MEETING NOTICE
AND AGENDA

SPECIAL MEETING

TRANSNET INDEPENDENT TAXPAYER
OVERSIGHT COMMITTEE (ITOC)
The ITOC may take action on any item appearing on this agenda.

Monday, January 30, 2006
9 to 11 a.m.

SANDAG, Conference Room 7
401 B Street, Suite 800
San Diego, CA  92101-4231

Staff Contact:  Craig Scott
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AGENDA HIGHLIGHTS

•  SELECTION OF NEW CHAIRPERSON
•  ITOC GOALS FOR 2006

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Welcome to SANDAG. Members of the public may speak to the TransNet Independent Taxpayer Oversight Committee (ITOC) members on any item at the time the ITOC is considering the item. Also, members of the public are invited to address the ITOC on any issue under the agenda item entitled Public Comments/Communications/Member Comments. Speakers are limited to three minutes. The ITOC may take action on any item appearing on the agenda.

This agenda and related staff reports can be accessed at www.sandag.org under Meetings on SANDAG’s Web site. Public comments regarding the agenda can be forwarded to SANDAG via the e-mail comment form also available on the Web site. E-mail comments should be received no later than noon, two working days prior to the ITOC meeting.

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ITEM # | RECOMMENDATION
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1. | PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS

Members of the public will have the opportunity to address the ITOC on any issue within the jurisdiction of the ITOC. Speakers will be limited to three minutes each. Committee members also may provide information and announcements under this agenda item.

+2. | SELECTION OF A NEW ITOC CHAIRPERSON

With the departure of the current Chair in February, the ITOC will need to elect a new Chair and possibly a new Vice-Chair. The agenda item includes the section from the ITOC Bylaws dealing with the process for selection of the Chair and Vice-Chair positions.

+3. | ITOC GOALS FOR 2006 (Chairman Boyle)

A draft of the 2006 ITOC goals was developed by the Chairman and Maryam Babaki and was distributed for discussion at the last meeting (copy included in the agenda package). The item was carried over for discussion and potential action at today’s meeting. The ITOC goals will be used to establish priorities for the work effort over the next year.

+4. | SCOPE OF WORK FOR POTENTIAL CONSULTANT SERVICES

At the last meeting, the ITOC acted to request the SANDAG Board of Director’s approval to advance funds from the ITOC’s annual funding beginning in FY 2008-09 to support its oversight activities over the next two and a half years. A copy of the SANDAG Board agenda report on this topic is attached. A subcommittee was formed to develop a scope of work for potential consultant services. Since a majority of the ITOC was interested in serving on the subcommittee, it was decided to place this discussion at the end of this special meeting agenda so that any interested ITOC member could participate.
5. FUTURE MEETING SCHEDULE AND AGENDA TOPICS

The dates shown below have been suggested as potential meeting dates from 9:30 a.m. to 3:30 p.m. The next meeting date and time is to be confirmed at the end of each meeting. The ITOC may wish to suggest specific agenda topics for the next meeting. Potential topics for the next meeting include a discussion of the TransNet Environmental Mitigation Program and an overview of the new $2,000 per unit development impact fee requirement.

- February 15, 2006
- March 15, 2006
- April 19, 2006
- May 17, 2006
- June 21, 2006
- July 19, 2006
- August 16, 2006
- September 20, 2006
- October 18, 2006
- November 15, 2006
- December 20, 2006

6. ADJOURNMENT

+ next to an agenda item indicates an attachment
The current ITOC Chair will no longer be able to serve on the ITOC after January 31, 2006. The ITOC will need to select a new Chair for the balance of the fiscal year. Depending on the member selected to serve as Chair, a new Vice-Chair also may need to be selected. The section from the ITOC Bylaws dealing with the selection of Chair and Vice-Chair is provided below:

Excerpt from ITOC Bylaws (Approved at the 11/02/05 meeting)

5. **Selection of Chair and Vice-Chair:**

The ITOC shall select a Chair and Vice Chair by majority vote of the committee. The Chair and Vice-Chair shall serve a term of one year. The selection shall be made at the first regular meeting following the commencement of the SANDAG fiscal year.

The current Bylaws do not provide a process for mid-term elections specifically, but the basic majority vote provision would seem to apply. The Bylaws define a quorum of the ITOC as a minimum of four members with a vote of fifty percent plus one of the members present and voting required to pass a motion (a minimum of three members at the minimum quorum level).

If the ITOC does not select a new Chair, the provision of the Bylaws providing for the Vice-Chair to serve in the capacity of Chair when the Chair is not available would apply.
At the last meeting, an initial draft of the 2006 ITOC goals, developed by Chairman Boyle and Maryam Babaki, was distributed for the ITOC’s review. The item was carried over for discussion and potential action at today’s meeting. The ITOC goals will be used to establish priorities for the work effort over the next year.

Attachments related to this item include:

- Attachment 1 – TransNet Extension ITOC 2006 Goals. This draft set of goals for 2006 was distributed at the January 18, 2006 meeting for review and discussion by the ITOC.
TransNet Extension ITOC 2006 Goals

The ITOC will celebrate the anniversary of its inauguration and complete its first full year of operation in May. Our first year has largely been spent establishing our procedural framework, educating ourselves about the TransNet subject matter, and providing taxpayer oriented input on several substantive aspects of TransNet. Our engagement on these substantive issues includes the plan of finance for the Early Action Program, work with PBS&J on establishment of program management reporting, and transportation project selection criteria.

The new year presents an opportunity to refocus on the ITOC’s short-term and long-term goals. The following is a list of suggested ITOC goals for 2006 to kick off a discussion:

Quarterly
1. Review the major projects for performance in terms of cost control and schedule adherence on a quarterly basis (the first quarterly report provided on the “dashboard” established by PBS&J will be in April, ’06). (Ordinance ¶ 10)

Annual
1. Conduct an annual fiscal and compliance audit of all TransNet-funded activities using an independent fiscal auditor to ensure maintenance of effort. (Ordinance ¶ 1)
2. Provide an annual report to the SANDAG Board and public presenting the results of the annual maintenance of effort audit process for consistency with the Ordinance. (Ordinance ¶ 2)
3. Provide independent participation and analysis of transportation system performance measures, project evaluation criteria, prioritizing projects for funding and in development of the Regional Transportation Plan (RTP). (Ordinance ¶ 6)
4. Develop a report to the SANDAG Board and public providing recommendations for improvements and modifications to the TransNet program. (Ordinance ¶ 6)
5. Independently review and analyze the information provided in the existing ongoing SANDAG transportation system performance evaluations (including the “State of the Commute” report). (Ordinance ¶ 7)

Triennial
1. Conduct performance audits of SANDAG and other agencies involved in the implementation of TransNet-funded projects and programs using an independent performance auditor. (Ordinance ¶ 3)

10 Year
1. Provide recommendations as part of the 10-year Review process. (Ordinance ¶ 5)
At the last meeting, the ITOC acted to request the SANDAG Board of Director’s approval to advance funds from the ITOC’s annual funding beginning in FY 2008-09 to support its oversight activities prior to that date. The Ordinance requires that the ITOC prepare a budget to be approved by the SANDAG Board. For this reason, a budget for ITOC’s use of the advance funding will need to be developed.

As discussed at the last meeting, the development of a clear scope of work for consulting services is the first step in this process. Such a scope of work is needed both for the initiation of a RFP/RFQ process for obtaining consultant assistance and for the development of a budget to be submitted to the SANDAG Board. A subcommittee was formed at the last meeting to develop a scope of work for potential consultant services. However, since a majority of the ITOC was interested in serving on the subcommittee, it was decided to place this discussion at the end of this special meeting agenda so that any interested ITOC member could participate.

Attachments related to this item include:

- Attachment 1 - Agenda Item #14 from the SANDAG Board of Directors agenda for January 27, 2006. This item relates to the ITOC’s request for advance funding for consulting services. The recommended Board action is to support the use of advance funding contingent upon the Board’s approval of a budget for the ITOC’s activities.
REQUEST FROM THE TransNet INDEPENDENT TAXPAYER OVERSIGHT COMMITTEE (ITOC) FOR ADVANCED FUNDING FOR CONSULTING SERVICES

File Number 1110200

Introduction

At its December 7, 2005, and January 18, 2006, meetings, the TransNet Independent Taxpayer Oversight Committee (ITOC) discussed the potential need for additional expertise to be obtained through consultant services in order to carry out its roles and responsibilities as outlined in the TransNet Extension Ordinance and Expenditure Plan. Attachment 1 provides an excerpt from the Ordinance describing the primary responsibilities of the ITOC.

The Ordinance also states that “Because the funding for this activity would not be available until Fiscal Year 2008-09 (FY 2009), the ITOC activities during the initial transition period will be phased in to the extent possible within the budget constraints of the one percent administrative cap under the current TransNet Ordinance.” The use of consultants for the ITOC was contemplated in the Ordinance, specifically for independent fiscal auditors and performance auditors once the ITOC’s duties are fully phased in beginning in FY 2009 and potentially for other purposes within the constraints of the $250,000 per year allocated in the Extension Ordinance for the ITOC’s activities. However, the use of consultants prior to FY 2009 was not contemplated and funding for such purposes is not provided in the current TransNet measure.

The ITOC raised concerns at its recent meeting regarding the need for funding prior to FY 2009 to carry out its oversight responsibilities. With the Board’s recent actions related to the TransNet Plan of Finance, the expansion of the commercial paper program, and the interest rate hedging transaction, advanced funding is being used to implement the Early Action Program prior to FY 2009. The ITOC acted unanimously to request the Board’s approval to advance its funding from FY 2009 in order to meet its oversight responsibilities related to the expenditure of funds for the Early Action Program. The attached letter (Attachment 2) from Mike Boyle, ITOC Chairman, outlines the specifics of the ITOC’s request.

GARY L. GALLEGOS
Executive Director

Recommendation

The Board of Directors is asked to approve the request from the ITOC for advanced funding up to $250,000 per year to support the ITOC’s oversight activities for the TransNet Early Action Program until the ITOC’s annual funding becomes available in FY 2009. This allocation is contingent upon the Board’s approval of an annual budget for the ITOC’s activities consistent with provisions of the TransNet Extension Ordinance. The commercial paper program may be utilized to provide the advance funding, with a repayment schedule to be included in the ITOC’s annual budget request beginning with the FY 2009 budget year.

Attachments:
1. Excerpt from the Statement of Understanding Regarding the Implementation of the ITOC for the Transnet Program
2. Letter dated January 20, 2006, from Michael F. Boyle, Chair of the ITOC

Key Staff Contact: Craig Scott (619) 699-1926; csc@sandag.org

Funds are budgeted in Work Element #11102
EXCERPT FROM THE STATEMENT OF UNDERSTANDING REGARDING THE IMPLEMENTATION OF THE INDEPENDENT TAXPAYER OVERSIGHT COMMITTEE FOR THE TRANSNET PROGRAM

ITOC Responsibilities

The ITOC shall have the following responsibilities:

1. Conduct an annual fiscal and compliance audit of all TransNet-funded activities using the services of an independent fiscal auditor to assure compliance with the voter-approved Ordinance and Expenditure Plan. This annual audit will cover all recipients of TransNet funds during the fiscal year and will evaluate compliance with the maintenance of effort requirement and any other applicable requirements. The audits will identify expenditures made for each project in the prior fiscal year and will include the accumulated expenses and revenues for ongoing, multi-year projects.

2. Prepare an annual report to the SANDAG Board of Directors presenting the results of the annual audit process. The report should include an assessment of the consistency of the expenditures of TransNet funds with the Ordinance and Expenditure Plan and any recommendations for improving the financial operation and integrity of the program for consideration by the SANDAG Board of Directors. This consistency evaluation will include a review of expenditures by project type for each local jurisdiction. The ITOC shall share the initial findings of the independent fiscal audits and its recommendations with the SANDAG Transportation Committee 60 days prior to their release to resolve inconsistencies and technical issues related to the ITOC's draft report and recommendations. Once this review has taken place, the ITOC shall make any final amendments it deems appropriate to its report and recommendations and adopt its report for submission directly to the SANDAG Board of Directors and the public. The ITOC shall strive to be as objective and accurate as possible in whatever final report it adopts. Upon completion by the ITOC, the report shall be presented to the SANDAG Board of Directors at its next regular meeting and shall be made available to the public.

3. Conduct triennial performance audits of SANDAG and other agencies involved in the implementation of TransNet-funded projects and programs to review project delivery, cost control, schedule adherence, and related activities. The review should include consideration of changes to contracting, construction, permitting, and related processes that could improve the efficiency and effectiveness of the expenditure of TransNet revenues. These performance audits shall be conducted using the services of an independent performance auditor and should include a review of the ITOC’s performance. A draft of the ITOC’s report and recommendations regarding the performance audits shall be made available to the SANDAG Transportation Committee at least 60 days before its final adoption by the ITOC to resolve inconsistencies and technical issues related to the ITOC’s draft report and recommendations. Once this review has taken place, the ITOC shall make any final amendments it deems appropriate to its report and related recommendations and adopt its report for presentation directly to the SANDAG Board of Directors and the public. The ITOC shall strive to be as
objective and constructive as possible in the text and presentation of the performance audits. Upon completion by the ITOC, the report shall be presented to the SANDAG Board of Directors at its next regular meeting and shall be made available to the public.

4. Provide recommendations to the SANDAG Board of Directors regarding any proposed amendments to the Ordinance and Expenditure Plan.

5. Provide recommendations as part of the 10-year review process. This process provides an opportunity to undertake a comprehensive review of the TransNet program every ten years and to make recommendations for improving the program over the subsequent ten years. This review process should take into consideration the results of the TransNet-funded improvements as compared to the performance standards established through the Regional Transportation Plan and the Regional Comprehensive Plan.

6. Participate in the ongoing refinement of SANDAG’s transportation system performance measurement process and the project evaluation criteria used in development of the Regional Transportation Plan (RTP) and in prioritizing projects for funding in the Regional Transportation Improvement Program. The focus of this effort will be on TransNet-funded projects. Based on the periodic updates to the RTP, as required by state and federal law, the oversight committee shall develop a report to the SANDAG Transportation Committee, the SANDAG Board of Directors, and the public providing recommendations for possible improvements and modifications to the TransNet program.

7. On an annual basis, review ongoing SANDAG system performance evaluations, including SANDAG’s “State of the Commute” report, and provide an independent analysis of information included in that report. This evaluation process is expected to include such factors as level of service measurements by roadway segment and by time of day, throughput in major travel corridors, and travel time comparisons by mode between major trip origins and destinations. Such information will be used as a tool in the RTP development process.

8. Review and comment on the programming of TransNet revenues in the Regional Transportation Improvement Program (RTIP). This provides an opportunity for the ITOC to raise concerns regarding the eligibility of projects proposed for funding before any expenditures are made. In addition to a general eligibility review, this effort should focus on significant cost increases and/or scope changes on the major corridor projects identified in the Ordinance and Expenditure Plan.

9. Review proposed debt financings to ensure that the benefits of the proposed financing for accelerating project delivery, avoiding future cost escalation, and related factors exceed issuance and interest costs.

10. Review the major Congestion Relief projects identified in the Ordinance for performance in terms of cost control and schedule adherence on a quarterly basis.

In carrying out its responsibilities, the ITOC shall conduct its reviews in such a manner that does not cause unnecessary project delays, while providing sufficient time to ensure that adequate analysis can be completed to allow the ITOC to make objective recommendations and to provide the public with information about the implementation of the TransNet program.
January 24, 2006

**Hand Delivered**

Hon. Mickey Cafagna  
Chair, Board of Directors  
San Diego Association of Governments  
401 B Street, Suite 800  
San Diego, California 92101-4231

**Re:** Consulting Assistance for ITOC  
TransNet Extension, Early Action Program Projects

Dear Mickey:

I am writing to you and the San Diego Association of Governments’ Board of Directors (“SANDAG Board”) on behalf of the Independent Taxpayer Oversight Committee (“ITOC”). As you know, the TransNet Extension Ordinance & Expenditure Plan (“TransNet Ordinance”) requires that the ITOC participate in a number of tasks. For reasons more fully discussed below, the ITOC requests that funds be advanced for consulting assistance to do its job.

**The ITOC’s First Nine Months**

The ITOC’s role has been described by SANDAG Executive Director Gary L. Gallegos as “providing taxpayer’s safeguards in terms of the use of TransNet funds…as well as developing recommendations for improvements to the TransNet program….“ Since the ITOC’s selection, followed by its first meeting on May 18, 2005, our seven member volunteer committee has conducted nine (9) regularly scheduled monthly meetings plus two (2) “special” meetings (on September 22 and November 2) in order to meet the various charges assigned to us.

The subjects addressed by the ITOC to date represent a broad range of the Ordinance’s requirements. Examples of topics forming our agendas include: The ITOC’s establishment of its internal bylaws; a comprehensive overview of Ordinance mandated ITOC responsibilities; briefing of the EAP scope of work and costs; evaluation of the TransNet commercial paper

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1 In order to expedite and address its tasks, the ITOC has expanded its regularly scheduled meeting length from three to six hours. It is estimated that the individual member time (not counting any member’s absence) for attending all of the nine regular and two special meetings is 66.5 hours. This does not include other meetings, telephone calls and preparation time. For example, the time records kept by the ITOC chair show he has recorded 237.6 hours for ITOC matters since May 18.
program extension and plan of finance; establishment of overall construction program management; training and review of performance measurement for transportation systems; the audit of the local jurisdiction’s maintenance of effort; review of the TransNet environmental mitigation program; and instruction on the RTP performance measures and transportation project evaluation criteria amongst others.

The Ordinance Provisions and the EAP Projects

The scope of work for the ITOC (termed the “ITOC Responsibilities”) is spelled out in ten (10) numbered paragraphs spanning nearly two full pages (pgs. 47-48) of the Ordinance. In order to assist the ITOC’s independence in carrying out these oversight duties the ordinance expressly provides for it to hire qualified consultants.\(^2\) The Ordinance further allocates an annual budget of up to $250,000 to the ITOC (adjusted annually for inflation).\(^3\)

The TransNet ½ cent sales tax is scheduled to commence in 2008. However, in January 2005 the SANDAG Board voted to start the TransNet Extension EAP. This program, in essence, enabled SANDAG to begin expending money on highway and transit projects prior to the receipt of Proposition A monies in 2008. It essentially “jump starts” 20 of the 47 major highway and transit projects identified in the 40-year TransNet Extension. The board has approved a plan of finance for the EAP. It uses bonding to help advance funding for the projects. The TransNet commercial paper program also has been increased from $135 million to $335 million. Based on schedules developed for the EAP projects, the plan of finance covers projects from now through FY 2015.\(^4\)

The projects include the widening of Route 76 to I-15, building Route 52 eastward to link with Route 67, an extension of the trolley from Old Town San Diego north onto the campus at UCSD and then to University Towne Centre, as well as I-15 improvements.

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\(^2\) Paragraph 8 of the “ITOC Funding and Administration” section of the Ordinance at page 49 states that “All consultants hired by the ITOC shall be selected on an open and competitive basis with solicitation of proposals from the widest possible number of qualified firms . . . . The scope of work of all such consultant work shall be adopted by the ITOC prior to any such solicitation.”

\(^3\) Paragraph 1 of the “ITOC Funding and Administration” section of the Ordinance at page 49 provides that “All costs incurred in administering the activities of the ITOC . . . shall be paid annually from the proceeds of the TransNet sales tax. The funds made available to the ITOC shall not exceed $250,000 annually, as adjusted for inflation annually . . . .”

\(^4\) The funding for the ITOC was initially not to be available until 2008. Paragraph 3 of the “ITOC Funding and Administration” section of the Ordinance states, “Because the funding for this activity would not be available until Fiscal Year 2008-2009, the ITOC activities during the initial transition period will be phased in to the extent possible within the budget constraints of the one percent administrative cap under the current TransNet Ordinance.” This, however, assumed that TransNet Extension projects would also not begin until 2008. With the EAP effort already underway, it means there is no taxpayer oversight unless the ITOC is funded.
The ITOC’s Responsibility to Evaluate the EAP Projects

For example, one of the ITOC’s obligations is to participate in the improvement of the existing transportation project evaluation criteria, the prioritization of project funding as well as to participate in the RTP development. These tasks are established in paragraph 6 of the “ITOC Responsibilities” section of the Ordinance (at page 48). This paragraph requires (in pertinent part) that the ITOC shall:

“6. Participate in the ongoing refinement of SANDAG’s transportation system performance measurement process and the project evaluation criteria used in the development of the…(RTP) and in prioritizing projects for funding…Based on the periodic updates to the RTP…the oversight committee shall develop a report to the SANDAG Transportation Committee, the SANDAG Board of Directors and the public providing recommendations for possible improvements and modifications to the TransNet program.” (Emphasis Supplied.)

The RTP review process is currently underway. The transportation project evaluation criteria will be undergoing revision with a target date for completion this summer. Absent assistance there is little prospect that the ITOC will be able to meaningfully participate in this complex and specialized task.

Further, there are a number of additional ITOC responsibilities either triggered by the EAP now or by future requirements which will need to be met. A summary of some (but not all) of these ITOC responsibilities include:

1. Review the major transportation projects for performance in terms of cost control and schedule adherence on a quarterly basis (the first quarterly report provided on the “dashboard” established by the engineering firm of PBS&J will be in April, ’06). (Ordinance ¶ 10)

2. Conduct an annual fiscal and compliance audit of all TransNet-funded activities using an independent fiscal auditor to ensure maintenance of effort. (Ordinance ¶ 1)

3. Provide an annual report to the SANDAG Board and public presenting the results of the annual maintenance of effort audit process for consistency with the Ordinance. (Ordinance ¶ 2)
4. Provide independent participation and analysis of transportation system performance measures, project evaluation criteria, prioritizing projects for funding and in development of the Regional Transportation Plan (RTP) as mentioned above. (Ordinance ¶ 6)

5. Develop a report to the SANDAG Board and the public providing recommendations for improvements and modifications to the TransNet program. (Ordinance ¶ 6)

6. Independently review and analyze the information provided in the existing ongoing SANDAG transportation system performance evaluations (including the “State of the Commute” report). (Ordinance ¶ 7)

7. Conduct performance audits of SANDAG and other agencies involved in the implementation of TransNet funded projects and programs using an independent performance auditor. (Ordinance ¶ 3)

Consulting Help for ITOC on the EAP Projects

The approval of the EAP and its plan of finance by SANDAG have set the TransNet Extension in motion. While through the normal course of events the Proposition A sales tax revenue would not have been available until 2008, the EAP plan of finance enables the present use of the measure’s future revenue stream. There will be a review and revision of the RTP this year. At the same time, the planning, prioritization and development of the EAP transportation projects will begin. This present use of future sales tax revenue triggers ITOC’s obligation to recommend program improvements and to provide taxpayer safeguards.

Conclusion

One of the tasks required of the ITOC is to participate in the refinement of the EAP’s transportation projects and report to SANDAG and the public. There are many other ITOC tasks that have also been triggered by the commencement of the EAP projects.

Since this will require specialized knowledge, training and experience (in addition to time), the ITOC requests that the SANDAG Board authorize the advance or drawdown of TransNet Extension funds against the ITOC’s future allocation of $250,000 per year. The ITOC anticipates that this advance against future funds, while necessary to locate and retain assistance from qualified consultants, will not reach (but in any event will not in any given year exceed) the annual amount allocated by the Ordinance. The ITOC by definition is keenly aware of the need
to remain cost effective and efficient in the use of taxpayer funds. These principles will be kept in mind while carrying out its assigned tasks.

On behalf of the ITOC, I want to thank both you and the members of the SANDAG Board for your consideration. I will be pleased to answer any additional questions that you or the Board may have concerning this request. I look forward to seeing you at the upcoming meeting on January 27 if not before. Kind regards.

Very truly yours,

MICHAEL F. BOYLE
Chair of the Independent Taxpayers Oversight Committee

mfb/gj
Enclosures

cc: SANDAG Board of Directors (w/enclosures)
Mr. Gary L. Gallegos (w/enclosures)