



PINAL COUNTY
Wide open opportunity

Pinal County Transit Feasibility Study

Governance Options & Issues

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Current and Future Situation

- *Today, Pinal County's transit needs are still relatively limited, but are growing.*
- *Long term needs will be significantly greater—and different—than short-term needs.*
- *Growth will not be linear but instead will slow and accelerate depending upon economic and other conditions.*
- *Growth will not occur at the same rate in all areas, but will initially be faster in some parts of the county and then spread to others.*
- *Above all else, the county will need adopt an approach that:*
 - *Will be financially sustainable.*
 - *Will be flexible.*
 - *Can evolve as needs changes.*



Transit Governance Options

- *Arizona law provides for seven different governance options that could be used in Pinal County:*
 1. *Status quo.*
 2. *Stronger county transit policy role.*
 3. *County-operated transit service.*
 4. *Regional Transportation Authority (RTA).*
 5. *Joint Powers Organization (JPO)/Non-Profit Corporation*
 6. *Provision of transit through intergovernmental agreements (IGAs).*
 7. *Development of an Metropolitan Public Transit Authority (MPTA).*
- *There could also be combinations of the above.*



Options Described in Terms of:

- *Representation: Who would be included; who would have policy control.*
- *Powers and Responsibilities:*
 - *Would the entity have all of the powers necessary to provide transit service?*
 - *Would the entity have other responsibilities?*
- *Grants and Funding: What would be available?*
- *Steps Required to Implement.*
- *Advantages.*
- *Disadvantages.*
- *Other Issues.*



Status Quo

All parties that desire transit service (county, cities, Indian communities, social service agencies) develop and implement their own services according to need and ability.

Overview
<p>Representation</p> <ul style="list-style-type: none"> Each party represents its own interests; there is no regional body to address countywide transit issues.
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> County, cities, and Indian communities have all powers necessary to develop and operate transit services. Social service agencies have <u>most</u> powers necessary to develop and operate transit service.
<p>Grants and Funding</p> <ul style="list-style-type: none"> County and cities are eligible recipients of all transit-related grants. County and cities can apply for many grants on behalf of social service agencies. Provides no new source of funding; existing excise tax funds cannot be used for transit.
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> None.

Advantages/Disadvantages/Issues
<p>Advantages</p> <ul style="list-style-type: none"> Each party can chose its own approach.
<p>Disadvantages</p> <ul style="list-style-type: none"> Duplication of functions. Lack of lead agency to drive of regional transit policy/ development. No forum/mechanism to determine role of transit within overall transportation system. No forum/mechanism for regional transit coordination. Over time could lead to fragmented system. Would likely lead to greater mismatches between services and demand than other regional models.
<p>Issues</p> <ul style="list-style-type: none"> <i>Will the county's transit needs outgrow the abilities of individual jurisdictions to provide service?</i> <i>Is there sufficient local funding to leverage available federal and state funding?</i>



Stronger County Policy Role

- *County would assume a stronger role in developing regional transit services (for example, similar to development of Comp Plan).*
- *Otherwise, all parties involved in transit (county, cities, others) would continue to develop and implement their own services according to need and ability.*

Overview
<p>Representation</p> <ul style="list-style-type: none"> ▪The Pinal County Board of Supervisors would set transit policy with input from local jurisdictions. ▪Other parties would represent their own interests.
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> ▪Each party would continue to represent the interests of its own constituents. ▪Individual parties would have no formal policy level control over regional services or services outside of its boundaries or service area. ▪However, county could create regional advisory body to address city/county or city/city transit issues and develop countywide approaches.
<p>Grants and Funding</p> <ul style="list-style-type: none"> ▪County, cities, and Indian communities are eligible recipients of all transit-related grants. ▪With voter approval, the use of the county excise tax could be extended to transit (for county and cities).
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> ▪County would need to work with cities to develop mutually acceptable forums and processes to address issues and develop transportation plans.

Advantages/Disadvantages/Issues
<p>Advantages</p> <ul style="list-style-type: none"> ▪Provides limited mechanism: <ul style="list-style-type: none"> - To address regional needs. - For regional transit coordination. ▪Maintains high level of local control; each party still free to choose its own approach. ▪Could provide source of funding for transit.
<p>Disadvantages</p> <ul style="list-style-type: none"> ▪Would likely lead to greater mismatches between services and demand than other regional models. ▪Could led to similar duplication of functions as with Status Quo.
<p>Other</p> <ul style="list-style-type: none"> ▪ Limits county role in transit provision.
<p>Issues</p> <ul style="list-style-type: none"> ▪<i>Should use of roadway excise tax be expanded to transit?</i> ▪<i>If so, would likely require voter approval.</i>

County-Operated Transit Service

- *County would provide transit services, either throughout the county, to provide regional services and/or to fill gaps in services provided by others (for example, the cities).*

Overview	Advantages/Disadvantages/Issues
<p>Representation</p> <ul style="list-style-type: none"> ▪The Pinal County Board of Supervisors would set transit policy for county transit services the same manner that it does for other county functions. ▪Other parties would represent their own interests. ▪There would be no regional body to address countywide transit issues. 	<p>Advantages</p> <ul style="list-style-type: none"> ▪Provides direct mechanism for county to provide service in unincorporated areas and between cities and Indian communities. ▪Maintains high level of local control; all transit interests would still be able to choose their own transit approaches.
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> ▪County has all powers necessary to develop and operate transit services. ▪The provision of transit service could become a new function of the Public Works Department or a new county department. 	<p>Disadvantages</p> <ul style="list-style-type: none"> ▪Many transit routes would serve regional and local needs; responsibility for some services may not be clear. ▪Would likely lead to greater mismatches between services and demand than other regional models.
<p>Grants and Funding</p> <ul style="list-style-type: none"> ▪County is eligible recipient of all transit-related grants. ▪With voter approval, the use of the county excise tax could be extended to transit (for county and cities). 	<p>Issues</p> <ul style="list-style-type: none"> ▪<i>Does the county want to become a transit provider?</i> ▪<i>Should use of roadway excise tax be expanded to transit?</i> ▪<i>If so, would likely require voter approval.</i>
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> ▪Pinal County Board of Supervisors has authority to decide to provide transit service, and would need to make a policy decision to do so. 	



Regional Transportation Authority (RTA)

- *County would establish an RTA that would be responsible for the development of a balanced regional transportation system that would include all appropriate transportation modes, including transit.*

Overview	Advantages/Disadvantages/Issues
<p>Representation</p> <ul style="list-style-type: none"> ▪The RTA board would be the same as the Regional Council of Governments board (CAAG) (one member from each county, city, and Indian community in Pinal and Gila counties). ▪(Enabling legislation likely did not consider cases in which council of governments represented multiple counties, and thus “technical” changes would be desirable). 	<p>Advantages</p> <ul style="list-style-type: none"> ▪Provides a very strong focus on development of a balanced regional transportation system. ▪Provides mechanism for county, cities, Indian communities, and other parties to work together on transportation issues in a collaborative manner. ▪Provides mechanism for the development of a “seamless” countywide system. ▪Would provide funding for transit and other alternative transportation modes (since “roadway” excise tax would be replaced by “transportation” excise tax).
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> ▪RTA would have all powers necessary to develop and operate transit services. ▪RTA would also program and fund other types of transportation projects (that would be constructed and maintained by individual jurisdictions). 	<p>Disadvantages</p> <ul style="list-style-type: none"> ▪Requires development of 20-year Regional Transportation Plan that would provide less programming flexibility than now or with alternative options. ▪Lower level of control for county on transportation issues due to shifting of many responsibilities to RTA. ▪Potential for less local control for cities and Indian communities due to increased regional focus. ▪Would reduce amount of funding for roadway projects (because “transportation” excise tax would provide funds for all modes).
<p>Grants and Funding</p> <ul style="list-style-type: none"> ▪The existing “roadway” excise tax would be replaced by a “transportation” excise tax that could be used to fund all modes (change would require voter approval). ▪RTAs are eligible recipients of all available transportation-related grants. ▪RTA would maintain and administer a “Regional Transportation Fund” that would be used to fund transportation projects. 	<p>Issues</p> <ul style="list-style-type: none"> ▪<i>Would need legislation to address Gila County board issue.</i> ▪<i>Would require that existing roadway excise tax be replaced with RTA transportation excise tax.</i> ▪<i>Excise tax change would require voter approval.</i>
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> ▪County has authority to establish an RTA. ▪As a practical matter, would need consent and agreement with cities, Indian communities and CAAG. 	

Joint Powers Organization (JPO)

- Counties, cities, and Indian communities can form separate legal entities that can exercise all of the powers of the member agencies.

Overview
<p>Representation</p> <ul style="list-style-type: none"> A JPO would be directed by a board of directors that would be composed as determined by its members. Board of directors voting shares/procedures would be as determined by its members.
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> JPO would have all of the powers of its members, which would include all powers necessary to develop and operate transit services.
<p>Grants and Funding</p> <ul style="list-style-type: none"> A JPO whose members included the county, cities and/or Indian communities would be eligible to receive all transit-related grants. A JPO would be funded by its members and would not leverage any major new revenue source. However, with voter approval, the use of the county excise tax could be extended to transit.
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> County, cities, and Indian Communities have authority to establish an JPO. Participating jurisdictions would need to negotiate specific terms, and then legislative bodies would approve.

Advantages/Disadvantages/Issues
<p>Advantages</p> <ul style="list-style-type: none"> Develops an organization that would be focused on the provision of transit service, and if desired, other alternative modes. Provides mechanism for county, cities, Indian communities, and other parties to work together on transit issues in a collaborative manner. Provides mechanism for the development of a “seamless” countywide transit system. Can include all political subdivisions, including Indian communities, and colleges and universities. Provides large amount of flexibility in determining makeup, roles, and mission.
<p>Disadvantages</p> <ul style="list-style-type: none"> Potential for less local control for county, cities and Indian communities due to increased regional focus.
<p>Issues</p> <ul style="list-style-type: none"> <i>Do Pinal County’s jurisdictions desire to join together to jointly provide transit service?</i> <i>Should use of roadway excise tax be expanded to transit?</i>



Intergovernmental Agreements (IGAs)

- County, cities, Indian communities, and other parties would develop IGAs that define respective roles and responsibilities.

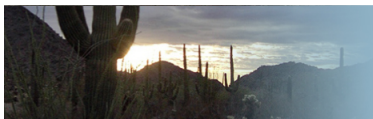
Overview	Advantages/Disadvantages/Issues
<p>Representation</p> <ul style="list-style-type: none"> Each party represents its own interests. 	<p>Advantages</p> <ul style="list-style-type: none"> All parties can choose their own approaches and cooperative agreements.
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> County, cities, and Indian communities have all powers necessary to implement interagency agreements for the provision of transit service. County, cities, and Indian communities could exercise powers on behalf of social service agencies through interagency agreements. 	<p>Disadvantages</p> <ul style="list-style-type: none"> Lack of lead agency to drive regional transit policy/development. Could be difficult to develop agreements that involve three or more parties that mix local and regional issues. Development of comprehensive system could require large number of agreements, which could be unwieldy. No forum/mechanism: <ul style="list-style-type: none"> To determine role of transit within overall transportation system. For regional transit coordination. Would likely lead to greater mismatches between services and demand than other regional models.
<p>Grants and Funding</p> <ul style="list-style-type: none"> County, cities, and Indian communities are eligible recipients of all available grants. Jurisdictions can apply for many grants on behalf of social service agencies. Provides no new source of funding; existing excise tax funds cannot be used for transit. 	<p>Issues</p> <ul style="list-style-type: none"> <i>Are there enough jurisdictions willing to join together to provide transit service to develop a regional system through IGAs?</i>
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> Negotiation of interagency agreements for desired services. 	



Metropolitan Public Transit Authority (MPTA)¹¹

- Counties and cities (but not Indian communities) can create MPTAs to acquire, own, and operate public transit services.

Overview	Advantages/Disadvantages/Issues
<p>Membership & Representation</p> <ul style="list-style-type: none"> An MPTA can serve either all or part of the county. If only part of the county, must serve as least 51% of population. An MPTA would be directed by a board of directors consisting of between 5 and 11 members. Initial board consists of 5 members, who are elected by member jurisdictions, and who serve until January 1 of the year following the next state general election. Subsequent board members elected by popular vote to represent geographical areas. 	<p>Advantages</p> <ul style="list-style-type: none"> Develops an organization that would be focused on the provision of transit service. Provides ability to levy property taxes to fund transit service. Provides mechanism for county and cities to work together on transit issues in a collaborative manner. Provides mechanism for the development of a “seamless” countywide transit system.
<p>Powers and Responsibilities</p> <ul style="list-style-type: none"> An MPTA would have all of the powers necessary to develop and operate transit services (including condemnation powers). 	<p>Disadvantages</p> <ul style="list-style-type: none"> Less local control for county, cities and Indian communities as Board of Directors would be elected by popular vote. Cannot include Indian communities or colleges and universities as direct members.
<p>Grants and Funding</p> <ul style="list-style-type: none"> An MPTA would be eligible to receive all transit-related grants. The county board of supervisors can levy property taxes on behalf of the MPTA. With voter approval, the use of the county excise tax could be extended to transit. 	<p>Issues</p> <ul style="list-style-type: none"> <i>Would property tax levies for transit be politically acceptable in transit authority area?</i> <i>Should use of roadway excise tax be expanded to transit?</i> <i>If so, would likely require voter approval.</i>
<p>Steps Required to Implement</p> <ul style="list-style-type: none"> The participating jurisdictions would negotiate functions, roles, and terms. The governing bodies of the member jurisdictions can then form the MPTA by ordinance. 	



Arizona Examples

County-Operated Transit Service

- Pima and La Paz Counties
- Until the formation of a regional transit authority in 2006 (NAIPTA), Coconino County operated Flagstaff's transit service.

Regional Transportation Authorities

- Pima County RTA
- Maricopa County's RPTA

Joint Powers Organization

- Valley Metro Rail light rail service

Interagency Agreements

- NAIPTA provides service in Coconino and Yavapai County through IGA's with its members.

Metropolitan Public Transit Authority

- To date, no MPTAs have been created.



Summary

	Status Quo	Stronger County Policy Role	County Operated Service	RTA	Service through IGAs	JPO	MPTA
Policy Board	County & Individual city boards	County Board	County Board (for county service)	CAAG	County & Local Boards	Determined by Members	Elected
Local Control	High	High	High	Medium	High	High	Low
Eligible Members	NA	NA	NA	County, Cities, Indian Communities	NA	Political Subdivisions	County & Cities
Collective Clout	Low	Low	Low	High	Low	High	High
Development of Regional Policy	Poor	Fair-Good	Fair-Good	Very Good	Poor	Very Good	Very Good
Development of Regional Service	Poor	Fair	Fair	Very Good	Fair	Very Good	Very Good
Dedicated Funding	No	Potential Excise Tax	Potential Excise Tax	Excise Tax	Potential Excise Tax	Potential Excise Tax	Potential Property Tax & Excise Tax
Development of Balanced Transportation System	No	Fair	Fair	Very Good	Poor	Good	Good
Programming Flexibility	Very Good	Very Good	Very Good	Fair	Very Good	Very Good	Fair



Best Option?

- *A Joint Powers approach appears to provide:*
 - *The best balance of effectiveness and flexibility.*
 - *The ability to start small and adjust and expand as needs grow.*
- *A JPO would be designed to:*
 1. *Foster collaboration between the county, cities, and Indian communities.*
 2. *Set and drive transportation policy.*
 3. *Develop, implement, and provide transit service for member organizations.*
 4. *Program transit projects.*
 5. *Develop financial plans to fund and implement projects.*
 6. *Leverage and administer transit funding.*
 7. *Ensure appropriate financial contributions from involved parties.*



Best Option?

- *Membership in the JPO would be voluntary.*
- *Initial jurisdictions would determine the policy structure and specific functions of the organization.*
- *Would also develop a process for adding new members over time.*
- *Member jurisdictions would:*
 - *Determine for themselves the services that they desire the JPO to provide on their behalf.*
 - *Determine equitable local contributions.*
 - *Work together on regional services through the JPO forum.*



Potential Funding

- *To expand and sustain transit, local sources of funding will be needed to leverage available state and federal funding.*
- *State law permits transportation excise tax revenue to be used for transit.*
- *However, Pinal County has limited the use to roadways.*
- *With voter approval, the use of the excise tax could be expanded to transit. No new taxes would be imposed.*
- *The county and cities would receive that same amounts but have the flexibility to use some of the funds for transit.*

