



BOARD COMMITTEE TRANSMITTAL

February 13, 2012

To: Members of the Board of Directors
WK
From: Wendy Knowles, Clerk of the Board
Subject: Approval of Measure M2 Project N Guidelines for Freeway Service Patrol

Regional Planning and Highways Committee Meeting of February 6, 2012

Present: Directors Bates, Cavecche, Crandall, Glaab, Hansen, Herzog, and Nelson
Absent: Director Galloway

Committee Vote

This item was passed by the Members present.

Committee Recommendations

- A. Approve Measure M2 Project N Guidelines.
- B. Direct staff to return in April with proposed services to be funded with Measure M2 Project N funding.



ORANGE COUNTY TRANSPORTATION AUTHORITY

**Approval of Measure M2 Project N Guidelines for Freeway
Service Patrol**

Staff Report



February 6, 2012

To: Regional Planning and Highways Committee
From: Will Kempton, Chief Executive Officer
Subject: Approval of Measure M2 Project N Guidelines for Freeway Service Patrol

Overview

Measure M2, approved by the voters on November 7, 2006, included funding to support the Freeway Service Patrol program through 2041. Guidelines outlining allowable expenditures are submitted for consideration.

Recommendations

- A. Approve Measure M2 Project N Guidelines.
- B. Direct staff to return in April with proposed services to be funded with Measure M2 Project N funding.

Background

In November 2006, nearly 70 percent of Orange County voters approved the renewal of Measure M (M2), a half-cent local transportation sales tax, for 30 years, from 2011 until 2041. Forty-three percent of the net revenues are directed toward freeway projects, including about \$150 million (in 2006 dollars) for Freeway Service Patrol (FSP). FSP is a traffic congestion management program designed for the rapid removal of motorists' disabled vehicles from traffic lanes and shoulders, as well as timely response to accidents and other incidents that require removal of debris on the freeways.

Project N funding was included in M2 to ensure that basic levels of service could be continued and to increase the level of service throughout the day and into the weekend as demand and congestion levels increase. Nominal revenue projections, based upon the May 2011 blended growth rate forecast, indicate that Project N will net approximately \$186 million for FSP services (Attachment A).

Discussion

FSP service began operating in November 1992, providing peak-hour service (6:00 a.m. to 10:00 a.m. and 3:00 p.m. to 7:00 p.m.) on Orange County freeways. FSP service on Orange County's freeway system is divided into 12 areas (excluding construction zones), which are called "beats." Beats are further divided into segments. There are two to four segments per beat for a total of 34 segments covered during the peak service hours. Midday service (10:30 a.m. to 2:30 p.m.) was added in December 2003 to cover congested areas at five major freeway interchanges. Due to heavy congestion on Interstate 5 in south Orange County, weekend service (Saturday and Sunday from 9:00 a.m. to 5:30 p.m.) was implemented in January 2007. FSP service is also provided during non-peak hours (10:00 a.m. to 3:00 p.m. and 7:00 p.m. to 10:00 p.m.) in certain construction zone areas.

FSP is funded through a combination of state and local funds consisting of funding from the State Highway Account (SHA) through the California Department of Transportation (Caltrans) and from a \$1 fee on registered vehicles that supports the call box program and other motorist aid services. Funding from Caltrans has decreased over the last several years from \$3,027,910 in fiscal year (FY) 2007-08 to \$2,594,099 in FY 2011-12. There are two reasons for the decrease in funding: 1) over the last four years, more FSP programs have been created statewide and the amount of state funding has not increased, and 2) the calculation used to measure congestion has changed. Revenue from the \$1 vehicle registration fee used for FSP decreased about 2.5 percent during the recent recession, but in the last few months, this revenue stream seems to be rebounding.

Midday service added in December 2003 was initially funded through a Mobile Source Air Pollution Reduction Review Committee grant. When weekend service was added in 2007, it was assumed that Project N funds would begin covering the cost of this service in 2011. Using recent data to forecast revenues and expenditures for the program, because operating costs increased and historical funding sources have decreased, Project N funding will be vital just to maintain the existing levels of service in Orange County.

Attachment B provides recommended draft guidelines for Project N expenditures for consideration. In addition to using Project N funds to maintain existing levels of FSP service, the M2 investment plan also called for adding service as demand and congestion increase. Staff recommends that new service be added peak hour, midday, late evenings, and weekends only when such service will return at least \$3 of congestion relief benefit for every \$1 of program cost. This is the standard used by Caltrans to implement new FSP

service areas to receive SHA funding. Caltrans has made available to all FSP agencies a predictor model to calculate the benefit cost ratio. A recently conducted benefit cost analysis identified six new midday beats and six new weekend beats as productive for relieving congestion in Orange County. The midday beats have a range of \$4.21 to \$19.58 of congestion relief benefit for every \$1 of operating cost, and the weekend beats have a range of \$5.25 to \$18.79 of congestion relief benefit for every \$1 of operating cost. Late night service (7:00 pm to 10:00 pm) on State Route 22 and State Route 91 was also evaluated. The benefit cost ratios of these beats were less than \$2, failing to meet the standard used by Caltrans, and therefore will not be recommended for inclusion in the FSP program at this time. Staff will return to the Board of Directors (Board) in April with formal recommendations for new Orange County FSP service to be funded with Project N funds.

Additionally, staff recommends that Project N funds be available, as needed, to pay for the cost of FSP service on projects within the M2 Freeway Program.

In order to operate an effective FSP program, adequate supervision and training are required. In accordance with California Vehicle Code, Article 3.3 (commencing with Section 2430), the California Highway Patrol (CHP) has supervision, training, and certification responsibilities associated with local FSP programs. Currently, three CHP officers supervise FSP operations in Orange County. These officers work four ten-hour days. FSP operates from 6:00 a.m. to 10:00 p.m., Monday through Friday, including construction zones, and from 9:00 a.m. to 5:30 p.m., Saturday and Sunday. With only three CHP officers supervising the program, the need to provide new driver and annual training, and the requirement for these officers to have time off and required law enforcement training, there are many shifts each week where there is no scheduled CHP supervision. Some of the supervision of these shifts is covered through overtime paid by the Orange County Transportation Authority (OCTA), while other shifts must go unsupervised. To provide adequate supervision during all hours of FSP operation, staff proposes that eligible expenditures for Project N include contracting with CHP for an additional officer and/or for the payment of overtime.

CHP also provides communication support for the FSP program. CHP dispatchers transmit calls to FSP operators, serve as the link between FSP operation and CHP traffic officers, and monitor FSP operator location during assists and breaks. Caltrans funds half of a full-time equivalent annually for a dispatch position, only providing 20 hours a week dedicated to the FSP program. As a result, CHP dispatchers answering 911 calls are unable to prioritize FSP communications resulting in FSP drivers having to wait for CHP assistance on calls which negatively affects the cost effectiveness of the FSP

program. Therefore, staff recommends authorizing Project N funds to be used to contract with CHP for a full-time dispatcher dedicated to the FSP program.

The OCTA Fiscal Year 2011-12 Budget includes using \$834,910 in M2 funds to support existing and new FSP service. Staff will return to the Board in April 2012 with a plan to obligate these funds based on the Project N guidelines approved by the Board.

Summary

Measure M2 includes funding for FSP in Project N. Guidelines for eligible Project N expenditures are submitted to the Board for consideration.

Attachments

- A. Measure M2 – Project N Revenue Projections
- B. Measure M2 Project N Guidelines Freeway Service Patrol Project

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ORANGE COUNTY TRANSPORTATION AUTHORITY

**Approval of Measure M2 Project N Guidelines for Freeway
Service Patrol**

Attachment A

**Renewed Measure M - Project N
Revenue Projections**

Fiscal Year	Project N (Gross) Measure M2 Nominal Revenues*	Freeway Mitigation (5%) Nominal Revenues*	Project N (Net) Measure M2 Nominal Revenues*
2010-11	\$ 763,455	\$ 38,173	\$ 725,282
2011-12	3,163,605	158,180	3,005,425
2012-13	3,363,146	168,157	3,194,989
2013-14	3,581,038	179,052	3,401,986
2014-15	3,800,782	190,039	3,610,743
2015-16	4,015,912	200,796	3,815,116
2016-17	4,194,198	209,710	3,984,488
2017-18	4,373,444	218,672	4,154,772
2018-19	4,552,708	227,635	4,325,073
2019-20	4,741,232	237,062	4,504,170
2020-21	4,928,531	246,427	4,682,104
2021-22	5,134,896	256,745	4,878,151
2022-23	5,359,833	267,992	5,091,841
2023-24	5,593,552	279,678	5,313,874
2024-25	5,834,929	291,746	5,543,183
2025-26	6,087,172	304,359	5,782,813
2026-27	6,346,613	317,331	6,029,282
2027-28	6,616,679	330,834	6,285,845
2028-29	6,895,435	344,772	6,550,663
2029-30	7,189,219	359,461	6,829,758
2030-31	7,496,383	374,819	7,121,564
2031-32	7,815,801	390,790	7,425,011
2032-33	8,145,548	407,277	7,738,271
2033-34	8,494,464	424,723	8,069,741
2034-35	8,861,591	443,080	8,418,511
2035-36	9,245,905	462,295	8,783,610
2036-37	9,648,421	482,421	9,166,000
2037-38	10,067,027	503,351	9,563,676
2038-39	10,504,230	525,212	9,979,019
2039-40	10,957,980	547,899	10,410,081
2040-41	<u>8,568,186</u>	<u>428,409</u>	<u>8,139,777</u>
Total	\$ 196,341,915	\$ 9,817,096	\$ 186,524,819

* Based upon May 2011 blended growth rates forecast



ORANGE COUNTY TRANSPORTATION AUTHORITY

**Approval of Measure M2 Project N Guidelines for Freeway
Service Patrol**

Attachment B



Measure M2 Project N Guidelines

Freeway Service Patrol Project

Overview

The Renewed Measure M (M2) Freeway Program includes funding for Freeway Service Patrol (FSP) as Project N. FSP is a traffic congestion management program designed for the rapid removal of motorists' disabled vehicles from traffic lanes and shoulders, as well as timely response to accidents and other incidents that require removal of debris on the freeways. When M2 was presented to the voters, FSP operated during peak commute hours Monday through Friday. Project N provides \$150 million (in 2006 dollars) to assure this basic level of service through 2041, and permits service hours to be extended as demand and congestion levels increase.

Objectives

- Maintain basic levels of service through 2041
- Increase service levels throughout the week days and on weekends as demand and congestion levels increase

Eligible Expenditures

- Maintain existing service levels. As other revenue sources decline and operating costs increase, Project N funds may be used to maintain the current level of FSP service, including the operation of 34 peak hour service beats, five midday service beats, and two weekend service beats.
- Operate new FSP service beats. Project N funds may be used for contracted towing service; radio and mobile data devices and maintenance supplied by the Orange County Transportation Authority; and supplies associated with the new service. New peak hour, midday, late evening, and weekend service may only be added following a benefit cost analysis resulting in a minimum three to one ratio, meaning that for every dollar invested into FSP service, three dollars of congestion relief is realized.
- Provide FSP service for M2 freeway program of projects. Project N funds may be used, as needed, to pay for the cost of FSP service, on freeway construction projects within the M2 freeway program.
- California Highway Patrol (CHP) supervision. Three CHP officers currently supervise FSP operations, conduct background checks, and train FSP operators. FSP operates from 6:00 a.m. to 10:00 p.m., Monday through Friday, and from 9:00 a.m. to 5:30 p.m., Saturday and Sunday. Project N funds can be used to contract for services of an additional officer and/or pay for overtime to assure that all service hours are appropriately supervised.
- CHP dispatch. Currently, the State of California funds a dispatch position at 20 hours per week for FSP. This level of service is supplemented by dispatchers responsible for 911 calls resulting in FSP being the last priority. Consequently, these delays affect FSP's efficiency. Project N funds can be used to contract for services of an additional dispatcher to assure that FSP calls are prioritized during the hours of heaviest congestion.