



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: Public Works
Department No.: 054
For Agenda Of: April 19, 2022
Placement: Departmental
Estimated Tme: 45 minutes
Continued Item: No
If Yes, date from:
Vote Required: Majority

TO: Board of Supervisors
FROM: Department Director: Scott D. McGolpin, Public Works Director, 568-3010
Contact Info: Chris Sneddon, Deputy Director, Transportation, 568-3064
SUBJECT: Measure A Program of Projects for Fiscal Years 2022/2023 – 2026/2027, All Supervisorial Districts

County Counsel Concurrence

As to form: Yes

Auditor-Controller Concurrence

As to form: N/A

Recommended Actions:

That the Board of Supervisors:

- a) Adopt the attached Resolution for the Measure A Five-Year Local Program of Projects for Fiscal Years 2022/2023 through 2026/2027, for submittal to the Santa Barbara County Local Transportation Authority for acceptance; and
- b) Reaffirm Resolution 10-101, which establishes priorities and policies for the use of the local portion of the ½ cent sales tax for the transportation needs in Santa Barbara County; and
- c) Approve a Measure A distribution formula for the central/north region and south county region from:
 - a. the existing district formula for the central/north region (100% lane miles) and the recommended new distribution formula for the south county region (25% population/75% lane miles) for Measure A revenues; or
 - b. the existing distribution formula for both the central/north region (100% lane miles) and the south county region (50% population/50% lane miles) for Measure A revenues; or
 - c. an alternate funding distribution formula for Measure A revenues; and
- d) Direct staff to prepare Fiscal Year 2022/2023 Road Maintenance Annual Plan based upon approved Measure A distribution formula; and
- e) Determine that this action is not subject to the California Environmental Quality Act (CEQA) pursuant to State CEQA Guidelines Section 15301 (c), as the proposed project(s) consists of the operation, repair, maintenance, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, involving negligible or no expansion of use beyond that previously existing, including but not limited to existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities.

Summary Text:

This item is on the agenda to adopt the Measure A Program of Projects and associated documents, in order to meet Local Streets and Roads funding eligibility requirements of the Measure A Ordinance, as well as to approve a funding distribution within the north and south county zones.

Recommendation A

Section 18 of the Santa Barbara Transportation Investment Plan Ordinance 5, commonly referred to as Measure A, requires each local agency, after holding a public hearing, to adopt a Resolution annually for the Five-Year Program of Projects (POP) and under Section 27 to certify the local agency’s intent to allocate the required local discretionary funds to satisfy the “Maintenance of Effort” provision of Measure A.

Recommendation B

Resolution No. 10-101, reaffirmed every year by your Board, establishes the priorities and policies for the use of Measure A funds. Eligible uses are defined by the voter-approved Measure A investment plan, and jurisdictional Measure A expenses are audited by the Santa Barbara County Association of Governments (SBCAG). Measure A includes a requirement that ten percent or more of Measure A funds be spent on alternative transportation.

The County uses Measure A for transportation infrastructure maintenance operations, pavement repairs, improving drainage facilities, hardscape repairs and infill, tree maintenance, traffic operations, and matching funds for grants and capital projects. In addition, ten percent or more goes to alternative transportation, including striping and signs for pedestrian school zones, pedestrian facility improvements, infrastructure for bicycles, ADA compliance improvements, and transit service contributions.

Recommendation C

The County receives Measure A revenues separately for the South Coast and Central/North County. These distributions are anticipated to total approximately \$9.1 million dollars in FY22/23. Approximately \$4.8 million of Measure A funds are anticipated for South County work. Approximately \$4.3 million of Measure A funds are anticipated for Central and North County work.

Of these funds, \$6 million are budgeted annually for operations. This includes maintenance work to keep the 1652 lane miles of road, over 100 bridges, 4,000 drainage structures, 9,000 street trees, 14,000 traffic signs, miles of sidewalks, traffic signals, and other transportation infrastructure operating safely.

Your Board has discretion over how funds are distributed once they are apportioned between the South and North County. The distribution formula has changed over time and is typically revisited when new census information changes district boundaries. Although the transportation network is fixed, and its needs don’t change with redistricting, the process can affect funding if population is used as the basis for distribution. Population-based distribution is not required. Many agencies use a wholly lane-mile based distribution formula. In addition, your board has discretion to forego formal distribution formulas and direct the department to apply the funding on a needs basis. This flexibility would allow Measure A to be used as matching funds for grants or to complete priority projects that currently have no specific funding identified. Staff would monitor Measure A funding use over time and recommend uses that provide geographic equity over each 5-year audit period.

For Fiscal Year 21/22, prior to census completion, your Board approved Measure A fund distribution ratios of 50 percent population and 50 percent lane miles for the South Coast and 100 percent lane miles

for Central and North County. The census information has been compiled and redistricting is complete. The department has analyzed the changes and is seeking your Board’s direction on what distribution formula, if any, to apply to the available Measure A for projects and programs.

Funding in the Central and North County are currently distributed 100% by a lane-mile, needs based formula. Staff recommends maintaining that formula for projects and programs in the Central and North County.

In the South County, changes to district boundaries have created a decoupling of lane miles and population that have a significant effect on the distribution formula. Specifically, the South County area of the Third District has approximately 23,000 less population, yet the number of lane miles in that area increased by 3, while the Second District population increased 22,000 and has 62 fewer lane miles. The First District increased in population by 4,000 and also increased its road network by 59 lane miles. The net result is that using a 50% population/50% lane mile distribution formula would lead to a net decrease in Measure A funding distribution to the South County Third District area of almost 16% while its network increased.

Another consideration when analyzing transportation funding is the needs of specific areas. While the County has less lane miles in the Second District to maintain, the Eastern Goleta Valley and Isla Vista are included in this region. These areas are more urban and suburban, which generally have higher maintenance costs. They include more hardscape and higher maintenance trees, as well as many of the south County traffic signals, landscaping, and other high value infrastructure. For this reason, while general best practice is to apportion transportation funding by need rather than area or population, staff recommends a 25% population/75% lane mile distribution for Measure A for South Coast projects and programs. Alternately, your Board could decide to forego a specific formula and the funds would be apportioned based on priority projects across the South Coast. Or your Board may direct staff to use the same formula as prior fiscal years or a different distribution entirely.

Below are examples of potential distribution formulas for the anticipated \$1.3 million dollars to be programmed in FY22/23 after operations funding in the South Coast. These funds are typically used as matching funds for grants such as bridge replacements, Active Transportation Program grants, Highway Safety Improvement Program grants, and other deferred maintenance needs including Americans with Disability Act improvements, and other deferred maintenance needs.

existing 50%pop/50% Lane Mile			recommended 25%pop/75% Lane Mile			standard 100% Lane Miles		
D1S	37.7%	\$489,658	D1S	42.9%	\$557,273	D1S	48.1%	\$624,888
D2	52.9%	\$687,852	D2	43.9%	\$571,338	D2	35.0%	\$454,825
D3S	9.4%	\$122,490	D3S	13.2%	\$171,388	D3S	16.9%	\$220,287

Potential Measure A South Distribution Formulas

Recommendation D

The POP programs Measure A and other funding for maintenance needs. If the Measure A POP is approved, staff will return to your Board with the Road Maintenance Annual Plan (RdMAP) for FY 2022/2023 for your approval. With current funding, Measure A will be used for the in-house work plan portion, also known as corrective maintenance/operations, in the RdMAP. The contract work section of the RdMAP will only contain projects funded with other revenue sources.

Recommendation E

Determine that the Measure A POP is exempt from the provisions of CEQA, pursuant to Section 14 CCR 15301(c) as the proposed project(s) consists of the operation, repair, maintenance, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, involving negligible or no expansion of use beyond that previously existing, including but not limited to existing highways and streets, sidewalks, gutters, bicycle and pedestrian trails, and similar facilities.

Background:

Measure A History and Programming

On November 4, 2008, County of Santa Barbara voters approved Measure A to continue the one-half of one percent (1/2%) local sales tax (formerly Measure D) and Santa Barbara County Transportation Investment Plan. Measure A took effect on April 1, 2010, and will remain in effect for 30 years, with the revenues allocated for transportation improvements.

The Measure A voter-approved investment plan includes dedication of a substantial portion of Measure A to named capital projects such as the Highway 101 widening, commuter rail between Ventura and Santa Barbara, and various interchange improvements. The remaining funds are split equally between the South Coast and the North County for local roads. Local agencies receive 65% of the total amount of revenue from the North County expenditure plan for local streets and roads, and 52% of the total amount of revenue from the South Coast expenditure plan for local streets and roads. As part of the program, a minimum of 10% of Measure A must be used for alternative transportation.

The voter-approved investment plan for Measure A requires the County to develop two distinct 5-year Programs of Projects for your Board's approval annually: one for Measure A funds on the South Coast, and one for North County Measure A funds. Upon your Board's approval, Public Works will submit the Programs to SBCAG for incorporation into their regional plan. The Measure A Ordinance also states that a Maintenance of Effort (MOE) is required to continue to receive Measure A funds. MOE funds are local agency discretionary revenues used for transportation (operations and corrective maintenance) prior to the adoption of Measure A, plus inflation. SBCAG provided an MOE requirement estimate earlier this year and will publish the actual MOE amount in August.

Measure A and the Current Status of County Transportation Infrastructure

The County's approved Five-Year POP includes corrective maintenance/operations and capital improvements to all elements of County owned and maintained transportation assets and programs:

- Roads
- Bridges
- Hardscape and street trees
- Drainage facilities
- Traffic devices and infrastructure (signals, lights, signs, paint, etc.)
- Alternative transportation programs, including bicycle facility maintenance and safety improvements, pedestrian access and safety projects, education, outreach, and regional transit service operations.

The Measure A Program of Projects, RdMAP, and State Road Maintenance and Rehabilitation Account (RMRA) project list combine to define Transportation's maintenance work plans for the year. As in years past, the majority of Measure A allocation is proposed for corrective maintenance, repairs, and operations. This, along with State Highway User Tax Account (HUTA) and General Fund Maintenance of Effort (MOE) combine to fund these types of repairs and operations. State RMRA (SB 1), along with

General Funds from the 18% Unallocated Growth for Maintenance are used to address the unfunded backlog, and to leverage for grants and capital projects.

The approved Measure A Program of Projects informs the Public Works Department’s Road Maintenance Annual Plan (RdMAP), which includes ongoing cyclical maintenance as well as corrective and preservation projects. Corrective maintenance is work our staff performs on a daily basis such as pothole patching, crack sealing, thin lift overlays, sidewalk ramping, tree trimming, and culvert cleaning. Pavement preservation includes both preventive maintenance and rehabilitation work such as overlays, seal coats, and hardscape repairs. Pavement preservation work is the majority of the County’s unfunded deferred maintenance backlog.

Local Streets and Roads Needs

The annual backlog of deferred maintenance for FY 2022/2023 is \$295M. Asset categories included in the calculation are pavement, bridges, hardscape and trees, drainage facilities, and traffic operations devices:

County Asset	Backlog (\$M)
Pavement	\$134
Hardscape & Urban Forest	\$46
Bridges	\$54
Drainage System	\$51
Traffic	\$9

Of this deferred maintenance backlog, almost 45% is pavement (\$134M). The County’s current overall system Pavement Condition Index (PCI) is 57 on a scale of 0-100 (below 25 is failed, 100 is like new condition). This pavement backlog slightly decreased compared to last year as a result of investments the County has made in pavement preservation and rehabilitation over the last five years. Notably, the County invested \$10M in funding from a Southern California Edison settlement in the Montecito area in addition to recent increases in deferred maintenance funding available through RMRA and General Fund. While the backlog is still large, this years’ backlog reduction demonstrates the correlation between increased investment in pavement health and the reduction in backlog.

For pavement alone, approximately \$13.5M would be required annually to maintain the system’s PCI at its current level, and a much greater amount would be required to improve the PCI and reduce the backlog. It is noteworthy to mention that the above annual demand will decrease as we are able to achieve higher network PCIs and vice versa. This year, the County is investing \$10.5M in pavement preservation. This represents approximately 70 lane miles of work on the County’s 1652 lane miles of pavement. County forces maintain the other 1,582 (96%) lane miles of County Roads, which equates to over 40 lane miles per Maintenance Worker. As support for maintenance operations and following the “fix it first” philosophy, Measure A provides critical support for maintaining the health of the County’s maintained road system.

Fiscal and Facilities Impacts:

The Measure A Five-Year Local Program of Projects includes over \$45M dedicated to maintaining the County’s Transportation Infrastructure and services over the five-year period. Of this amount, the South Coast is estimated to receive \$23,884,011 and the North County is estimated to receive \$21,656,721 over the five-year period. \$6M of these funds will be budgeted in operations. The remainder will be used for transit, alternative transportation, and matching funds for capital projects.

Special Instructions:

Please return one copy of the adopted Resolution and a certified stamped Minute Order to Gail Ocheltree, Public Works Transportation Division, x83094.

Attachments:

Attachment A: Resolution for the Measure A Five-year Local Program of Projects for Fiscal Years 2022/2023 through 2026/2027

Attachment B: Resolution 10-101

Attachment C: Measure A Local Program of Projects – North County

Attachment D: Measure A Local Program of Projects – South Coast

Attachment E: Copy Notice of Exemption Acceptance date 4/5/2022

Authored by:

Chris Sneddon, Deputy Director, Public Works – Transportation, 568-3064