Evaluation of the Governance Structure of Transit Service in the Richmond Region and the Establishment of a Transportation District

Central Virginia Transportation Authority

Steering Committee Update
04/09/2021
1. GRTC Data Updates
2. Peer Agency Assessment
3. Regional Stakeholder Interviews
1 GRTC Data Update
GRTC Ridership

Fixed Route Ridership (2019)

- Local Routes: 73.09%
- Local - Pulse: 22.71%
- Express: 4.19%

Total: 8,590,857

Source: GRTC Annual Report 2019

Specialized Ridership (2019)

- CARE/CARE Plus: 42.27%
- CARE On-Demand: 4.20%
- C-VAN: 0.12%
- Van Pool: 53.41%

Total: 668,475

Source: GRTC Annual Report 2019
## GRTA Ridership by Jurisdiction

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<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Petersburg</td>
<td>28,762</td>
<td>27,468</td>
<td>-</td>
<td>21,627</td>
<td>24,541</td>
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<tr>
<td>Chesterfield</td>
<td>50,336</td>
<td>40,408</td>
<td>28,651</td>
<td>29,282</td>
<td>36,997</td>
<td>39,845</td>
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</tbody>
</table>

**GRTC Update**

**Jurisdiction**

- Petersburg
- Chesterfield
- Richmond
- Henrico
GRTC Service by Jurisdiction (MB)

**Total Actual Revenue Miles (FY2019)**

- Chesterfield: 29,553
- Henrico: 976,010
- Petersburg: 50,323
- Richmond: 3,838,437

**Total Actual Revenue Hours (FY2019)**

- Chesterfield: 1,045
- Henrico: 75,213
- Petersburg: 1,628
- Richmond: 359,032

*Chesterfield added Route 111 in FY2020
*Source: GRTC Planning and Operations
Board Powers and Functions

1

GRTC Update

Richmond City Council

- President
  - Ben Campbell
  - Richmond

- Secretary/Treasurer
  - Eldridge Coles
  - Richmond

- Director
  - George Braxton
  - Richmond

- Board Vice Chair
  - Gary Armstrong
  - Chesterfield

Chesterfield Board of Supervisors

- Director
  - Daniel Smith
  - Chesterfield

- Director
  - Ian Millikin
  - Chesterfield

GRTC CEO
GRTC Executive Leadership

1

GRTC Update

Chief Executive Officer
Julie Timm

Chief of Staff
Sheryl Adams

Executive Admin
Janice Witt

Chief Financial & Administrative Officer
John Zinzarella

Chief Operating Officer
Sheryl Adams

Chief Development Officer
Adrienne Torres
Local Funds

- Fare revenues
- Service contracts
- Other directly generated
  - Advertising
  - Charter services
  - Pass program
  - RideFinders
  - Other revenues
- Local contributions from municipalities
Operations Funding (2015-2021)

2021 Estimates are budgeted amounts
2021 and 2020 Federal funds include CAREs Act funding
2021 Local Funds include anticipated CVTA funding

Source: GRTC Finance
Local Operating Contributions

1. GRTC Update

The chart illustrates the local operating contributions from various areas over the years 2015 to 2021. The contributions are categorized as follows:

- Henrico County
- Chesterfield County
- City of Richmond
- Petersburg
- VCU
- Other

The contributions are measured in millions of dollars for each year.
2 Peer Agency Review
# Peer Study Selection Review

## 1. Service Area
- Demographics
  - Service area population
  - Service area square miles
  - Population density

## 2. Agency Size
- Vehicles operated in maximum service
- Number of modes
- Number of employee
- Total operating budget

## 3. Operating Characteristics
- Total annual vehicle revenue miles
- Total annual vehicle revenue miles per capita
- Total annual vehicle revenue hours
- Total annual vehicle revenue hours per capita

## 4. Governance Structure and Funding
- Governance type
- Board size and composition
- Qualifications for members
- Selection of officers
- Committees and roles
- Voting and veto authority
- Funding structure
Peer Agencies

- Hampton Roads Transit (HRT)
  - Hampton Roads, VA
- VIA Metropolitan Transit (Via Metro)
  - San Antonio, TX
- Nashville Metropolitan Transit Authority (Nashville MTA)
  - Nashville, TN
- Indianapolis Public Transportation Corporation (IndyGO)
  - Indianapolis, IN
- Rock Region Metropolitan Transit Authority
  - Little Rock, AR
Operating Statistics

Vehicles Operated in Maximum Service

<table>
<thead>
<tr>
<th></th>
<th>GRTC</th>
<th>HRT</th>
<th>IndyGo</th>
<th>Nashville MTA</th>
<th>PSTA</th>
<th>Rock Region Metro</th>
<th>VIA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Count</td>
<td>316</td>
<td>407</td>
<td>230</td>
<td>275</td>
<td>341</td>
<td>76</td>
<td>933</td>
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Number of Modes

<table>
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<th>HRT</th>
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<th>Nashville MTA</th>
<th>Rock Region Metro</th>
<th>VIA</th>
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<tbody>
<tr>
<td>Count</td>
<td>4</td>
<td>7</td>
<td>3</td>
<td>3</td>
<td>4</td>
<td>5</td>
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Total Operating Budget

<table>
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<tr>
<th></th>
<th>GRTC</th>
<th>HRT</th>
<th>IndyGo</th>
<th>Nashville MTA</th>
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<tr>
<td>Budget</td>
<td>$55,433,474</td>
<td>$96,759,881</td>
<td>$96,480,846</td>
<td>$85,143,232</td>
<td>$18,811,885</td>
<td>$242,303,006</td>
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Employee Totals

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<th></th>
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<th>HRT</th>
<th>IndyGo</th>
<th>Nashville MTA</th>
<th>Rock Region Metro</th>
<th>VIA</th>
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<tbody>
<tr>
<td>Count</td>
<td>476</td>
<td>1,910</td>
<td>882</td>
<td>678</td>
<td>202</td>
<td>2,103</td>
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Source: NTD Database 2019
Service Area Demographics

Service Area Population

<table>
<thead>
<tr>
<th>Service Area</th>
<th>Population</th>
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<tbody>
<tr>
<td>GRTC</td>
<td>449,572</td>
</tr>
<tr>
<td>HRT</td>
<td>1,142,181</td>
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<tr>
<td>IndyGo</td>
<td>928,281</td>
</tr>
<tr>
<td>Nashville MTA</td>
<td>692,587</td>
</tr>
<tr>
<td>Rock Region Metro</td>
<td>171,264</td>
</tr>
<tr>
<td>VIA</td>
<td>1,986,049</td>
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Service Area Square Miles

<table>
<thead>
<tr>
<th>Service Area</th>
<th>Square Miles</th>
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<tbody>
<tr>
<td>GRTC</td>
<td>227</td>
</tr>
<tr>
<td>HRT</td>
<td>421</td>
</tr>
<tr>
<td>IndyGo</td>
<td>396</td>
</tr>
<tr>
<td>Nashville MTA</td>
<td>484</td>
</tr>
<tr>
<td>Rock Region Metro</td>
<td>102</td>
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<tr>
<td>VIA</td>
<td>1,213</td>
</tr>
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Population Density (person per square mile)

<table>
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<tr>
<th>Service Area</th>
<th>Density</th>
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<tbody>
<tr>
<td>GRTC</td>
<td>2,713</td>
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<tr>
<td>HRT</td>
<td>2,344</td>
</tr>
<tr>
<td>IndyGo</td>
<td>1,431</td>
</tr>
<tr>
<td>Nashville MTA</td>
<td>1,679</td>
</tr>
<tr>
<td>Rock Region Metro</td>
<td>1,637</td>
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<tr>
<td>VIA</td>
<td>1,980</td>
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Source: NTD Database 2019
Agency Operating Characteristics

Total Annual Vehicle Revenue Miles

<table>
<thead>
<tr>
<th>Agency</th>
<th>Miles</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRTC</td>
<td>11,879,006</td>
</tr>
<tr>
<td>HRT</td>
<td>15,296,614</td>
</tr>
<tr>
<td>IndyGo</td>
<td>10,629,881</td>
</tr>
<tr>
<td>Nashville</td>
<td>15,830,656</td>
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<td>MTA</td>
<td>3,203,550</td>
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<td>Rock Region</td>
<td>38,685,650</td>
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<tr>
<td>VIA</td>
<td>2,435,693</td>
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Total Annual Vehicle Revenue Hours

<table>
<thead>
<tr>
<th>Agency</th>
<th>Hours</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRTC</td>
<td>675,247</td>
</tr>
<tr>
<td>HRT</td>
<td>1,103,631</td>
</tr>
<tr>
<td>IndyGo</td>
<td>788,675</td>
</tr>
<tr>
<td>Nashvillle</td>
<td>1,253,464</td>
</tr>
<tr>
<td>MTA</td>
<td>209,425</td>
</tr>
<tr>
<td>Rock Region</td>
<td>2,435,693</td>
</tr>
<tr>
<td>VIA</td>
<td>38,685,650</td>
</tr>
</tbody>
</table>

Total Annual Vehicle Revenue Miles Per Capita

<table>
<thead>
<tr>
<th>Agency</th>
<th>Miles Per Capita</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRTC</td>
<td>26.42</td>
</tr>
<tr>
<td>HRT</td>
<td>13.39</td>
</tr>
<tr>
<td>IndyGo</td>
<td>11.45</td>
</tr>
<tr>
<td>Nashville</td>
<td>22.86</td>
</tr>
<tr>
<td>MTA</td>
<td>18.71</td>
</tr>
<tr>
<td>Rock Region</td>
<td>19.48</td>
</tr>
<tr>
<td>VIA</td>
<td>1.50</td>
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</table>

Total Annual Vehicle Revenue Hours Per Capita

<table>
<thead>
<tr>
<th>Agency</th>
<th>Hours Per Capita</th>
</tr>
</thead>
<tbody>
<tr>
<td>GRTC</td>
<td>1.50</td>
</tr>
<tr>
<td>HRT</td>
<td>0.97</td>
</tr>
<tr>
<td>IndyGo</td>
<td>0.85</td>
</tr>
<tr>
<td>Nashville</td>
<td>1.81</td>
</tr>
<tr>
<td>MTA</td>
<td>1.22</td>
</tr>
<tr>
<td>Rock Region</td>
<td>1.23</td>
</tr>
<tr>
<td>VIA</td>
<td>1.23</td>
</tr>
</tbody>
</table>

Source: NTD Database 2019
Operating Funding Breakdowns (2019)

- GRTC
  - Directly Generated/Fares: 18.17%
  - Local: 46.42%
  - State: 19.04%
  - Federal (Flex Capital Funds): 16.38%

- HRT
  - Directly Generated/Fares: 22.39%
  - Local: 38.98%
  - State: 9.90%
  - Federal (Flex Capital Funds): 28.73%

- VIA Metro
  - Directly Generated/Fares: 14.63%
  - Local: 65.78%
  - State: 7.37%
  - Federal (Flex Capital Funds): 14.44%

- MTA Nashville
  - Directly Generated/Fares: 14.44%
  - Local: 54.33%
  - State: 7.37%
  - Federal (Flex Capital Funds): 23.87%

- IndyGO
  - Directly Generated/Fares: 7.68%
  - Local: 10.37%
  - State: 18.84%
  - Federal (Flex Capital Funds): 63.12%

- Rock Region Metro
  - Directly Generated/Fares: 9.89%
  - Local: 67.89%
  - State: 1.49%
  - Federal (Flex Capital Funds): 20.73%

Source: NTD Database 2019
Hampton Roads Transit (Hampton Roads)

Background

• Merger of two transit systems in 1999:
  • Peninsula Transportation District Commission (dba Pentran)
  • Tidewater Transportation District Commission (dba Tidewater Regional Transit)
  • Transportation District Commission of Hampton Roads (dba HRT)

Fast Facts

Governance Type: District Commission (Transportation District Act of 1964, Chapter 45 of Title 15.2 of the Code of Virginia)

Founded: 1999

Taxation Authority: No

Fast Facts (2019)

Service Area Population: 1.14M
Service Area Square Miles: 432

Veh Operated in Max Service: 407
Total Veh Rev Mi: 15.3M
Total Veh Rev Hr: 1.1 M
Total Employees: 896
Modes Operated: 6 (MR, DT, FB, LR, MB, VP)
Total Operating Budget: $96,759,881

Jurisdictions (7)

• City of Chesapeake
• City of Hampton
• City of Newport News
• City of Norfolk
• Town of Smithfield*
• City of Portsmouth
• City of Virginia Beach
  *Only one park and ride stop; has no formal board representation
HRT (Hampton Roads)

**Board Details**

**Member Characteristics**
- TDCHR Board, 15 Members, 1-year terms;
  - One elected official and citizen per city (Governor appointed)
  - CTB chair
  - One representative each from Senate and House (recently passed)
- Appoints alternate commissioners

**Role**
- Manage HRT contractual relationships
- Serve as liaison between HRT and Commonwealth
- Approve all financial aspects including tax issuance

**Quorum**
- 7 members, at least one member from a majority of the local governments
- Chairperson of CTB or designee

**Voting**
- One vote per member, simple majority
- No changes to service in any locality without respective locality’s affirmative vote (absolute veto power within jurisdiction)
- *Weighted voting has been debated
- Change of Bylaws requires 2/3 majority vote

**Powers**
- Sue, contract, condemn property

**Committees**
- Advisory in nature and do not act on behalf of commission
- Members appointed by the Chairperson of commission
- Each board member serves on two committees
HRT (Hampton Roads)

Executive Committee
- Works with CEO/President to coordinate management of HRT
- TDCHR Chair, Vice Chair, past Chair, CTB Chair
- Commissioner from each government
- Subcommittees: Transit Riders Advisory Subcommittee and Paratransit Advisory Subcommittee

Operations and Oversight
- Work with CEO to monitor operational performance
- Approve projects before voted on by commission
- 6 members
- Meets two weeks in advance of Commission meetings

Planning and New Starts Development Committee
- Work with CEO on policy and direction for major initiatives, e.g., studies, major capital projects

Management/Financial Advisory Committee
- Serves as liaison between HRT and City Managers of local governments
- Advise staff on transit issues affecting both HRT and local governments
- City managers, chair of CTB (or designees) – usually key city staff from budget and planning
- work with Audit/Budget Review Committee
- Meets quarterly

Audit/Budget Review Committee
- Work with CEO to monitor annual budget and initiate audits to meet FTA and commission policies
- 6 members
- Meets monthly
Senior Executive Team

William Harrell
President and Chief Executive Officer

- Michael Price
  Chief Information Officer
  Chief Technology Officer

- Brian Smith
  Deputy Chief Executive Officer

- Kimberly Woicott
  Chief Human Resources Officer

- Cromer Burns
  Chief Financial Officer

- Gene Cavasos
  Director of Marketing and Communications

- Sibyl Peppas
  Chief Engineering and Facilities Officer

- Raymond Amoruso
  Chief Planning and Development Officer

- James Price Jr
  Chief Transit Operations Officer

- Dawn Sforzino
  Chief Safety Officer

- Robert Travers
  Attorney
HRT (Hampton Roads)

Sources of Operating Funds (NTD 2019)

- Federal
  - 25,193,457 (26.0%)
- State
  - 11,139,839 (11.5%)
- Local
  - 43,860,694 (45.3%)
- Fares and Directly Generated
  - 16,565,891 (17.1%)

Funding

Cost Allocation
- Determined annually
- Proportional to service hours
- Exception – capital projects which benefit one city exclusively will be funded 100% by that city
- Commission does not impose service unless city has voted affirmatively to accept it
- Cities share administrative expenses equally

Capital Costs
- Local share based on percentage of service hours received

Operating Costs
- Express routes – allocated to portion with open door portion
- Local routes – In service hours

Passenger Revenues
- Credited to service and city in which it was collected

Federal Grants
- Metropolitan and Statewide Planning, 5303
- State of Good Repair, 5337
- Urbanized Area Formula, 5307

Capital Projects:
- 57% Federal
- 35% State
- 8% Local

Sources of Operating Funds (NTD 2019)

- Federal
  - 25,193,457
  - 26.0%
- State
  - 11,139,839
  - 11.5%
- Local
  - 43,860,694
  - 45.3%
- Fares and Directly Generated
  - 16,565,891
  - 17.1%
VIA Metropolitan Transit (San Antonio)

**Fast Facts**

**Governance Type:** Authority  
(Section 451, Transportation Code, Article 1118x of the Texas civil statutes)  
**Founded:** 1978  
**Taxation Authority:** Yes (sales and use tax)

**Related Agencies**

**Advanced Transportation District (ATD)**  
- Approved in November 2004  
- ¼ cent sales tax for transportation improvements for VIA, City of San Antonio, and TxDOT  
- VIA receives half of ATD revenues (1/8 of total)  
- 1/8 local sales tax rededicated to transit in November 2020

**Fast Facts (2019)**

- Service Area Population: 1.99M  
- Service Area Square Miles: 1,208

- Veh Operated in Max Service: 933  
- Total Veh Rev Mi: 38.7M  
- Total Veh Rev Hr: 2.4M  
- Total Employees: 2,200  
- Modes Operated: 4, DR, DT, MB, VP  
- Total Operating Budget: $242,303,006

**Jurisdictions** (14 cities)  
- City of San Antonio  
- Unincorporated parts of Bexar County and municipalities
VIA Metro Organizational Chart
### VIA Metropolitan Transit (San Antonio)

#### Member Characteristics
- 11 members, 2-year staggered terms, max 8 years
- 5 selected from San Antonio City Council
- 3 selected by Bexar Commissioners Court
- 2 selected by Mayors of other served jurisdictions
- 1 chairperson selected by other board members
- Fiduciary responsibility. Viewed as separate entity

#### Officers
- Chair – 2-year term; Vice Chair and Secretary, 1 year term

#### Qualifications
- Residents and qualified voters of service area
- No elected officials due to potential conflicts

#### Board Details

<table>
<thead>
<tr>
<th>Member Characteristics</th>
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<tbody>
<tr>
<td>11 members, 2-year staggered terms, max 8 years</td>
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<td>3 selected by Bexar Commissioners Court</td>
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<tr>
<td>Fiduciary responsibility. Viewed as separate entity</td>
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<table>
<thead>
<tr>
<th>Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chair – 2-year term; Vice Chair and Secretary, 1 year term</td>
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</table>

<table>
<thead>
<tr>
<th>Qualifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residents and qualified voters of service area</td>
</tr>
<tr>
<td>No elected officials due to potential conflicts</td>
</tr>
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</table>

Quorum and Voting
- Majority of members constitute a quorum
- No proxies used for votes, no veto, simple majority

### Voting
- Change, suspend by laws - 2/3 majority vote

### Citizen Input
- VIA Transit Community Council

### Committees
- Chair may form committee as needed with input from Executive Committee
- Can constitute individuals outside the board as well

### Executive Committee
- Chair, Vice Chair, Secretary, and two members
- Should include all three appointing bodies

### Nominating Committee
- Appointed by Executive Committee
- Select candidates for officer positions for Board elections
VIA Metropolitan Transit (San Antonio)

Sources of Operating Funds (NTD 2019)

- Fares and Directly Generated $28,990,856 (12%)
- Federal $38,810,443 (16%)
- State 0 (0%)
- Local $174,501,707 (72%)

Funding

Federal grants
- Section 5310
- JARC
- New Freedom funds

Sales tax
- ½ cent transit sales tax (MTA Sales tax)
- 1/8 cent sales tax (Advanced Transportation District)

Fares
- Passenger fares
- Charter operations

Interest and other
- Interest gains
- Parking and advertising
Metropolitan Transportation Authority (Nashville)

Background

- Two major entities in the region: MTA and RTA
- Metropolitan Transportation Authority accountable to City of Nashville
- Regional Transportation Authority created by the state (rural, suburban, urban)

Fast Facts

- Governance Type: Authority, Article 64 Charter of the City of Nashville
- Founded: 1973
- Taxation Authority: No
MTA (Nashville)

**Fast Facts (2019)**

- **Service Area Population:** 692,587
- **Service Area Square Miles:** 484
- **Veh Operated in Max Service:** 275
- **Total Veh Rev Mi:** 9,453,445
- **Total Veh Rev Hr:** 722,743
- **Total Employees:** 678
- **Modes Operated:** 3, DR, DT, MB
- **Total Operating Budget:** $85,143,232

**Jurisdictions**

- City of Nashville
- Davidson County

**Board Details**

**Member Characteristics**

- 5 Members
- 5-year staggered terms
- Appointed by mayor, approved by city council
- Must of residents for at least 3 years
- Authority to delegate powers
- Elected officials ineligible to serve on board

**Officers**

- Chair, vice chair, and secretary
- Secretary does not need to be a board member
  - Licensed and practicing attorney at Nashville Bar

**Quorum and Voting**

- 3 members constitute a quorum
- Simple majority
- Does not use bylaws
- Operates by policies and procedures adopted by the Board or staff
MTA (Nashville) Organizational Structure

MTA Board of Directors

Chief Executive Officer

Senior Executive Assistant & Board Liaison

EEO Officer

DBE Coordinator

Title VI Coordinator

Chief Financial Officer

Chief Operating Officer

Chief Administrative Officer

Chief Engineer
Rock Region Metro (Little Rock)

Fast Facts

- **Governance Type:** Authority
- **Founded:** 1986
- **Taxation Authority:** No

Jurisdictions Served

- City of Jacksonville
- City of Little Rock
- City of North Little Rock
- City of Maumelle
- City of Sherwood
- Pulaski County

Related Agencies

- Jurisdiction Governments
- Arkansas Department of Transportation

Board Details

- **Member Characteristics**
  - 11 Members
  - 5 members selected by Little Rock City Board of Directors
  - 3 members selected by North Little Rock Mayor
  - 2 members selected by Pulaski County Judge
  - 1 member selected from Maumelle Board of Directors
  - Four-year terms

- **Role**
  - Manage and control the Central Arkansas Transit Authority, its property, operation, business and affairs

- **Citizen Input**
  - Rock Region Transit Alliance

- **Legislative Standing**
  - Arkansas Code Annotated 14-334-101
IndyGo (Indianapolis)

**Fast Facts**
- **Governance Type:** Municipal Corporation
- **Founded:** 1975
- **Taxation Authority:** Yes

**Jurisdictions Served**
City of Indianapolis / Marion County (single entity)

**Related Agencies**
- City/County Government
- Indiana Department of Transportation

**Board Details**

**Member Characteristics**
- 3 directors appointed by mayor for 1-, 2-, and 3-year terms
- 4 directors appointed city council for 1-, 2-, and 3-, and 4-year terms

**Role**
- Approves IndyGo policies relating to operations, contracted services, safety, finance, and overall corporate structure

**Citizen Input**
- Mobility Advisory Committee exists but is not required by law

**Funding Source Highlights**
- Voters approved a 0.25% income tax increase for transit in 2016

**Legislative Standing**
- Indiana Code 36-9-4
Challenges Identified

• Providing regional service
  • Challenge with planning regional service with separate contracts

• Veto power
  • Potential for cross boundary issues during to voting where each entity has veto power within jurisdiction

• Funding competition
  • Funding challenge with annual budget approval from local governments

• Committee and subcommittees
  • Committee scope must be well defined
Regional Stakeholder Outreach
37 Representatives, 12 Stakeholder Groups, 16 Interviews

- GRTC
- GRTC Board
- City of Richmond
- Chesterfield County
- Henrico County
- Commonwealth Transportation Board (CTB)
- Goochland County
- Hanover County
- New Kent County
- Charles City County
- VA House of Delegates
- Powhatan County
- DRPT (Pending)
Next Steps …

• Conclude peer review
• Strategic assessment and benchmarking of CVTA
  • Northern Virginia Transportation Authority
  • Hampton Roads Transportation Accountability Commission and Hampton Roads Regional Transit Program and Fund
• Evaluation of a transportation district
• Options for potential transit governance strategies
  • Evaluation of GRTC governance relative to peer transit agencies
  • Options for potential GRTC governance strategies