
ATE MANAGEMENT AND SERVICE COMPANY, INC.

AND  
SIMPSON AND CURTIN

MAY 18, 1978

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## INTRODUCTION

The Los Angeles County Transportation Commission, in awarding a contract to the professional firms of ATE Management and Service Company and Simpson and Curtin, Consulting Transportation Engineers, required the answers to a series of questions concerning major Los Angeles County Bus Operators. Since some of the questions needed comparatively quick responses, the overall work program was divided into two phases, with the most urgent questions to be addressed in a Phase I report, to be delivered to the Commission in May, 1978. The Phase II report, to be delivered to the LACTC in August will further refine the basic work of the tasks included in Phase I, and set the stage for Performance Audits of the major Los Angeles County bus operators.

This is the Executive Summary of the Phase I report of this project. In order to manage the data gathering and assemble the information gathered during the course of the Phase I study, the total effort was divided into three principal tasks addressing concerns expressed by the Commission, as well as questions posed in A Review of Selected Issues; Southern California Rapid Transit District and Los Angeles County Transportation Commission, published in July, 1977 by the Legislative Analyst - State of California. This summary presents the findings of these tasks in the following sequence:

Task 1 - "Financial and Budget Review of Major Los Angeles County Bus Operators"

Task 2 - "Comparison and Analysis of Performance Characteristics," a measurement of Los Angeles County operations with their peers throughout the country.

Task 3 - "Identification of Service and Staff Coordination Opportunities"

Due to the Commission's need of quick responses in these study areas, efforts began within hours of the March 8 announcement of the award to ATE/Simpson and Curtin.

This Executive Summary presents the efforts of the professional team over the past eight weeks in acquiring, developing and analyzing information and data needed by the Commission in "reaching preliminary, substantial conclusions on several issues which are of particular urgency within the county at this time." It summarizes the team's answers to the specific questions posed by the Request for Proposal prepared by the Commission.

## SUMMARY AND CONCLUSIONS

Because of the comprehensive nature of the first phase of this project, the three task activities were assigned to individual teams with overall continuity provided by a project manager. This involved over twenty transit professionals from ATE and Simpson and Curtin and in excess of one hundred interviews with various personnel in Los Angeles County. The three teams worked independently on their tasks, with conclusions and recommendations summarized and documented in three technical memoranda. The specific conclusions of these memoranda can be summarized as follows:

### Task I: Financial and Budget Review

1. The process of preparing operating budgets (current year and one year projections) is adequate for all eight TDA operators. The larger operations SCRTD, Santa Monica and Long Beach provide exceptionally well documented and valid budgets. The smaller municipal operators suffer in some areas because of constraints relating to certain cost projections and do not provide detailed written documentation of budgets. However, this performance is adequate for municipal budgeting purposes, but will require expansion for UMTA Section 15 and commission purposes.

2. The preparation of five year projections was found to contain flaws which could lead to uncertainty regarding the validity of these longer term projections. However, it was clearly demonstrated that any problems with five year projections were cured in the preparation of current and one year projections of operating budgets, and that these "flaws" were more a reflection of the nature of five year budgeting in general than any serious budgeting problems.

3. The SCRTD did realize the savings projected as a result of its "recent service cutbacks," although it was difficult to trail these savings within RTD statements. The team is satisfied that actual savings were realized.

4. Several recommendations suggesting changes in internal and external reporting procedures have been presented to the Commission for review.

### Task II: Comparison and Analysis of Performance Characteristics of Los Angeles County TDA Systems with their Peers Throughout the Country

The peer group comparisons include:

1. Overall operating performance, based on the general efficiency measures used by the transit industry, which include passengers-per-vehicle mile, operating cost-per-vehicle-mile, deficit-per-mile and operating deficit per passenger and others are used in this analysis.

2. Transportation performance, showing the efficiency of utilization of vehicles and manpower in the various systems. This measure points out the SCRTD's much higher than average annual miles per vehicle and higher than average system operating speed.

3. Maintenance performance, indicating SCRTD's unusually high average fleet age, a higher than average number of road service calls, but a better than average fuel consumption rate.

### Task III: Service and Staff Coordination Opportunities

1. In regard to improved service coordination between the eight carriers (plus Norwalk for this analysis only), a number of areas of service duplication and overlap were identified. The team felt that these conditions could be revised in the short term with the result of providing an improved transit product, and an annual cost savings of approximately 1.8 million dollars.

2. The team also concluded that there were improvement possibilities in the areas of fare coordination and a general tightening of street performance within the existing operations. These conclusions do not reflect operating inefficiency, but rather are a suggestion that there be a "fine tuning" of on-street service.

3. The team saw good possibilities for short-term savings in the area of purchasing and grants administration.

4. Longer term savings and/or an improved transit product were seen as possibilities through changes in the areas of maintenance facility planning and use, as well as marketing and training.

5. Some improvements were identified in the areas of risk management and data processing, while it was felt that the transportation area offered little prospect for coordination opportunities.

### Phase I - General Summary of Conclusions

1. The eight TDA operators provide a transit product which is, on balance, quite good. They generally manage activities under their control with a sensitivity toward costs, and this is reflected in their operating statements and in comparison to similar transit systems.

2. Budgeting and financial capabilities of most operations are good. The ability to quickly extract data or to obtain "a valid set of numbers" is not as satisfactory in some instances, and in our estimation has led to some of the criticism in this area.

3. Because of the existence of a number of transit operators in LA County, and because of the sometimes parochial nature of these operations, there are areas of immediate cost savings through better coordination of service and administrative support.

4. There exists significant skills and talent within each of the TDA operations evaluated. However, these skills are not generally transferred between operators, nor does there seem to be a shared attitude of "we are all in this business together". The smaller municipal operations in particular could benefit from additional assistance at the administrative level.

5. There is an unresolved issue regarding the appropriateness of future growth of transit in Los Angeles County which should be addressed if substantial improvement and economies are to be made. This issue pertains to the commitment of the County to either a regional system, or a combination of municipal and regional carriers, or a continual proliferation of transit operators. The team makes no judgment regarding the right answer to this question, and in fact, could argue forcefully for all three alternatives. The findings of Phase I seem to clearly call for a resolution of this issue.

6. The team perceives that the LACTC can play a positive and cost effective role in the coordination and implementation of the Phase I recommendations.

The following portion of this Executive Summary provides summary responses to the specific questions posed in the Request for Proposal originally prepared by the LACTC.

# TASK I - REVIEW OF RECENT AND PRESENT BUDGETING AND FINANCIAL FORECASTING OF EIGHT LOS ANGELES COUNTY TRANSIT OPERATORS

## The Questions

This task was developed to answer specific questions posed by the LACTC concerning budgeting and financial practices used by the eight Los Angeles County systems receiving both federal and state TDA funds through the Commission. These questions included the following:

- A. "To what extent have the projections (budgets) of the eight operators been:
  1. Based on assumptions which were reasonable and clearly documented and used in:
    - a. Five-year projections
    - b. Current fiscal year budgets
    - c. The upcoming fiscal year?
  2. Made on a consistent basis from year-to-year?
  3. 'Tolerably accurate' in forecasting actual operating costs and revenues to date?"
- B. "Were significant variations between forecasts and actual results, or large changes in actual results from year to year adequately explained?"
- C. "Do present forecasts of future year operating results appear to be based on reasonable and conservative assumptions applied on a reasonable basis?"
- D. "Have forecasting procedures been revised when possible to prevent a recurrence of past 'built-in' forecasting errors?"

In addition to these questions concerning all TDA recipients in Los Angeles County, additional questions were directed toward the SCRTD's recent service cuts in an attempt to determine if significant savings resulted from these cuts. These questions included:

- A. "Was the projected dollar savings realized?"
- B. "Was the estimate based on assumptions that were reasonable at the time?"
- C. "Did subsequent financial reports accurately reflect the effect of service cuts?"

## The Approach

In developing an organized and methodical manner in addressing these questions, the four-man study team found it necessary to develop a series of comparisons for each of the systems under study. Generally, statistics provided by each of the operators were used. However, in the attempt to better understand and clarify this information, additional measures were developed such as:

1. Annual miles operated
2. Annual passengers (boardings)
3. Annual passengers-per-mile
4. Annual miles of service provided per 1,000 passengers

Once the aggregated annual statistics, with these additions were developed, they were condensed into 5-year comparative tables (FY 73-to-FY 77) so that trends could be more readily identified. In addition, basic monthly operating statistics for the most current fiscal years for SCRTD, Santa Monica and Long Beach were developed so that a closer look could be taken of trends within these systems.

In further refining the search for "reasonableness" in budgeting and financial forecasting, the study team developed comparisons of transit operating costs with both the national and the Los Angeles-Long Beach area Bureau of Labor Statistics Cost of Living Indexes which would help identify cost increases in excess of (or below) national and regional experiences.

The major thrust of these efforts was the establishment of a basis for determining the reasonableness and accuracy of past budgeting and forecasting practices. Through this review of past projections and actual results, the Commission can make a determination on the accuracy of current projections and requests for TDA and federal funding.

In addition to the review of past budgeting and forecasting practices the study was asked to examine the SCRTD Draft Five Year Plan and the FY 79 SRTP to determine their reasonableness in relation to the projections and actual results over the past five years.

## Conclusions - Task I

As a result of the intensive eight week data gathering and analysis process, the study team finds that the following conclusions can be drawn concerning budgeting and forecasting by the Los Angeles County TDA operators:



## SCRTD

1. In preparation of current annual budgets, SCRTD does a reasonably good and proficient job.
2. Assumptions in current year budgets are reasonable and are clearly documented.
3. SCRTD is consistent in assumptions from year-to-year.
4. SCRTD is "tolerably accurate" in annual forecasting.
5. The use of "Boardings" as a method of passenger counting, which identifies numbers of entries into vehicles, does not represent the actual number of individual users of SCRTD service.

In answer to additional questions posed by the Commission in it's RFP, the study team finds the following:

### Question:

"Were significant variations between forecasts and actual results, or large changes in actual results from year-to-year, adequately explained?"

### Answers:

- SCRTD has developed a good internal budget monitoring process, with required clarification of large variations or overruns by departments involved.
- It appears very little effort is made to explain variations during the course of the budget year to other affected agencies of government.

### Question

"Do present forecasts of future year operating results appear based on reasonable and conservative assumptions applied on a reasonable basis?"

### Answer:

The study team finds that current year budgets and current year matters appear to be done on a conservative and reasonable basis. However, the study team finds that projections used in the Draft Five Year Plan (9% cost increase in the first year and 8% thereafter) are not consistent with the past five years actual experience, and that a 7.5% to 8% projection in the first year would be more accurate.

### Questions:

"Have forecasting procedures been revised when possible to prevent a recurrence of past 'built-in' forecasting errors?"

Answer:

No serious "built-in" forecasting errors were found in the current budget or the FY 77 budget. The team feels, however, that there are forecasting errors in the Draft Five Year Plan.

Questions concerning SCRTD service cuts

1. "Was the projected dollar savings realized?"

Answer:

Yes - By carefully adjusting the mileage operated by SCRTD, the team finds a reduction of 9,800,000 miles (on an annualized basis) between FY 77 and FY 78. At a calculated "out of pocket" operating cost of \$1.51 per mile, the team finds a savings of \$14,800,000.

2. "Was the estimate based on assumptions that were reasonable at the time?"

Answer:

Yes - The team believes the assumptions used in the development of the current budgets are realistic; and since the service adjustments are a part of the current budget and the FY 77 budget they appear to be reasonable and realistic.

3. "Did subsequent financial reports accurately reflect the effect of the service cutbacks?"

Answer:

No - The effect of the service cutbacks was not isolated and shown separately from the total SCRTD results.

#### Santa Monica Municipal Bus Lines

Question:

"To what extent have the projections and budgets of the operation been:

1. Based on assumptions which were reasonable at the time; clearly documented, as used in:
  - a. Five year projections
  - b. Current fiscal year budget
  - c. The upcoming fiscal year"

Answer:

It is the opinion of the study team that SMMBL has presented financial projections and operating budgets which are based on reasonable assumptions which, according to management, were based on cost effective operation and moderate growth.

Question:

"Are budgets and projections made on a consistent basis from year to year?"

Answer:

The review found budgets based on consistent year to year assumptions. Large variations between budget and actual results were adequately explained.

Question:

"Is SMMBL tolerably accurate in forecasting actual operating results and revenues to date?"

Answer:

Yes - SMMBL has been tolerably accurate in forecasting actual costs and revenues to date. The FY 77 4% variance in cost is explained by higher than anticipated increases in insurance rates and settlements.

#### Long Beach Public Transportation Company

Question:

"To what extent have the projections and budgets of the operation been:

1. Based on assumptions which were reasonable at the time, clearly documented as used in:
  - a. 5-year projections
  - b. Current fiscal year budget
  - c. The upcoming fiscal year"

Answer:

It is the opinion of the study team that the LBPTC has presented financial projections and budgets which were based on reasonable assumptions.

Question:

"Are budgets and projections made on a consistent basis from year to year?"

Answer:

Yes - The review indicates that budgeting assumptions are consistent from year to year.

Question:

"Is LBPTC tolerably accurate in forecasting actual operating costs and revenue to date?"

Answer:

Yes - with minor exceptions, the FY 77 operating budget shows total expenses exceeding the budget by only 1.4%, however passenger fares were overestimated by 18% due to the system falling short of its stated ridership goals. Corrections were made to the FY 78 budget.

Montebello - Gardena - Torrance - Culver City - Commerce

It was found by the study team, that the budgeting practices of these operators were more akin to the general municipal budgeting system than they were to more standard transit accounting practices. For purposes of municipal administration these practices are apparently adequate. However, for purposes of the Commission or other public agencies which need to make determination of funding allocations, a substantial amount of additional information will be required. The conversion of these systems to FARE (UMTA Section 15) accounting will be a major move in the direction needed by the Commission and other government agencies in making funding determinations. The general findings of the study team are as follows:

- o Budgets and projections sometimes vary among systems, (such as inflated vs. non-inflated labor costs).
- o Not all muni budgets are well-documented, (example, lack of working papers to project impacts of fare or service level changes).
- o Distinctions between capital and operating budgets are sometimes blurred.
- o Reporting format and level of detail varies by system.
- o Budgets are not currently prepared and available to the Commission with sufficient lead-time to allow the Commission to adequately analyze them.

While the current budgeting practices of the muni systems may not meet the requirements of the Commission, they do fulfill the requirements of local government and, as a purely local government tool, have been reasonable and tolerably accurate in illustrating the costs associated with providing public transportation service.

## TASK II - PEER GROUP ANALYSIS

### Question:

"How do gross measures of performance (e.g. passengers per vehicle mile, operating costs per passenger) for each (Los Angeles County TDA) operator appear to compare with published data on comparable transit systems elsewhere in the country?"

The response to this question from the Commission was the development of a peer group analysis by the study team which secured relevant data from the Los Angeles County systems under study, and from comparable systems throughout the United States. Since Los Angeles County systems vary in size from the largest (SCRTD) to the smallest (smaller munis) three different peer groups were developed.

SCRTD is compared to:

- Transport of New Jersey (TNJ)
- Washington, D.C. (WMATA)
- Philadelphia, Pa. (SEPTA) (Surface lines only)
- Minneapolis-St. Paul (MTC)
- Baltimore, Md. (MTA)
- Atlanta, Ga. (MARTA)
- Denver, Colo. (RTD)
- Buffalo, N.Y. Niagra Frontier Transit
- Dallas, Texas (DTS)
- Detroit, Mich. (DDT)
- Chicago, Illinois (CTA) (Surface lines only)
- Boston, Mass. (MBTA) (Surface lines only)

The Santa Monica and Long Beach Systems are compared to:

- Covington-Newport, Ky (TANK- Transit Authority of Northern Kentucky)
- Chattanooga, Tenn. (CARTA)
- Tulsa, Oklahoma (MTTA)
- Nashville, Tenn. (MTA)
- Jacksonville, Fla. (JTA)
- Tucson, Arizona (Suntran)
- Des Moines, Iowa (MTA)
- Suburban RTA - Chicago, Ill. (Suburban Transit)
- Nortran RTA - Chicago, Ill (North suburban transit district)

Commerce, Culver City, Gardena, Montebello and Torrance are compared to:

- High Point, N. Carolina - Furn-Tex Transit
- Laredo, Texas - Gateway Metro
- Mobile, Alabama - MTA
- Orlando, Florida - OSOTA Transit division
- Roanoke, Virginia - Valley Metro Transit
- Aurora, Illinois - City of Aurora, Dept. of Trans.
- Kenosha, Wisc. - Kenosha Transit Commission
- Lancaster, Pa. - Red Rose Transit Authority
- Elgin, Illinois - City of Elgin, Dept. of Transp.

In addition to size, such factors of operating environment, (weather, suburban character of service area, full municipal operation, etc.) are taken into account to enhance the validity of the comparison between the composite peer group and the Los Angeles County systems under study.

General comparisons between the Los Angeles systems and their peer groups were made on the basis of:

1. Overall operating performance (passengers-per-mile, etc.)
2. Transportation performance (utilization of vehicles and manpower, etc.)
3. Maintenance performance (average fleet age, road calls, maintenance employees per vehicle, etc.).

In addition an analysis of SCRTD salaried administrative and management employees in relation to the peer group was also conducted.

The following are selected examples of the findings of the peer group analysis:

- o SCRTD's productivity, in terms of passengers per vehicle mile, is 14.9% below that of the peer systems.
- o SCRTD's operating ratio for FY 77 was 28.9% below that of the peer systems. The recent fare increase has improved the SCRTD's operating ratio to approximately 40%, still lower than the average of the peer systems.
- o SCRTD's total employment per one million passengers is 20% better than the peer group average.
- o SCRTD's average operating speed is 13.5% better than the average of the peer systems.
- o SCRTD's ratio of 1.14 operator pay hours per platform hour is the same as that of the peer group average.
- o SCRTD operates an older fleet of any of the peer systems. Specifically, SCRTD's average fleet age is 43.2% higher than the average fleet age of the peer systems.
- o SCRTD's accident experience is better than that of the peer systems. SCRTD operates 56.3% more miles per accident than the peer group average.
- o Productivity (passengers-per-mile) for Santa Monica and Long Beach is well above the peer group average. Santa Monica's performance is far superior to the peer group average.

- o Both Long Beach and Santa Monica have higher operating costs per mile compared to the peer group average - 2.4% and 7.3% respectively.
- o At current fleet levels, Santa Monica has fewer spare vehicles and Long Beach has more spare vehicles than the peer group average.
- o Both Santa Monica and Long Beach show better performance than the peer systems average for the measures of vehicles per maintenance employee and vehicle miles per maintenance employee.
- o Both Santa Monica and Long Beach show poorer performance than the peer systems average for accident frequency, with Santa Monica at 66.9% and Long Beach at 47.7% below the average.
- o Except for Gardena and Torrance, all other muni systems under study show better passenger-per-vehicle-mile productivity than the peer group average. The best performance is displayed by Culver City-56.9% above average and the poorest by Torrance-38.1% below average.
- o Culver City's operating cost-per-vehicle-mile shows maximum deviation from the peer group average-56.9% above average. The remaining four systems also indicate higher costs-per-vehicle-mile compared to the average, but to a lesser degree than Culver City.
- o Each of the Los Angeles County systems, except Gardena, demonstrates higher operating deficits per mile than the average. Gardena has a 7.4% lower operating deficit-per-vehicle-mile than the average of the peer systems.
- o Four of the five LA County muni systems employ fewer operators per one million passengers carried than the peer group average.

The Phase I report, Task II peer group analysis, includes all necessary tables needed to make specific comparisons of particular performance measures.

## TASK III - IDENTIFICATION OF SERVICE AND STAFF COORDINATION OPPORTUNITIES

### Question:

"How effectively is the service of the various transit providers in Los Angeles County coordinated and where are the most promising opportunities for improved coordination?"

### The Approach

This question from the LACTC seemed divisible into two major and several minor parts:

1. On street service and fare coordination
2. Staff and facility coordination opportunities
  - a. Maintenance and purchasing
  - b. Risk management
  - c. Marketing
  - d. Grants applications and administration
  - e. Training programs
  - f. Transportation (supervision)
  - g. Data processing

In order to approach the many facets of transit operations in a short period of time, specialists in each of these disciplines were assigned to the LACTC project. A three-man team of route and schedule specialists identified areas of overlapping and duplicated transit service and immediately began conducting passenger and schedule surveys in peak and off-peak hours to determine the impact of possible changes on:

1. The riding public
2. The overall cost of operating transit service in Los Angeles County.

While this effort was underway, specialists in the various other transit industry specialties conducted their rounds of interviews, inspections and surveys to acquire a familiarity with, and understanding of, transit operations in the county.

### Service and Fare Coordination Opportunities

The service coordination study, although conducted in an extremely short period of time, has identified an estimated potential savings of \$1,800,000 annually to be realized through the restructuring of service to avoid duplication and overlap on some streets. The potential for additional substantial savings was also noted during the course of the study, but due to the limited time available, it was not quantified.

The Phase I report contains specific recommendations on possible service re-alignments between the following carriers and in the following corridors:



SCRTD - SMMBL - Wilshire Corridor  
SCRTD - SMMBL - Santa Monica Blvd. Corridor  
SCRTD - SMMBL - Pico Blvd. Corridor  
SCRTD - SMMBL - Olympic Blvd. Corridor  
SCRTD - SMMBL - Lincoln Blvd. Corridor  
SCRTD - LBPTC - Long Beach Blvd. Corridor  
SCRTD - LBPTC - Atlantic Blvd. Corridor  
SCRTD - LBPTC - Lakewood Blvd. Corridor  
SCRTD - SMMBL - Culver City - Effect of service realignment  
SCRTD - Montebello - Whittier Blvd. Corridor  
SCRTD - Montebello - Brooklyn - Riggan Avenues

In addition to these specific areas, the survey team conducted an overview of service provided in the mid-cities and South Bay communities wherein some duplication of service exists between SCRTD and the Gardena and Torrance systems. Additional observations were made of SCRTD service in the San Fernando and San Gabriel Valleys. In the cases of all these areas, potential exists for additional operational savings, but the limited time allotted to Phase I of the study did not allow a sufficiently definitive look at these services to identify the magnitude of potential cost savings.

Since a uniform fare for Los Angeles County transit patrons had once been an important objective of the County subsidy program, coordination of fares was also investigated as a part of this task. A general survey of base system fares indicates that Los Angeles County fares are lower than those of comparable systems around the United States with the exception of Atlanta, Georgia where a 15¢ base fare may prevail a little while longer. The study team recommends, in light of the realities of increased costs of providing transit service that fare levels be reviewed with an eye toward adjustment to better meet these increasing costs. The team recommends that those areas where service can be improved by providing faster, more direct and convenient service be the first to be examined as holding the potential for fare restructuring.

### Maintenance

#### Question:

"Is joint use of maintenance facilities, with coordinated scheduling of major jobs economically and operationally feasible?"

In pursuit of the answer to this question, an inspection and inventory of the capabilities of all maintenance facilities of county TDA operators was conducted. A model maintenance facilities design was developed and existing and planned facilities were measured against this model.

In attempting to determine the feasibility of joint use of facilities, the very real institutional and practical constraints (labor problems, "priority of servicing" etc.) were set aside. Yet it was found that in the context of today's operation, very little opportunity exists for the sharing of maintenance facilities. There are several major reasons for this:

- o Many facilities in the County were "underdesigned" and are hard pressed to service today's fleet sizes.
- o SCRTD's major facility, South Park Shops, dates back to the electric railway empires and is not adequate for today's maintenance requirements.
- o Other SCRTD facilities are in need of replacement because of age or condition.
- o Bus maintenance is only one of many municipal vehicle maintenance functions of smaller muni systems which allows a degree of economy in these communities that may not be offset by combined facility use.

While current maintenance facilities appear not to be in a position to accommodate joint use, the study team is recommending several actions related to maintenance facilities including:

- o Location and construction of an adequately sized, modern central overhaul shop for SCRTD.
- o Early completion of the modernization of SCRTD Divisions 3 and 5.
- o Early site selection in the Eastern San Fernando Valley so a replacement for SCRTD Division #18 can be completed.

### Purchasing

#### Question:

"Are significant efforts made to centralize purchasing of parts and materials among operators? Should such efforts be made?"

Because of the close relationship between maintenance and purchasing, the interview and survey phase of this task was accomplished concurrent with the maintenance survey.

It was found that despite the problems involved in the immediate sharing of joint facilities by county TDA operators, there are distinct advantages to the centralization of purchasing by all operators included in the study. SCRTD maintains a requisition-controlled central stores facility at the South Park Shops which could be used to good advantage by other operators in securing better unit prices for the thousands of items, large and small, that are common to all transit systems. Such coordination of inventory and purchasing would be predicated on several assumptions including:

- o Completion of the SCRTD program to place inventory control on the computer for rapid response.
- o Development of internal and external accounting between systems.

- o Determination of the amount, if any, of a service charge to the small systems that would be less than the price advantage of consolidated purchases.

### Risk Management

Since the increasing costs of providing necessary insurance protections for public transportation agencies (especially in the public liability and property damage areas) has become a major concern of the industry in recent years, the focus of this task was the identification of potential insurance cost savings, as well as staff coordination opportunities.

The general findings of this task suggest that potential economies be investigated through pooled insurance coverages for all county TDA operators. While each system has the benefit of executive level risk managers (either devoting full time to transit, or part time in the case of muni systems using city risk managers) the opportunity may exist for consolidation of accident and claims investigation and claims administration.

### Marketing

The investigation of staff coordination opportunities found two potential areas of coordination of efforts in the general marketing area:

- o Advertising and promotional programs
- o Public information programs

During the course of interviews with the Los Angeles County TDA operators, a general consensus was found for the development of general transit advertising materials (newspaper, radio-TV copy, bus-side signs) on themes that could be used by all operators. These general transit themes would include such items as the cost-saving or convenience features of public transportation. These materials would be designed so that each system would be able to use its own identification in the lay-out or copy of the advertisements. It was also found that most systems perceived the LACTC as the agency most likely to develop such material since there is a general belief that the promotion of public transportation in the county is one of the responsibilities of the Commission.

The focus of the public information section of this task centered on improving public accessibility to telephone information service. The SCRTD telephone information center, despite occasional call overloads, is perceived as the most valuable resource for all county systems in providing a higher level of information service. It is suggested that in pursuit of an objective of combined or centralized telephone information service, the following actions be taken in regard to the SCRTD information center.

- o Development of a "blocked call" analysis to determine the number of unanswered calls.

- o Determine cost difference between the present multiple phone numbers answered at the SCRTD center and a "Zenith" (or single) area-wide number.
- o Determine staffing level needed to handle all calls (including Los Angeles muni operators).
- o Determine method of cost allocation among participants in a pooled information program.
- o Develop a system of communications between SCRTD and other county operators to assure a flow of relevant, current information from all operators to the SCRTD information center.
- o Review information center supervisory practices to determine whether call efficiency (number of calls answered per hour) can be improved.

### Grants Application and Administration

#### Question:

"Is the manpower devoted to obtaining and administering grant funds efficiently deployed, or is some centralization of this function possible and justifiable?"

The study team found that some 50 annual man-years of effort are now employed in the application for and administration of grants programs for the Los Angeles County TDA operators. It was determined through the study that consolidation of some grants activity could result in an approximate 10% (or \$150,000) annual savings. There are, however, institutional and political barriers which would have to be addressed before a consolidation could take place. These include:

- o Individual operators and political constituencies pride in internal operating territory and performance. This "turf" issue would have to be resolved.
- o What is the "fair share" of public subsidy for each carrier and how will the LACTC make such decisions?
- o Will LACTC and SCAG effectively define planning requirements, TIP review and designated recipient status?
- o How is the local share to be assured under a consolidated grants program?
- o What assurance of statutory compliance will UMTA demand from consolidated grant applications?
- o Is CALTRANS likely to require additional data to assure an equitable use of TDA funds?

- o Can consolidation permit the grant program to be responsive to all carriers in Los Angeles County?

### Training Program Consolidation

The investigation of this particular area explored programs available at each of the systems under study. These training programs were classified as:

- o Operator training
- o Mechanic training
- o Management development/supervisory training
- o Other miscellaneous training

Due to the size and nature of the seven municipal systems, with the exception of Santa Monica and Long Beach, only minimal training programs were found to exist. SCRTD, despite a small training staff, has a very comprehensive and detailed formal training program in all categories.

During the course of the study, it was found that several of the SCRTD training programs could be made available to all operators without significant modification, others, with appropriate changes, could also be used to advantage by the smaller operators.

While it was found that all TDA systems in the county are meeting minimal training requirements, the quality of service provided to the county could be improved through a coordination of various training programs. It is doubtful, however, that any cost savings would be realized through coordination of the effort. Conversely, training costs would probably increase since SCRTD has a limited training staff that would probably have to be increased to meet the needs of the other county TDA operators.

### Transportation Function Consolidation

The review of this aspect of the provision of transportation service to the county indicates that little, if any, opportunity exists for consolidation.

Separate dispatching and supervisory practices as well as differing union requirements appear to preclude any meaningful consolidation of these functions at this time.

### Data Processing

Question:

"Are administrative functions such as data processing centralized? Is this desirable?"

Each of the systems included in the scope of this study has, in varying degrees, access to automatic data processing. By far the most sophisticated system is that employed by SCRTD where the capacity of the systems' UNIVAC 1106 will be expanded to accommodate even more precise operating data and

information. With the present applications and those planned for the immediate future however, most computer time will be used until the system's capacity is expanded. SCRTD estimates that computer time may become available for additional applications such as muni systems operating reports and statistics within the next two years.

The "desirability" of centralized data processing for all county TDA operators appears to relate to the following questions:

- o Is each system now receiving enough daily, weekly or monthly information to make well-informed management decisions?
- o Is this information adequate for the operators as well as the Commission's needs?
- o Are there real economies to be found in the centralization of this effort?
- o Will Section 15 requirements result in a more comprehensive data base for operators requiring greater data storage capacity?
- o Can the confidentiality of each operators data be protected in a centralized system?

At the moment, a sense of urgency or immediate need of centralized data processing is not detected among the majority of county TDA operators. SCRTD appears to be willing to investigate future centralization of data processing when short term computer capacity problems are resolved.

# City of Pasadena

ONE HUNDRED NORTH GARFIELD AVENUE  
PASADENA, CALIFORNIA 91109



OFFICE OF CITY MANAGER

June 8, 1978

Mr. Jerome C. Preno, Executive Director  
Los Angeles County Transportation Commission  
311 South Spring Street, Suite 1206  
Los Angeles, California 90013

Dear Mr. Preno:

I just wanted to take a moment to complement you and your staff for producing the financial and technical comparison between the Sunset Limited Transit Proposal by Supervisor Ward and the emerging Regional Transportation Development Program. Technical staff of this City has found this comparison most useful in their analysis of this important issue which the citizens of the County will be dealing with shortly. In addition, Dave Barnhart has shared this comparison with the Pasadena Chamber of Commerce Transportation Committee and others that are interested in regional transportation issues.

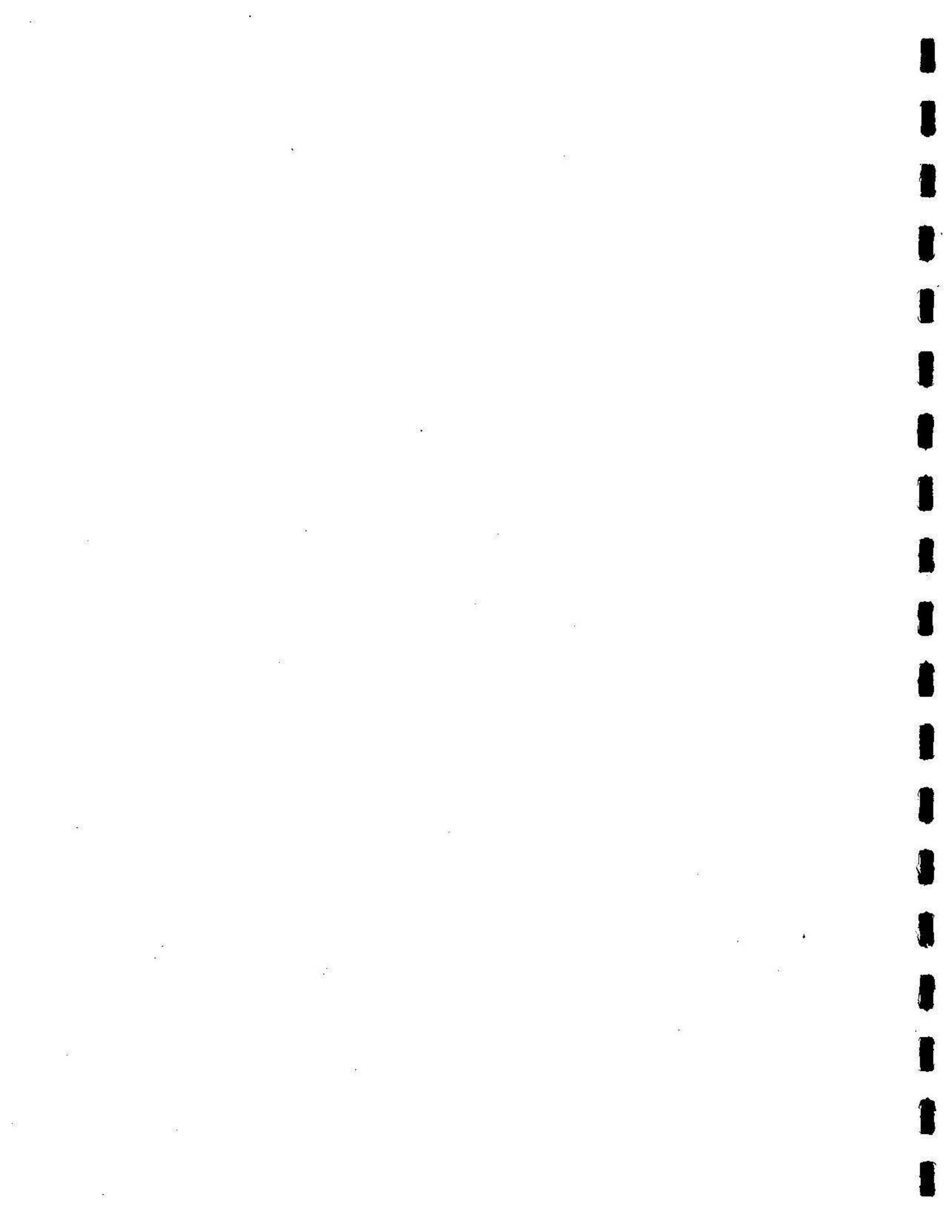
It occurred to me that the local cities such as Pasadena probably never would have had the benefit of such an important comparison if it had not been for the Los Angeles County Transportation Commission. I just wanted to take a moment to comment that this is the type of analysis and work by the Commission that the local cities find very useful and important.

Sincerely,



DONALD F. McINTYRE  
City Manager

211/99







LOS ANGELES COUNTY TRANSPORTATION COMMISSION • 311 SOUTH SPRING STREET - SUITE 1206, LOS ANGELES, CALIFORNIA 90013 • (213) 626

March 28, 1978

MEMO TO: LACTC MEMBERS AND ALTERNATES  
 VIA: FINANCE REVIEW COMMITTEE  
 FROM: JEROME C. PREMO  
 TIM EGAN  
 SUBJECT: Recommended Overall Work Program for 1978/79

Recommended Action

Recommend approval by the LACTC of the 78/79 Overall Work Program for Los Angeles. Authorize Staff to submit the approved OWP to SCAG, UMTA, and FHWA for their consideration.

The following is the recommended 1978/79 Overall Work Program (OWP) for the Los Angeles area. Staff applied the following Commission approved criteria in the review and recommended allocation of the \$1,383,750 that is available for next year.

- 1) Information needed to retain eligibility for State and Federal funds, including TIP, elderly and handicapped planning and air quality planning.
- 2) TSM - related planning including analyses of efficiency of transit operations and management.
- 3) Analyses supportive of but not essential to the above.

Following in summary is the proposed OWP as developed with the assistance of staff by the City and County, SCRTD, and the Municipal Operators.

Municipal Operators

TOTAL AVAILABLE - \$225,000

Short Range Transit Plans - \$225,000

Analyses required but not limited to these activities needed to maintain eligibility for transit operating and capital funds, i.e. SCRTP's, E & H Section 15, Title 6, MBE, CEO, etc. Funds will be allocated based on a formula that considers that operators number of buses, and current service area against the total in the County. A minimum of \$2,000 will be available to each operator for the above work.

SCRTD

TOTAL AVAILABLE - \$550,000

Service Policies - \$50,000

Assist LACTC and SCAG in testing/evaluating service policies and allocation methods. To develop service policies and methods of service evaluation; to investigate in cooperation with LACTC and municipal operators the development and use of service policies in relation to methods for allocating operating funds to transit.

Elderly and Handicapped Development and Coordination of Services - \$35,000

Develop projects and procedures for reducing barriers and improving services for the elderly and handicapped. Development of transit related educational programs for elderly and handicapped passengers.

Transportation System Management (TSM) - \$60,000

Develop projects and procedures for improving efficiencies and effectiveness. Examples of the above include:

- . Line Evaluation and Improvement Program on a systematic basis.
- . Sector Improvements in West L.A., North L.A. and East Central Cities.
- . Integration and Coordination with Municipal Carriers.
- . Preferential Treatment for buses on surface streets.

Continuation of SCRTD Mapping/Graphic Information System - \$25,000

The continued development and production of mapping (graphic) and related informational materials to serve SCRTD and the transit community, and to graphically depict transit related socioeconomic and physical data for planning, study, and communications.

Environmental Impact Assessment: General Design of Noise  
Impact Programs and Assess Ordinance - \$90,000

To inventory and analyze the noise and vibration impacts of current transit facilities and operations and generate Environmental Impact Statements for UMTA grants. This program is in response to California law (Motor Vehicle Code) in the area of vehicular noise, and its impact on the environment.

El Monte Busway Evaluation - \$15,000

Planning support to joint interagency evaluation of the San Bernardino Busway. Activities will include continuing Busway passenger counts and related data collection.

Transportation and Maintenance Manpower Developmental Programs - \$80,000

SCRTD as well as most other transit properties currently face major blue collar training problems. Two major problems requiring technical study are: 1) How to improve operator/passenger relations, 2) How to train gas engine mechanics in diesel bus repair. Phase I of this program will study the operator/passenger relations. Phase II to be funded next year at approximately \$45,000 will look into the training of gas mechanics in diesel bus repair.

Data Processing - \$80,000

The development of a detailed data processing long range plan to set goals/objectives, to provide direction, to set priorities to identify the required and available resources and to sequence/schedule objectives to be attained.

Short Range Plan/TIP - \$15,000

Complete and present to the RTD Board of Directors, LACTC, and SCAG, an annual update to the Five-Year Plan and TIP.

Short Range Transit Planning (Sector Improvements and Service Monitoring and Refinements) - \$100,000

On an ongoing basis, monitor and evaluate individual line and segments thereof with regard to possible route changes and schedule adjustments. A more comprehensive sector service area study of all transportation services will be undertaken with this task.

COUNTY OF LOS ANGELES

TOTAL AVAILABLE - \$250,000

TIP Documentation - \$10,000

Prepare County's TIP - compile technical and financial information on highway improvement projects proposed for the next year and any amendments to the current TIP.

Linear Corridor Signal System Interconnect - \$50,000

Arterial streets with heavy volumes will be investigated to determine what potential exists for improved traffic flow.

Transit Efficiency and Effectiveness - \$150,000

On a continuing ongoing basis ridership counts on the various bus lines will be made, as well as other relevant survey information, in concert with SCRTD and the Municipal Operators. Reports will be prepared for use by the LACTC and transit operators based on the analysis, such as cost effectiveness and efficiency of individual lines, certain corridors, various sectors including grid systems, park and ride lots and service, and impacts of zone or fare changes.

Transit Level of Service Improvements - \$20,000

The statistical data developed on route miles and bus miles during 77/78 will be updated to reflect service modifications or recommendations of the County Transportation Commission. This information will assist the Commission and transit operators in evaluating whether to implement some form of transit service zones.

Government Coordination - \$20,000

Participation in LACTC, SCAG, and Caltrans transportation planning and programming activities including meetings, etc... Provide technical input to the LACTC as a member and secretary for the Technical Advisory Committee.

CITY OF LOS ANGELES

TOTAL AVAILABLE - \$258,750

TIP Documentation - \$20,000

Preparation of the City's TIP pursuant to the joint regulations of UMTA and FHWA.

Subregional Traffic Inventory - \$20,000

To monitor and document changes in traffic flow and travel characteristics in the City for use in those planning studies required in the development of the Transportation Systems Management Plan for the county.

Community Transit - \$84,000

Planning and technical staff assistance for implementation of the TSM element of the Regional Transit Development Program with emphasis on the Community Transit Component. Reports on Intra-Community transit needs of selected communities in the subregion. Analysis of para-transit operations and the development of para-transit alternatives and methods of implementation. Interagency analysis and reports on methods of improving funding, coordination, and effectiveness of para-transit operations, projects and programs in the region.

System Management Evaluation (TSM) - \$61,750

San Fernando Valley Cooperative Transportation Study, Southern Area Transportation Study and Central Area Transportation Study are previous subregional studies performed as part of OWP which have identified areas of traffic operations improvement needs.

Two corridors or high activity centers will be identified in the Western Area Transportation Study for detail transportation studies. Typical candidate studies are the Route 90 corridor (Marina Freeway), Westwood Activity Center, LAX-Westchester community or the Route 2 corridor (Beverly Hills Freeway).

Bus Stop Facilities Study - \$36,000

To locate and prioritize citywide all facilities for bus passengers such as bus bays, bus pads, bus passenger landings, bus shelters, and special facilities for the handicapped.

Government Coordination/Program Management - \$37,000

Continuation of ongoing activity - participating in LACTC, SCAG, and Caltrans meetings. Providing technical assistance to the LACTC, SCAG, and Caltrans.

CITY AND COUNTY OF LOS ANGELES

Transportation/Air Quality - \$100,000

The City and County have been designated by SCAG as the subregional agencies to conduct the air quality analyses in Los Angeles County as input into the required Transportation Element of the Air Quality Maintenance Plan required by the Federal Clean Air Act. The specific work to be accomplished is still under discussion between the City, County and Commission. The specific transportation/air quality tasks for the OWP will be available in the near future.

REASONABLE FUNDING FOR LOS ANGELES  
COUNTY AGENCIES SB 821 FUNDS

<u>Agency</u>	<u>Percentage of County Population</u>	<u>Maximum Allocation</u>
Alhambra	.882	12,900
Arcadia	.665	9,730
Artesia	.216	4,340
Avalon	.062	2,740
Azusa	.368	5,580
Baldwin Park	.672	9,820
Bell	.310	5,110
Bellflower	.743	10,870
Bell Gardens	.416	6,080
Beverly Hills	.475	6,940
Bradbury	.012	2,660
Burbank	1.262	18,450
Carson	1.154	16,870
Cerritos	.656	9,600
Claremont	.359	5,510
Commerce	.151	3,800
Compton	1.117	16,330
Covina	.466	6,820
Cudahy	.241	4,550
Culver City	.557	8,140
Downey	1.258	18,390
Duarte	.214	4,320
El Monte	.994	14,540
El Segundo	.224	4,400
Gardena	.650	9,510
Glendale	1.809	27,610
Glendora	.472	6,900
Hawaiian Gardens	.140	3,720
Hawthorne	.795	11,630
Hermosa Beach	.271	4,780
Hidden Hills	.022	2,750
Huntington Park	.479	7,010
Industry	.010	2,650
Inglewood	1.278	18,690
Irwindale	.011	2,660
Lakewood	1.191	17,420
La Mirada	.586	8,560
La Puente	.447	6,530
La Verne	.246	4,590
Lawndale	.353	5,430
Lomita	.281	4,870
Long Beach	5.136	75,100
Los Angeles	40.307	589,320
Los Angeles County	11.635	170,110
Lynwood	.616	9,000

Caltrans	Vince Paul Deputy District 7 Director Transportation Planning and Programming
Southern California Association of Governments	William Ackermann Director of Transportation

The Technical Advisory Committee has these subcommittees:

Highways and Freeways	Vince Paul, Caltrans
Bus Operations	Earl Docimo, Montebello
Legislation	Robert Paternoster, Long Beach

In addition, an Interagency Technical Committee (TAC), coordinates work on the Regional Transit Development Program and in essence acts as a fourth committee of TAC. Its membership includes Caltrans, SCRTD, the City of Los Angeles, Los Angeles County, SCAG, the Federal Highway Administration, the Urban Mass Transportation Administration, and the Commission.

7. Citizens' Advisory Committee.

The committee consists of fifty-five members, five appointed by each Commissioner.

Subject to the supervision of the Commission, the committee shall consult on and obtain and collect public input on those matters of interest and concern to the Commission that may from time to time be assigned to the committee by the Commission, for its review, comment and recommendation.

Chairperson	Shirley Irwin
Vice Chairperson	Ruth Aldaco
Secretary	Jim Cragin

Rail Rapid Transit Subcommittee Chairperson	A. C. Wieggers
Bus and Paratransit Subcommittee Chairperson	Bill Brodek
Streets and Highways Subcommittee Chairperson	Richard Mills
Education Subcommittee Chairperson	William Cox

