



LAKE COUNTY/CITY AREA PLANNING COUNCIL

Lisa Davey-Bates, Executive Director
www.lakeapc.org

525 South Main Street, Ukiah, CA 95482
Administration: Suite G ~ 707-234-3314
Planning: Suite B ~ 707-263-7799

LAKE COUNTY/CITY AREA PLANNING COUNCIL (APC) AGENDA

Wednesday, June 11, 2025
9:00

Primary Location: Clearlake City Council Chambers
14050 Olympic Drive Clearlake, California

Alternate Conference Location:
Caltrans-District 1
1656 Union Street
Eureka, California

Zoom Login:

Dial-in number: 1 (669) 900-6833 / Meeting ID: 864 9455 9596# Passcode: 653178

(Zoom link provided to the public by request.)

Public comments will be accepted in person and through teleconference during the meeting on any agenda item when public comment is invited by the Chair.

-
1. Call to Order/Roll Call
 2. Northern Rural Energy Network (NREN)
 - a. Report of Status and Activity *(Brennan)*
 3. Adjourn to Policy Advisory Committee

PUBLIC EXPRESSION

4. Public input on any item under the jurisdiction of this agency, but which is not otherwise on the agenda

CONSENT CALENDAR

5. Approval of May 14, 2025 Minutes
6. Approval of Social Services Transportation Advisory Council (SSTAC) Roster

REGULAR CALENDAR

7. Presentation and Recommended Approval of TDA Triennial Performance Audit (FY 2021/22, FY 2022/23, and FY 2023/24) ending June 30, 2024, *(Moore & Associates)*
 - a. Lake Area Planning Council (APC)
 - b. Lake Transit Authority (LTA)
 - c. Lake Links
8. Discussion and Recommended Approval of Resolution #24-25-15 to Determine if Unmet Transit Needs are Reasonable to Meet *(Sookne)*
9. Presentation and Recommended Approval of the 2025/26 Lake APC Budget and adoption of resolutions: *(Pedrotti)*
 - a. Resolution No. 25-26-1 Allocating 2025/26 Local Transportation Funds for Administrative Purposes
 - b. Resolution No. 25-26-2 Allocating 2025/26 Local Transportation Funds for Bicycle and Pedestrian Facilities
 - c. Resolution No. 25-26-3 Allocating 2025/26 Local Transportation Funds and Carryover

Funds for Planning Projects Included in the Work Program

- d. Resolution No. 25-26-4 Allocating 2025/26 Local Transportation Funds to Lake Transit Authority
 - e. Resolution No. 25-26-5 Allocating State Transit Assistance Funds to Lake Transit Authority
 - f. Resolution No. 25-26-6 Approving State Transportation Improvement Program (STIP) Planning, Programming, and Monitoring Fund Transfer Agreement
 - g. Resolution No. 25-26-7 Allocation of 2025/26 Local Transportation Funds (5%) to the Consolidated Transportation Service Agency (CTSA) for Non-Emergency Medical Transportation (NEMT) Purposes
 - h. Resolution No. 25-26-8 Allocating State of Good Repair Program Funding to Lake Transit Authority
 - i. Resolution No. 25-26-9 Allocation of Local Transportation Funds (LTF) to the Reserve Fund
 - j. Resolution No. 25-26-10 Authorizing the Executive Director to Execute Agreements Required to Process Federal & State Funds for Lake APC Approved Projects
 - k. Resolution No. 25-26-11 Allocating Fiscal Year 2025/26 Funds and 2024/25 Carryover Funds for Northern Rural Energy Network Programs
10. Discussion and Recommended Approval of the FY 2025/26 Final Overall Work Program (OWP) (Pedrotti)

RATIFY ACTION

- 11. Adjourn Policy Advisory Committee and Reconvene as Area Planning Council
- 12. Consideration and Adoption of Recommendations of Policy Advisory Committee

REPORTS

13. Reports & Information:
- a. Lake APC Planning Staff
 - i. Planning Projects (Speka)
 - ii. Regional Transportation Plan/ Active Transportation Plan Update (Speka)
 - iii. Miscellaneous
 - b. Lake APC Administration Staff
 - i. Next Meeting Date – **July 9, 2025** (tentative)
 - ii. Miscellaneous
 - c. Local Agency Updates
 - d. Lake APC Directors
 - e. Caltrans
 - i. SR 29 Project Update (Pimentel)
 - ii. Lake County Project Status Update (Ahlstrand)
 - iii. Miscellaneous
 - f. Rural Counties Task Force
 - i. Next Meeting Date – **July 18** (Teleconference)
 - g. California Transportation Commission
 - i. Next Meeting Date – **June 26 – 27** (TBD)
 - h. California Association of Councils of Governments (CalCOG)
 - i. CDAC Meeting – **August 1** (Hybrid)
 - ii. CalCOG Board of Directors Meeting – **June 27** (tentative-virtual)
 - i. Miscellaneous

INFORMATION PACKET

- 14. a) 3/27/25 Lake TAC Minutes
- b) Record-Bee NREN Article

ADJOURNMENT

PUBLIC EXPRESSION

Any member of the public may speak on any agenda item when recognized by the Chair for a time period, not to exceed 3 minutes per person and not more than 10 minutes per subject, prior to the Public Agency taking action on that agenda item.

AMERICANS WITH DISABILITIES ACT (ADA) REQUESTS

To request disability-related modifications or accommodations for accessible locations or meeting materials in alternative formats (as allowed under Section 12132 of the ADA) please contact the Lake Area Planning Council office at (707) 263-7799, at least 5 days' notice before the meeting.

ADDITIONS TO AGENDA

The Brown Act, Section 54954.2, states that the Board may take action on off-agenda items when:

- a) a majority vote determines that an "emergency situation" exists as defined in Section 54956.5, **or**
- b) a two-thirds vote of the body, or a unanimous vote of those present, determines that there is a need to take immediate action and the need for action arose after the agenda was legally posted, **or**
- c) the item was continued from a prior, legally posted meeting not more than five calendar days before this meeting.

CLOSED SESSION

If agendized, Lake County/City Area Planning Council may adjourn to a closed session to consider litigation or personnel matters (i.e., contractor agreements). Discussion of litigation or pending litigation may be held in closed session by authority of Govt. Code Section 54956.9; discussion of personnel matters by authority of Govt. Code Section 54957.

POSTED: June 5, 2025

Attachments:

Agenda Item #5 – 5/14/25 Lake APC Draft Minutes

Agenda Item #6 – SSTAC Roster

Agenda Item #7 – APC & Lake Links Triennial / Performance Audit

Agenda Item #8 – Staff Report, Reso, Unmet Needs Findings & Definitions

Agenda Item #9 – Lake APC Budget

Agenda Item #10 – OWP & Staff Report

Agenda Item #13ai – Staff Report

Information Packet – #14 a) 3/27/25 Lake TAC Minutes

b) Record-Bee NREN Article



LAKE COUNTY/CITY AREA PLANNING COUNCIL STAFF REPORT

TITLE: Northern Rural Energy Network (NREN)

DATE PREPARED: June 2, 2025

MEETING DATE: June 11, 2025

SUBMITTED BY: Jennifer Brennan, Energy Program Manager, NREN

BACKGROUND

NREN is part of a statewide initiative of regional energy networks focused on helping communities address rising utility costs through the adoption of energy efficiency programs targeted at rural customers. NREN Lake is launching 7 energy efficiency programs in Lake County focused on the residential, commercial, and public sectors, while also providing financing, promoting enhanced local codes and standards adoption and workforce development opportunities.

The four NREN partners are LAPC, Mendocino Council of Governments (MCOG), Redwood Coast Energy Authority (RCEA) and Sierra Business Council (SBC) that cover 17 counties in rural Northern California.

NREN Lake staff have been busy engaged in training, program coordination and development, organizing local events and reaching out to important constituency groups in Lake County including seniors, veterans, tribes, Chambers of Commerce, elected officials and contractors.

Lake NREN Accomplishments

NREN presentation to the Lake County Board of Supervisors on May 13th

Outreach booth at the Lakeport Farmer's Market May 13th, May 20th, May 27th and June 3rd.

Outreach table at the Lower Lake DAZE Parade May 25th

Energy Efficiency kits are now being distributed in-person and directly shipped to residences.

Two local press stories about NREN in May.

Upcoming Key Deliverables:

Launching NREN content on the LAPC website

Free home Energy Assessments launching in Lake County in mid-June.

Launching needs assessments (surveys, interviews and focus groups) for commercial sector program

Scheduled Outreach Events:

Senior Center luncheon events to provide free NREN Energy Efficiency kits:

Lucerne Senior Center June 12th

Lakeport Senior Center June 25th

Clearlake Senior Center July 1st

Town Hall presentations about NREN Programs:

Big Valley Town Hall Mtg. June 11th

Scotts Valley Town Hall Mtg. June 16th

West Region Town Hall Mtg. June 18th

"How to Save Energy at Home: Cut Costs and Increase Comfort," aimed at residential ratepayers to take advantage of NREN's energy efficiency programs and opportunities in Lake County is scheduled for Tuesday, June 25th at the Mendocino College Lake Center from 5:30-7:00 pm.

ACTION REQUIRED: None

ALTERNATIVES: N/A

RECOMMENDATION: None



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LAKE COUNTY/CITY AREA PLANNING COUNCIL (APC) (DRAFT) MEETING MINUTES Wednesday, May 14, 2025

Location: Lake Transit Authority
9240 Highway 53
Lower Lake, California & Zoom

Teleconference Locations:
525 South Main Street Suite B, Ukiah
Caltrans District 1, 1656 Union St., Eureka

Present

Bruno Sabatier, Supervisor, County of Lake
Stacey Mattina, City Council Member, City of Lakeport
Russ Cremer, City Council, City of Clearlake
Dirk Slooten, City Council, City of Clearlake
Danny Wind, Member at Large

Absent

Brad Rasmussen, Supervisor, County of Lake
Kenneth Parlet, Council Member, City of Lakeport

Also Present

Lisa Davey-Bates, Executive Director – Lake APC
James Sookne, Admin Staff – Lake APC
Charlene Parker, Admin Staff – Lake APC
John Speka, Planning Staff – Lake APC
Tatiana Ahlstrand, Caltrans District 1 (Policy Advisory Committee)
Andreas Krause, Caltrans District 1
Jen Buck, Caltrans District 1
Izzy Konopa, Caltrans District 1
Christie Scheffer – Paratransit Services

Attending via Zoom

Nephele Barrett, Planning Staff – Lake APC
Alexis Pedrotti, Admin Staff – Lake APC
Hector Ortega, Admin Staff – Lake APC
Jaclyn Ley, Cultural Resources – Habematolel Pomo

1. Call to Order/Roll Call

Chair Mattina called the meeting to order at 9:53 a.m. Secretary Charlene Parker called roll.
Members present: Sabatier, Cremer, Slooten, Mattina, Wind

2. Adjourn to Policy Advisory Committee

Chair Mattina adjourned to the Policy Advisory Committee (PAC) at 9:54 a.m. to include Caltrans District 1 staff and allow participation as a voting member of the Lake APC.

PUBLIC EXPRESSION

3. Public input on any item under the jurisdiction of this agency, but which is not otherwise on the agenda.

Christie Scheffer, Executive Vice President and Chief Operating Officer of Paratransit, stated that she missed the opportunity at our last meeting, and wanted to take a moment now to express her appreciation for the time spent working with this board over the years. Paratransit has been part of this journey for a long time, and it has meant a great deal to us. The collaboration, building, and shaping of public transit as a community has been incredibly meaningful. Christie acknowledged that working with Lisa, James, and Mark was a true pleasure. Additionally, she believed these individuals were a responsive, collaborative, and forward-thinking group and that she was leaving full of gratitude.

Jaclyn Ley from Cultural Resources with Habematolel Pomo introduced herself and expressed interest in the meeting, noting that she did not have any comments at this time and was attending primarily to listen to updates on road projects.

CONSENT CALENDAR

4. Approval of April 9, 2025 Draft Minutes

Director Slooten made a motion to approve the Consent Calendar, as presented. The motion was seconded by Director Sabatier and carried unanimously.

5. Public Hearing and Proposed Approval of Unmet Transit Needs for Fiscal Year 2025/26

James presented an overview of the Unmet Needs process. He explained that this annual review allows the Board and the community to determine if any of the identified needs meet the specific criteria and definitions outlined in the process. The recommended list provided in the packet is the same as last year.

Finding of Proper Notice

Director Sabatier made a finding that the proper notice was given, and proof was provided. The finding was seconded by Director Wind and carried unanimously.

Discussed were potential transit needs, including the need for bus passes for homeless individuals accessible through social services. Also discussed was the possibility of a drop-off at Cash Creek Winery.

Chair Mattina opened the Public Hearing at 10:03 a.m. No public Comments were received, and the Public Hearing was closed at 10:04 a.m. by Chair Mattina.

Director Sabatier made a finding that the testimony includes “unmet transit needs” according to the APC’s adopted definition, and those needs are directed to the APC and LTA staff for analysis and further review by the SSTAC, as presented. The motion was seconded by Director Wind and carried unanimously.

Roll Call Vote: Ayes (6)-Directors Sabatier, Cremer, Slooten, Mattina, Wind, Tatiana Ahlstrand, Noes (0); Abstain (0); Absent (2) Director Rasmussen, Parlet

6. Presentation of the Draft 2025/26 Lake APC Budget

Alexis presented the draft 2025-26 APC budget to the board, noting a projected 5.78% increase

in Local Transportation Fund (LTF) revenues, which brought the total to \$1,705,892. It was slightly adjusted to \$1,700,000 to allow flexibility for potential revisions. Alexis noted that the first amendment to the budget will incorporate the actual carryover amounts for all funding sources. The budget includes allocations for administration, reserves, planning, bicycle and pedestrian projects, and transit. Alexis gave a detailed review of the various funding sources and expenditures for the upcoming 2025/26 Fiscal Year. She further explained that the draft budget outlines revenues and expenditures by local, state, and federal funding sources.

The board briefly discussed the county auditor's role in managing APC funds.

7. Discussion and Proposed Approval of the Amended Allocation Plan for Senate Bill 125 – Transit & Intercity Rail Capital Program (TIRCP) and Zero Emission Transit Capital Program (ZETCP) and Resolution #24-25-14

James provided an update on the amended allocation plan for SB 125 transit funding, emphasizing the need to allocate funds within a specific timeframe to avoid their reclamation. The Area Planning Council (APC) has been set to receive a total of \$8,415,895. One percent of the total funding may be used for administration over the duration of the program. The Lake County Interregional Transit Center was originally funded in Cycle 2 of the Transit and Intercity Rail Capital Program (TIRCP), which was approved by the APC Board in December 2023. The amended plan adds to the existing project funding and introduces operational funding to prevent service cuts that would impact existing services in fiscal years 2025/26 and 2026/27. The continuation of existing services addresses operational funding needs by providing support for LTA's budget deficits. Without this funding, the agency would be forced to make cuts to essential transit services.

Director Slooten made a motion to approve resolution #24-25-14 which approves the Updated SB-125 formula-based Transit & Intercity Rail Capital Program and Zero Emission Transit Capital Program, as presented. The motion was seconded by Director Sabatier and carried unanimously.
Roll Call Vote: Ayes (6)-Directors Sabatier, Cremer, Slooten, Mattina, Wind, Tatiana Ahlstrand, Noes (0); Abstain (0); Absent (2) Director Rasmussen, Parlet

INFORMATION PACKET

8. a) Northern Rural Energy Network (NREN)

Lisa provided a brief update, noting that NREN staff gave a presentation to the Lake County Board of Supervisors on May 13. Lisa mentioned that NREN plans to have a booth at both the Lakeport Farmer's Market and the Lower Lake Memorial Daze Parade.

Director Slooten inquired whether NREN staff plans to present to the City of Clearlake. Lisa responded that she would have Jennifer reach out to coordinate.

NORTH SHORE PROJECT TOUR

The following projects were discussed or visited on the project tour.

- **Blue Lakes Safety** The purpose of this project is to reduce the frequency and severity of collisions on State Route (SR) 20. The safety project enhances visibility and safety by improving an existing curve through the construction of two retaining walls, widening and paving shoulders to eight feet, installing guardrails, replacing and extending culverts, relocating overhead utilities, and adding centerline and shoulder rumble strips, along with other improvements.
- **Lake 20 Complete Streets**
This project envisions enhancing safety, accessibility, and comfort for non-motorized users along SR 20, a key route connecting north shore Clear Lake communities. This segment

currently does not provide the department's vision for complete streets facilities and was identified for improvement in the 2022 Lake County RTP/ATP to enhance multimodal accessibility and connectivity.

Alternative 1 includes improvements in Nice and Glenhaven, featuring Class I shared use paths, Class II and buffered bike lanes, sidewalks, crosswalks, mountable median islands, RRFBs, and advance warning beacons. Drainage system modifications and retaining walls will be required.

Alternative 2 includes improvements in Upper Lake, Nice, Clearlake Oaks, and Glenhaven. It offers the same connectivity features as Alternative 1, with the addition of pedestrian bridges. This alternative also requires drainage modifications, retaining walls, and pedestrian bridges to support the improvements.

- **Pedestrian Safety Enhancements**

This project will install 16 high-visibility crosswalks and 8 rectangular rapid flashing beacons (RRFBs) in the following communities: Upper Lake (2 crosswalks, 2 RRFBs), Nice (4 crosswalks, 4 RRFBs), Lucerne (10 crosswalks, 1 RRFB), and Clearlake (1 crosswalk, 1 RRFB).

- **Pedestrian Safety Enhancements (Lucerne)**

The purpose of this project is to install 9 rectangular rapid flashing beacons in Lucerne and install high friction surface treatment between Country Club Drive and Ogden Road.

- **Lucerne Complete Streets**

The project objectives are to improve safety and mobility for non-motorized users and calm SR 20 ("Main Street") traffic, encouraging interregional travel to use the SR 20/29/53 corridor. It will provide safe connections between Lucerne's waterfront, parks, school, and downtown, supporting long-term Caltrans and Lake Area Planning Council goals to close gaps in the town's multimodal network.

- **Clearlake Oaks School Crossing**

This project aims to improve pedestrian safety at the East Lake Elementary School crosswalk by enhancing sight distance, lighting, and drainage. Planned improvements include intersection lighting, advanced warning beacons, drainage upgrades, tree removal, and sidewalk enhancements with tactile ADA pads.

ADJOURNMENT

The meeting was adjourned by Chair Mattina at 1:15 p.m.

Respectfully Submitted,

DRAFT

Charlene Parker, Administrative Associate

SOCIAL SERVICES TRANSPORTATION ADVISORY COUNCIL (SSTAC) MEMBERSHIP ROSTER - 2025

		<u>TERM</u>
1. Potential Transit User 60 Years or Older	Annie Barnes Phone: 707-472-7511 E-mail: sunrise.ssf@gmail.com	Nov. 2024 – Oct. 2027
2. Potential Transit User Disabled	Vacant	Nov. 2023 – Oct. 2026
3. Social Services Provider Seniors	Rev. Shannon Kimbell-Auth Phone: 707-349-2324 E-mail: shannon.kimbellauth@redcross.org	Nov. 2022 – Oct. 2025
4. Transportation Provider	Vacant	Nov. 2024 – Oct. 2027
5. Social Services Provider Disabled	Vacant	Nov. 2024 – Oct. 2027
6. Transportation Provider Disabled	Vacant	Nov. 2022 – Oct. 2025
7. Social Services Provider Limited Means	Melinda Lahr Lake County Department of Social Services P.O. Box 9000 Lower Lake, CA 95457 Phone: 707-995-4395 / E-mail: melinda.lahr@lakecountycalifornia.gov	Nov. 2023 – Oct. 2026
8. Consolidated Transportation Services Agency	Karen Dakari People Services 4195 Lakeshore Boulevard Lakeport, CA 95453 Phone: 263-3810 / E-mail: karendakari@yahoo.com	Nov. 2023 – Oct. 2026
9. Consolidated Transportation Services Agency	Laurie Fisher Lake Links 14420 Lakeshore Drive Clearlake, CA 95422 Phone: 707-995-3330 / E-mail: laurie.fisher@lakelinks.org	Nov. 2022 – Oct. 2025



LAKE COUNTY/CITY AREA PLANNING COUNCIL STAFF REPORT

TITLE: Presentation and Acceptance of Lake APC
Triennial Performance Audit

DATE PREPARED: June 5, 2025
MEETING DATE: June 11, 2025

SUBMITTED BY: Alexis Pedrotti, Project Manager

BACKGROUND:

According to the Transportation Development Act (TDA), Lake APC is required to "designate an independent entity to make a performance audit" of Lake APC every three years (Section 99246). The contractor, Moore & Associates, has completed the final report of its performance audit of Lake APC for the period ended June 30, 2024, after review and comment by staff. It covers Fiscal Years 2021/22, 2022/23, and 2023/24. The lead auditor for this audit, Ms. Kathy Chambers, will provide a presentation at our meeting.

The audits are established by the California Department of Transportation, as outlined in the Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities, as well as Government Audit Standards published by the U.S. Controller General. The Triennial Performance Audit includes five elements: 1. Compliance requirements, 2. Follow-up of prior recommendations, 3. Analysis of internal goal setting and strategic planning efforts, 4. Review of the RTPA's functions and activities, and 5. Findings and recommendations.

Compliance with TDA. With four exceptions, Moore & Associates reports Lake APC "adheres to the Transportation Development Act (TDA) regulations in an efficient and effective manner". The four compliance findings will be further discussed and clarified during the presentation to the Board, but are as follows:

1. Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.
2. Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.
3. Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.
4. Lake APC has not established performance or other criteria for Lake Links.

Prior performance audit recommendations. Lake APC received five recommendations in the prior triennial performance audit. Of these, three have been fully implemented, one has been partially implemented, and one is not applicable during the current audit period.

Kathy will present the triennial audit on June 11th via teleconference and will take any questions you may have at that time. The final triennial performance audit is included with the digital Lake APC packet for your review. The next scheduled Triennial Audit will take place in Fiscal Year 2027/28.

ACTION REQUIRED: Accept the final audit report as prepared by Moore & Associates.

ALTERNATIVES: The Council may delay or decline acceptance. Regardless of Lake APC's actions, the report must be submitted to Caltrans as required by TDA.

RECOMMENDATION: Receive the presentation and accept the triennial performance audit of Lake APC as prepared by the independent auditor consultant, Moore & Associates.

Lake County/City Area Planning Council

FY 2021/22 – FY 2023/24 TDA Triennial Performance Audits

June 11, 2025



What is a Triennial Performance Audit?

- The California Public Utilities Code (PUC) requires all transit operators receiving Transportation Development Act (TDA) funding (LTF and STA) as well as Regional Transportation Planning Agencies (RTPAs) to undergo a triennial performance audit of their activities and compliance with the TDA
- This is different from a fiscal audit but shares some of the same processes and documentation

Audit Process

- Data collection
- Data/compliance review
- Site visit/functional review (conducted virtually)
- Reporting
- Presentation

Lake APC will submit the RTPA audit to Caltrans along with a letter certifying it has completed the LTA and Lake Links audits by June 30, 2025.

RTPA Compliance Elements

- Claimants limited to apportioned amounts
- Procedures and criteria for Article 3 and Article 4.5 claims
- Social Services Transportation Advisory Council
- Monitor operator productivity
- Claimant TDA fiscal audits
- RTPA fiscal audit
- RTPA State Controller Report
- Triennial Performance Audits conducted
- Triennial Performance Audits submitted to Caltrans
- Performance audit meets requirements
- STA funding used appropriately
- STA efficiency tests
- STA funds allocated appropriately
- Unmet Transit Needs process

RTPA Functional Elements

- Administration and Management
- Transportation Planning and Regional Coordination
- Claimant Relationships and Oversight
- Marketing and Transportation Alternatives
- Grant Applications and Management

RTPA Audit Results

- The Lake Area Planning Council, as the RTPA, was found to be in compliance with 12 out of 16 compliance items evaluated as part of this audit
- Three recommendations from the prior audit were determined to have been implemented during the current audit period, one was partially implemented, and one was deemed to be not relevant during the audit period
- There were four compliance findings and recommendations arising from this audit

RTPA Findings & Recommendations

- Compliance Finding #1: Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.
 - This recommendation was carried forward from the prior audit.
 - While Lake APC has refined its claim process during the current audit period, it still tends to be relatively informal.
 - Recommendation: Develop a more formalized claims process that includes rules for Article 4.5 claims as well as a checklist for compliance, proposed budgets, STA efficiency tests, and a productivity review.

RTPA Findings & Recommendations

- Compliance Finding #2: Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.
 - PUC 99245 requires RTPAs to ensure all TDA claimants submit an annual fiscal audit to the State Controller by March 31.
 - In FY 2023/24, Lake Links' TDA fiscal audit was completed on May 2, 2025.
 - Recommendation: Work with Lake Links to ensure its TDA fiscal audit can be completed no later than March 31.

RTPA Findings & Recommendations

- Compliance Finding #3: Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.
 - PUC 99246 requires each RTPA to submit its completed performance audit to Caltrans and certify it has completed the audits of any operator to which it allocates TDA funding.
 - Lake APC did not provide documentation of this submittal from the prior triennial performance audit.
 - Recommendation: Ensure documentation of the submittal of the RTPA's triennial performance audit and certification of the operator's triennial performance audit is maintained and can be provided during the next triennial performance audit.

RTPA Findings & Recommendations

- Compliance Finding #4: Lake APC has not established performance or other criteria for Lake Links.
 - PUC 99275.5 requires the RTPA to establish performance criteria for any operator receiving Article 4.5 funds.
 - Lake APC has not adopted any performance criteria for Lake Links.
 - Because Lake Links does not operate a transit service, determining other appropriate metrics for performance will be necessary.
 - Recommendation: Work with Lake Links to identify appropriate performance criteria for Lake Links' mobility programs.

Operator Compliance Elements

- State Controller reports
- TDA fiscal audits
- “Satisfactory” CHP terminal ratings
- Claims submitted properly
- Article 4.5 alternative performance criteria
- Use of TDA definitions of performance measures
- Not staffing with two people a vehicle designed to be operated by one person
- Operating budget increases over 15% have been substantiated
- Farebox recovery ratio
- Fully funded or approved retirement system
- Uses federal funds before STA funds
- STA efficiency tests
- Only claims TDA funds it is eligible to claim

Operator Functional Elements

- General Management and Organization
- Service Planning
- Administration
- Marketing and Public Information
- Scheduling, Dispatch, and Operations
- Personnel Management and Training
- Maintenance

Operator Audit Results - LTA

- The Lake Transit Authority was found to be in compliance with 10 out of 10 applicable compliance items evaluated as part of this audit
- Three recommendations from the prior audit were determined to have been implemented during the current audit period
- There was one functional finding and recommendation arising from this audit

LTA Finding & Recommendation

- Functional Finding #1: The driver shortage has impacted LTA's ability to fully restore all service and occasionally results in additional service being missed.
 - LTA has been working to rectify its driver shortage, though part of the challenge is recruits that do not make it past the second phase of the hiring process. At the time of the site visit, the driver workforce remained understaffed by about 15 percent, impacting both working conditions and the level of service provided.
 - Recommendation: Work with the operations contractor to evaluate recruitment and hiring activities and other factors to in an effort to further restore service by returning to full staffing levels.

Operator Audit Results – Lake Links

- Lake Links was found to be in compliance with 3 out of 4 applicable compliance items evaluated as part of this audit
- There were no prior recommendations, as this was Lake Links' first Triennial Performance Audit
- There was one compliance finding and recommendation arising from this audit
- There were two functional findings and recommendations arising from this audit

Lake Links Findings & Recommendations

- Compliance Finding #1: The TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.
 - In FY 2023/24, Lake Links' TDA fiscal audit was completed on May 2, 2025. This was more than a month after the deadline established under PUC 99245.
 - Staff indicated the audit was in progress, but the auditor delayed it as it got closer to tax time. The CEO was unaware of the March 31 deadline.
 - Recommendation: Work with the TDA auditor to ensure the TDA fiscal audit can be completed no later than March 31.

Lake Links Findings & Recommendations

- Functional Finding #1: Lake APC has not established performance or other criteria for Lake Links.
 - This is a functional finding for Lake Links given it is the RTPA's responsibility to establish these criteria, and the operator cannot be required to be in compliance with criteria that do not currently exist.
 - Recommendation: Work with Lake APC to identify appropriate performance criteria for Lake Links' mobility programs.

Lake Links Findings & Recommendations

- Functional Finding #2: Additional staffing is needed to grow Lake Links' programs successfully.
 - Lake Links has expressed a need to expand its staffing by a part-time accountant position in order to grow and expand its programs.
 - While current staff are able to fulfill all current responsibilities, they will not be able to as the program continues to grow.
 - Addition of the position would free up the CEO/Program Manager to focus more time on client-based program activities and volunteer recruitment and training.
 - Recommendation: Consider adding a part-time accounting position to provide additional support for financial activities.



Questions?

Moore & Associates, Inc.
Kathy Chambers, Project Manager
661.253.1277
kathy@moore-associates.net





Lake Area Planning Council

TDA Triennial Performance Audit of
Lake Area Planning Council (as the RTPA)
for FY 2021/22 - FY 2023/24

Final Report | May 2025





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Chapter 1 | Executive Summary

The Triennial Performance Audit of the Lake County/City Area Planning Council (APC) covers a three-year period ending June 30, 2024. The California Public Utilities Code requires all Regional Transportation Planning Agencies conduct an independent Triennial Performance Audit in order to be eligible for Transportation Development Act (TDA) funding.

In 2024, the Lake APC selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the two transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation. Selection of the consultant followed a competitive procurement process.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of the APC's public transit program for the period:

- Fiscal Year 2021/22,
- Fiscal Year 2022/23, and
- Fiscal Year 2023/24.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our review objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

The review was also conducted in accordance with the processes established by the California Department of Transportation, as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

1. Compliance requirements,
2. Follow-up of prior recommendations,
3. Analysis of internal goal setting and strategic planning efforts,
4. Review of the RTPA's functions and activities, and
5. Findings and recommendations.

Test of Compliance

With three exceptions, Lake County/City Area Planning Council adheres to Transportation Development Act (TDA) regulations in an efficient and effective manner:

1. Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.
2. Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.



3. Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.
4. Lake APC has not established performance or other criteria for Lake Links.

Status of Prior Recommendations

The prior Triennial Performance Audit – completed in May 2022 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2021 – included the following recommendations:

1. Develop a more formalized claims process that includes rules for Article 3 and Article 4.5 claims as well as a checklist for compliance, proposed budgets, STA efficiency tests, and a productivity review.
Status: Partially implemented.
2. Ensure State Controller Reports are submitted within the established timeframe.
Status: Implemented.
3. Work with fiscal auditors to ensure future LTA audits are completed within the established timeframe for transit operators.
Status: Implemented.
4. Conduct STA efficiency tests to determine LTA's eligibility to use STA funds for operating purposes.
Status: Not relevant during the audit period.
5. Include an audit of Lake Links in the next round of TDA Triennial Performance Audits.
Status: Implemented.

Goal Setting and Strategic Planning

The Regional Transportation Plan (RTP), is Lake APC's primary planning document. The RTP is a long-range transportation plan that provides a vision for regional transportation investments and serves as the backbone for all transportation planning activities in Lake County. The purpose of the RTP is to establish regional goals; identify present and future needs, deficiencies, and constraints; analyze potential solutions; estimate available funding; and propose investments. The most recent RTP was adopted by the APC Board of Directors in February 2022.

The RTP includes a 20-year planning horizon with a focus on seven key elements: Overarching Issues, State Highway System, Local Streets and Roads, Active Transportation, Public Transit, Tribal Transportation, and Aviation. Each goal included one or more objectives and supporting policies. The RTP also includes specific performance measures for several of the goals and objectives.

Findings and Recommendations

Based on the current review, we submit the aforementioned TDA compliance findings.

1. Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.
2. Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.
3. Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.
4. Lake APC has not established performance or other criteria for Lake Links.



We identified no functional findings.

In completing this Triennial Performance Audit, we submit the following recommendations for the Lake County/City Area Planning Council as the RTPA. They have been divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the agency into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the Triennial Performance Audit that are not specific to TDA compliance.

Exhibit 1.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Develop a more formalized claims process that includes rules for Article 4.5 claims as well as a checklist for compliance, proposed budgets, STA efficiency tests, and a productivity review.	High	FY 2025/26
2	Work with Lake Links to ensure its TDA fiscal audit can be completed no later than March 31.	Medium	FY 2024/25
3	Ensure documentation of the submittal of the RTPA's triennial performance audit and certification of the operator's triennial performance audit is maintained and can be provided during the next triennial performance audit.	High	FY 2024/25
4	Work with Lake Links to identify appropriate performance criteria for Lake Links' mobility programs.	High	FY 2025/26



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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of Lake County/City Area Planning Council covers the three-year period ending June 30, 2024. The California Public Utilities Code requires all Regional Transportation Planning Agencies conduct an independent Triennial Performance Audit in order to be eligible for Transportation Development Act (TDA) funding.

In 2024, the Lake APC selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the two transit operators to which it allocates funding. Moore & Associates is a consulting firm specializing in public transportation. Selection of Moore & Associates followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of APC as the designated RTPA for Lake County. Direct benefits of a triennial performance audit include providing RTPA management with information on the economy, efficiency, and effectiveness of their programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC 99246(a) that the RTPA designate an independent entity other than itself to conduct a performance audit of its activities as well as those of each operator to whom it allocates TDA funding.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Audit Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit has four primary objectives:

1. Assess compliance with TDA regulations,
2. Review actions taken by the RTPA to implement prior recommendations,
3. Evaluate the efficiency and effectiveness of the RTPA through a review of its functions, and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the RTPA.



Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the regional transportation planning agency. The audit of Lake APC included five tasks:

1. Review of compliance with TDA requirements and regulations.
2. Assessment of the implementation status of recommendations included in the prior Triennial Performance Audit.
3. Analysis of APC's internal goal setting and strategic planning functions.
4. Examination of the following functions:
 - Administration and Management,
 - Transportation Planning and Regional Coordination,
 - Claimant Relationships and Oversight,
 - Marketing and Transportation Alternatives, and
 - Grant Applications and Management.
5. Recommendations to address opportunities for improvement based on analysis of the information collected and the review of the RTPA's core functions.

Methodology

The methodology for the Triennial Performance Audit of the Lake County/City Area Planning Council as the RTPA included thorough review of documents relevant to the scope of the review, as well as information contained on Lake APC's website. The documents reviewed included the following (spanning the full three-year period):

- Triennial Performance Audit reports for the prior review period;
- Annual budgets;
- Audited financial statements;
- State Controller Reports;
- Agency organizational chart;
- Board meeting minutes and agendas;
- Policies and procedures manuals;
- Regional planning documents;
- Overall work plans;
- Article 8 Unmet Transit Needs documentation;
- TDA claims manual; and
- TDA and transit funding allocations to operators.

The methodology for this audit included a virtual site visit with Lake County/City Area Planning Council representatives on May 7, 2025. The audit team met with Lisa Davey-Bates (Executive Director), Alexis Pedrotti (Project Manager/Administrator), Charlene Parker (Administration/Planning Associate), James Sookne (Program Manager), Nephele Barrett (Planning Contractor), and John Speka (Senior Transportation Planner), and reviewed materials germane to the triennial audit.



The report is comprised of seven chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the audit and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Progress in implementing prior recommendations,
 - Goal setting and strategic planning,
 - Functional review, and
 - Findings and recommendations.



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Chapter 3 | Overview of Lake APC

The Lake County/City Area Planning Council (Lake APC) is the state-designated Regional Transportation Planning Agency (RTPA) for Lake County. Originally formed in 1972 under a joint powers agreement (JPA), it was subsequently designated as the RTPA.

Lake APC Board of Directors

Lake County/City APC is governed by a Board of Directors comprised of two board members from the Lake County Board of Supervisors, two city council members from the City of Lakeport, two city council members from the City of Clearlake, and two at-large citizen members appointed by the Board of Supervisors. The Board meets on the second Wednesday of each month at 9:00 a.m. All meetings are open to the public with a virtual option through Zoom by request. Regular meetings are alternately held at the Lakeport City Council Chambers (225 Park Street, Lakeport), Clearlake City Council Chambers (14050 Olympic Drive, Clearlake), and Lake Transit Authority (9240 Highway 53, Lower Lake), all of which are accessible by public transit. There is a secondary meeting location at Caltrans District 1 (1656 Union Street, Eureka).

During the audit period, the following individuals served as voting members of the Lake County/City APC Board of Directors:

- Bruno Sabatier, County of Lake (2021 – 2024)
- Moke Simon, County of Lake (2021 – 2024)
- Tim Warnement, Member at Large (2021 – 2022)
- Chuck Leonard, Member at Large (2021 – 2023)
- Russ Perdock, City of Clearlake (2021 – 2024)
- Russ Cremer, City of Clearlake (2021 – 2024)
- Stacey Mattina, City of Lakeport (2021 – 2024)
- Kenneth Parlet, City of Lakeport (2021 – 2024)
- Tatiana Ahlstrand, Caltrans Representative (2021 – 2024)

The APC Board may appoint three standing committees: an Executive Committee, Policy Advisory Committee, and Technical Advisory Committee.

The [Executive Committee](#) is comprised of the APC Board Chair, Vice-Chair, and a third Board member. The committee makes every effort to provide geographically balanced representation. The Executive Committee meets on an as-needed basis.

The [Policy Advisory Committee \(PAC\)](#) is comprised of all eight Board members and a Caltrans representative, who is a voting member of the PAC. The APC convenes as the PAC at every regular meeting to include Caltrans as a voting member, then reconvenes as the APC at the end of the regular calendar to take action on the PAC's recommendations.

The [Technical Advisory Committee \(TAC\)](#) consists of nine voting members: Lake County Director of Public Works; Community Development Directors of Lake County, Clearlake, and Lakeport; City Engineers or Public Works Directors of Clearlake and Lakeport; Commander of the Lake County office

of the California Highway Patrol; a representative from Lake Transit Authority; and a transportation planner from Caltrans District 1. The TAC reviews materials and make recommendations to the APC Board. The committee meets monthly on the third Thursday or on an as-needed basis.

Lake APC also has a [Social Services Transportation Advisory Council \(SSTAC\)](#), which was statutorily created by Senate Bill (SB) 498. The nine members of the SSTAC represent mobility interests of seniors, persons with disabilities, and persons of limited means. SSTAC members serve staggered three-year terms. The SSTAC meetings on a quarterly basis and meetings are open to the public. The SSTAC also participates in Lake APC's annual Unmet Transit Needs process.

Organization

Reporting directly to the Lake APC board is the Executive Director. All administrative and planning positions are staffed through two consulting contracts. Both consultants have a long tenure with Lake APC and there is very little turnover. An organizational chart is presented as Exhibit 3.1.

Exhibit 3.1 Lake APC Organizational Chart



Regional Planning and Goal-Setting

The Regional Transportation Plan (RTP) is Lake APC's primary planning document. The RTP is a long-range transportation plan that provides a vision for regional transportation investments and serves as the backbone for all transportation planning activities in Lake County. The purpose of the RTP is to establish regional goals; identify present and future needs, deficiencies, and constraints; analyze potential solutions; estimate available funding; and propose investments. The RTP must be adopted by the APC Board of Directors.

Prior to 2017, APC updated its RTP every five years. APC staff began working on an update in 2015, but decided it would be beneficial to synchronize RTP updates with the Regional Housing Needs Allocation



(RHNA) cycle, which is conducted every eight years. As a result, the RTP was adopted in early 2018. As of 2022, the RTP is on a four-year update schedule. The 2022 RTP was adopted by the Lake APC Board on February 9, 2022. The 2022 RTP also included an Active Transportation Plan component.

The RTP includes a 20-year planning horizon with a focus on seven key elements: Overarching Issues, State Highway System, Local Streets and Roads, Active Transportation, Public Transit, Tribal Transportation, and Aviation. Each goal included one or more objectives and supporting policies. These goals and objectives are detailed in Exhibit 3.2. The RTP also includes specific performance measures for several of the goals and objectives.

Exhibit 3.2 2022 RTP Policies and Goals

Goal	Objective(s)
Overarching Issues	
Develop a multi-modal system of seamless transportation facilities designed to serve both regional and interregional needs.	OI-1: Coordinate support and encourage multi-modal regional planning activities in Lake County across jurisdictional boundaries.
	OI-2: Support Complete Streets planning to improve multi-modal forms of connectivity within the transportation system.
	OI-3: Reduce Greenhouse Gas emissions by promoting and facilitating transit use and increasing active transportation alternatives.
	OI-4: Reduce and mitigate environmental impacts of current and future transportation projects.
	OI-5: Increase funding for transportation planning, pre-construction activities, and construction.
	OI-6: Support planning projects that will benefit public health in the region.
State Highway System	
Provide a safe, well-maintained and efficient State highway network that addresses regional and statewide mobility needs for people, goods, and services.	SHS-1: Improve mobility on the State highway system throughout Lake County.
	SHS-2: Improve safety conditions on the State highway system serving Lake County.
	SHS-3: Facilitate efficient and safe transportation of goods within and through Lake County.
Local Streets and Roads	
Provide a well maintained, safe and efficient local circulation system that is coordinated and complementary to the State highway system and meets interregional and local mobility needs of residents, visitors and commerce.	LSR-1: Maintain, rehabilitate and construct local streets and roads consistent with local and regional needs, city and County area plans, and policies and Complete Streets policies.
	LSR-2: Develop multimodal Transportation facilities as needed to adequately serve the mobility needs of residential, commercial and industrial development.
	LSR-3: Improve traffic flow, capacity, safety and operations on the local transportation network.
	LSR-4: Pursue federal, State, local and private funding sources for transportation system maintenance, restoration and improvement projects consistent with this Plan.
Active Transportation	
Increase the number of local and regional trips accomplished by bicycling and walking; increase safety and mobility for non-motorized modes of travel; enhance public health by providing access to non-motorized facilities while reducing overall Vehicle Miles Traveled (VMT), both locally and regionally.	AT-1: Facilitate and promote walking, bicycling and other active modes of transportation.
	AT-2: Reduce Greenhouse Gas emissions and Vehicle Miles Traveled (VMT).
	AT-3: Enhance public health through the development of active transportation projects.
	AT-4: Preserve investments in the multi-modal transportation system.
	AT-5: Increase funding for transportation planning, design and construction of active transportation facilities.



Goal	Objective(s)
Public Transit	
Provide reliable mobility for all residents and visitors in Lake County.	PT-1: Identify unmet transit needs of residents and visitors of Lake County.
	PT-2: Establish priorities and design services to meet the mobility needs of transit users.
	PT-3: Provide a safe and accessible transit system.
	PT-4: Improve the efficiency of the transit system.
	PT-5: Support efforts to improve transit service to employment centers, retail centers, educational institutions, public facilities and medical facilities.
	PT-6: Maximize funding for transit services and facilities.
	PT-7: Improve and monitor the security of the transit system.
Tribal Transportation	
Provide Lake County's tribal members a safe, effective and functional multimodal transportation system.	TT-1: Consider the transportation needs of tribal members, employees, clients and students traveling between tribal communities, housing, employment centers, public service facilities, medical facilities, and schools.
	TT-2: Consult with and involve tribal communities early in the planning and design processes.
	TT-3: Facilitate access to transportation resources for tribal communities.
Aviation	
Provide an aviation system with physical and operational facilities that meet the regional and interregional general and commercial aviation needs of Lake County.	AV-1: Support implementation of the Airport Land Use Compatibility Plan (ALUCP), Airport Master Plan and other plans that further improvements to the aviation system.
	AV-2: Improve medical transportation services.
	AV-3: Improve Emergency Response and Recovery.
	AV-4: Support Goods Movement.
	AV-5: Maximize funding opportunities for aviation planning and improvements.

Public participation for the RTP was guided by the Lake APC's 2021 Public Participation Plan. That plan included seven specific goals for public participation:

1. Provide all interested parties and agencies reasonable opportunities for involvement in the transportation planning process.
2. Increase public awareness and understanding of the transportation planning process in Lake County.
3. Ensure accessibility to the transportation planning process and information for all members of the community.
4. Maintain contact with interested individuals and agencies throughout the process of developing plans and projects.
5. Increase opportunities for those traditionally under-served, including the elderly, low income, disabled, and minority households, to participate in the transportation planning process.
6. Consider public and agency input and comments as an integral part of the APC's decision-making process.
7. Consult with tribal governments within Lake County and provide opportunities for tribal government input into the transportation planning process.

Public engagement for the 2022 update was, due to the COVID-19 pandemic and varying degrees of restrictions on public gatherings, quite different than in prior years. Lake APC utilized Social Pinpoint (lakeapc.mysocialpinpoint.com), an online engagement program, to inform the public about updates to



the RTP and the Active Transportation Plan. The platform was promoted via a series of activities, including advertisements in local media outlets, email, flyers, print media, and radio coverage. A series of informational presentations were also conducted, including:

- Caltrans Tribal Quarterly Update,
- Kiwanis Club of Lakeport,
- Middletown Area Town Hall,
- Clearlake City Council,
- Lucerne Area Town Hall,
- Lake County Board of Supervisors, and
- Lakeport City Council.

Additional outreach was conducted with local tribal communities.

The draft RTP was circulated for public review, during which Lake APC held a Zoom conference to address any additional comments.

Lake APC is also responsible for regional planning for a variety of transportation topics. Plans and projects prepared/conducted during the audit period and currently in progress include the following:

- Lake County Transit Development Plan – 2023 Update,
- Lake County Wildfire Evaluation and Preparedness Planning,
- Konocti Corridor Vehicle Miles Traveled Study,
- State Route 53 Corridor Local Circulation Study,
- City of Clearlake Local Road Safety Plan
- City of Lakeport Local Road Safety Plan, and
- County of Lake Local Road Safety Plan.



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Chapter 4 | Program Compliance

This section examines the Lake APC's compliance with the State of California's Transportation Development Act as well as relevant sections of California's Public Utilities Commission code. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. Although compliance verification is not a Triennial Performance Audit function, several specific requirements concern issues relevant to the performance audit. The Triennial Performance Audit findings and related comments are delineated in Exhibit 4.1.

Compliance was determined through discussions with Lake APC staff as well as an inspection of relevant documents, including the fiscal audits for each year of the triennium. Also reviewed were planning documents, Board actions, and other related documentation.

With four exceptions, Lake APC adheres to Transportation Development Act (TDA) regulations in an efficient and effective manner:

1. Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.
2. Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.
3. Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.
4. Lake APC has not established performance or other criteria for Lake Links.

Developments Occurring During the Audit Period

For many operators, the FY 2021/22 – FY 2023/24 audit period reflected both the acute impacts of and recovery from the COVID-19 pandemic. By the end of the audit period – even earlier in some cases – most operators had exhausted federal relief funds, even though penalties for non-compliance with farebox recovery ratios continued to be waived. Many operators, even more than five years after the onset of the pandemic, still struggle with ridership that has yet to recover to pre-pandemic levels.

Given this is not the first Triennial Performance Audit to be conducted since the COVID-19 pandemic, this report will not focus on actions taken as a result of the health crisis. Instead, the compliance review, functional review, and resulting recommendations will focus on ensuring program sustainability once penalty waivers and other emergency legislation have ended.

Assembly Bill 90, signed into law on June 29, 2020, provided temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provided additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. Most recently, Senate Bill 125, signed into law on July 10, 2023, extended protections provided via earlier legislation through FY 2025/26. While this means the audit period covered by this audit is fully exempt from penalties for non-compliance with the farebox recovery ratio, for example, it also means that transit operators will likely need to be in compliance by the last year of the next audit period.



While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these three pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2025/26.
2. Expands the definition of “local funds” to enable the use of federal funding to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
3. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
4. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2025/26.

SB 125 calls for the establishment of the Transit Transformation Task Force to develop policy recommendations to grow transit ridership and improve the transit experience for all users. In the 50-plus years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The Transit Transformation Task Force is required to submit a report of its findings and policy recommendations to the State Legislature by October 31, 2025. This report is expected to include recommendations for TDA reform, which may impact the next Triennial Performance Audit period.



Exhibit 4.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
All transportation operators and city or county governments which have responsibility for serving a given area, in total, claim no more than those Local Transportation Fund monies apportioned to that area.	PUC 99231	In compliance	
The RTPA has adopted rules and regulations delineating procedures for the submission of claims for facilities provided for the exclusive use of pedestrians and bicycles (Article 3).	PUC 99233, 99234	In compliance	Lake APC has a policy and annual process to rank and score Article 3 projects.
The RTPA has established a social services transportation advisory council. The RTPA must ensure that there is a citizen participation process that includes at least an annual public hearing.	PUC 99238, 99238.5	In compliance	Public hearings held in conjunction with the Unmet Transit Needs process on: March 10, 2021 March 9, 2022 March 1, 2023
The RTPA has annually identified, analyzed, and recommended potential productivity improvements which could lower operating cost of those operators, which operate at least 50 percent of their vehicle service miles within the RTPA's jurisdiction. Recommendations include, but are not being limited to, those made in the performance audit. <ul style="list-style-type: none"> A committee for the purpose of providing advice on productivity improvements may be formed. The operator has made a reasonable effort to implement improvements recommended by the RTPA as determined by the RTPA, or else the operator has not received an allocation that exceeds its prior year allocation. 	PUC 99244	In compliance	Lake APC reviews operator performance on a monthly basis as part of the monthly invoice/performance review.
The RTPA has ensured that all claimants to whom it allocated TDA funds submit to it and to the state controller an annual certified fiscal and compliance audit within 180 days after the end of the fiscal year.	PUC 99245	Finding	LTA: FY 2021/22: February 15, 2023 FY 2022/23: March 27, 2024 FY 2023/24: March 27, 2025 Lake Links: FY 2021/22: November 23, 2022 FY 2022/23: January 25, 2024 FY 2023/24: May 2, 2025
The RTPA has submitted to the state controller an annual certified fiscal audit within 12 months of the end of the fiscal year.	CCR 6662	In compliance*	FY 2021/22: June 27, 2023 FY 2022/23: June 20, 2024 FY 2023/24: Pending

*While the FY 2023/24 fiscal audit was not provided at the time of this report, it was not yet past the June 30, 2025 deadline. Given Lake APC's history of on-time completion of the audit, it is found to be in compliance at this time.



Compliance Element	Reference	Compliance	Comments
The RTPA has submitted within 90 days after the end of the fiscal year an annual financial transactions report to the state controller.	CCR 6660	In compliance	FY 2021/22: January 24, 2023 FY 2022/23: January 29, 2024 FY 2023/24: January 31, 2025
The RTPA has designated an independent entity to conduct a performance audit of operators and itself (for the current and previous triennia). For operators, the audit was made and calculated the required performance indicators, and the audit report was transmitted to the entity that allocates the operator's TDA money, and to the RTPA within 12 months after the end of the triennium. If an operator's audit was not transmitted by the start of the second fiscal year following the last fiscal year of the triennium, TDA funds were not allocated to that operator for that or subsequent fiscal years until the audit was transmitted.	PUC 99246, 99248	In compliance	Moore & Associates, Inc. was engaged to complete the FY 2019 – FY 2021 Triennial Performance Audits. They were completed in May 2022. Moore & Associates was also selected to prepare the FY 2022 – FY 2024 Triennial Performance Audits. They are on track to be completed by June 30, 2025.
The RTPA has submitted a copy of its performance audit to the Director of the California Department of Transportation. In addition, the RTPA has certified in writing to the Director that the performance audits of operators located in the area under its jurisdiction have been completed.	PUC 99246(c)	Finding	Submittal of the prior Triennial Performance Audit to Caltrans could not be confirmed.
For Article 8(c) claimants, the RTPA may adopt performance criteria, local match requirements, or fare recovery ratios. In such cases, the rules and regulations of the RTPA will apply.	PUC 99405	Not applicable	
The RTPA may adopt alternative farebox recovery ratio requirements or alternative performance criteria, local match requirements, or other criteria for Article 4.5 recipients.	PUC 99275.5	Finding	Lake APC has not adopted any performance criteria for Lake Links.
The performance audit of the operator providing public transportation services shall include a verification of the operator's cost per passenger, operating cost per vehicle service hour, passenger per vehicle service mile, and vehicle service hours per employee, as defined in Section 99247. The performance audit shall include consideration of the needs and types of passengers being served and the employment of part-time drivers and the contracting with common carriers of persons operating under a franchise or license to provide services during peak hours, as defined in subdivision (a) of section 99260.2.	PUC 99246(d)	In compliance	
The RTPA has established rules and regulations regarding revenue ratios for transportation operators providing services in urbanized and newly urbanized areas.	PUC 99270.1, 99270.2	Not applicable	There are no blended areas within the APC's jurisdiction.



Compliance Element	Reference	Compliance	Comments
The RTPA has adopted criteria, rules, and regulations for the evaluation of claims filed under Article 4.5 of the TDA and the determination of the cost effectiveness of the proposed community transit services.	PUC 99275.5	Finding	Lake APC has not implemented rules and regulations for Article 4.5 claims.
State transit assistance funds received by the RTPA are allocated only for transportation planning and mass transportation purposes.	PUC 99310.5, 99313.3, Proposition 116	In compliance	
Transit operators must meet one of two efficiency standards in order to use their full allocation of state transit assistance funds for operating purposes. If an operator does not meet either efficiency standard, the portion of the allocation that the operator may use for operations shall be the total allocation to the operator reduced by the lowest percentage by which the operator's total operating cost per revenue vehicle hour exceeded the target amount necessary to meet the applicable efficiency standard. The remaining portion of the operator's allocation shall be used only for capital purposes.	PUC 99314.6	In compliance	This requirement was waived during the audit period under AB 90, AB 149, and SB 125.
The amount received pursuant to the Public Utilities Code, Section 99314.3, by each RTPA for state transit assistance is allocated to the operators in the area of its jurisdiction as allocated by the State Controller's Office.	PUC 99314.3	In compliance	
<p>If TDA funds are allocated to purposes not directly related to public or specialized transportation services, or facilities for exclusive use of pedestrians and bicycles, the transit planning agency has annually:</p> <ul style="list-style-type: none"> • Consulted with the Social Services Transportation Advisory Council (SSTAC) established pursuant to PUC Section 99238; • Identified transit needs, including: <ul style="list-style-type: none"> ▪ Groups that are transit-dependent or transit-disadvantaged; ▪ Adequacy of existing transit services to meet the needs of groups identified; and ▪ Analysis of potential alternatives to provide transportation alternatives; • Adopted or reaffirmed definitions of "unmet transit needs" and "reasonable to meet"; • Identified the unmet transit needs and those needs that are reasonable to meet; and • Adopted a finding that there are no unmet transit needs, that there are no unmet transit needs that are reasonable to meet, or that there are unmet transit needs including needs that are reasonable to meet. <p>If a finding is adopted that there are unmet transit needs, these needs must have been funded before an allocation was made for streets and roads.</p>	PUC 99401.5	In compliance	<p>Unmet Transit Needs findings were adopted in compliance with this section on the following dates:</p> <p>May 5, 2021 May 11, 2022 May 10, 2023</p>



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Chapter 5 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance the Lake APC has made quantifiable progress toward improving both the efficiency and effectiveness of its programs.

The prior audit – completed in May 2022 by Moore & Associates, Inc. for the three fiscal years ending June 30, 2021 – included five recommendations:

1. [Develop a more formalized claims process that includes rules for Article 3 and Article 4.5 claims as well as a checklist for compliance, proposed budgets, STA efficiency tests, and a productivity review.](#)

Discussion: The prior auditor found Lake APC did not have criteria, rules, and regulations for the evaluation of Article 3 and Article 4.5 claims. In previous years, all TDA funding was claimed by the APC or Lake Transit. With LTA being administered by Lake APC, there was even less need for a formal claims process. However, since the introduction of a separate CTSA (Lake Links), there was a need for a more formal claims process as well as for the RTPA to adopt rules, regulations, and criteria for claiming funds under these articles.

The prior auditor recommended Lake APC adopt rules and regulations for Article 3 and Article 4.5 claims. This may not be as critical for Article 3, since bicycle/pedestrian funds taken off the top are typically held and programmed by Lake APC. However, with a second operator designated as the CTSA and claiming funds under Article 4.5, the prior auditor recommended adopting criteria, rules, and regulations for claims under this article.

While many RTPAs prepare a formal TDA Handbook, the prior auditor noted such an undertaking was not necessary provided key processes and annual timelines were appropriately detailed in the claim form, an introductory letter, or within another policy and procedures document. However, the auditor recommended Lake APC develop a more detailed claims process and claim form, inclusive of a compliance checklist, proposed budgets, a productivity review, and potentially STA efficiency tests (which are discussed in greater detail later in this chapter). The claim forms should, at a minimum, identify the type of funding being claimed (e.g., Article 3, Article 4, Article 4.5, Article 8, and/or STA) as well as demonstrate the operator's compliance with requirements for receiving those funds.

Progress: Lake APC has a policy and annual process for the evaluation of Article 3 projects. However, while the TDA claims process has been refined since the prior Triennial Performance Audit, no formal policy and procedure has been established for Article 4.5 claims, nor have detailed claim forms been formalized.

Status: Partially implemented.

2. Ensure State Controller Reports are submitted within the established timeframe.

Discussion: In FY 2018/19, Lake APC's State Controller Report was not submitted until February 10, 2020. In FY 2020/21, the State Controller Report was not submitted until February 24, 2022. These reports are typically prepared by the same CPA firm that conducts Lake APC's fiscal audits. The prior auditor recommended Lake APC work with the APC's fiscal auditor to ensure State Controller Reports are prepared and submitted within the established timeframe.

Progress: All State Controller Report prepared during the audit period were submitted within the established timeframe.

Status: Implemented.

3. Work with fiscal auditors to ensure future LTA audits are completed within the established timeframe for transit operators.

Discussion: In FY 2020/21, the Lake APC's fiscal audit (which also included the audit of the LTA) had not been completed at the time of the prior audit report. Given timely submittal of TDA fiscal audits has not been an ongoing issue, it was likely this occurrence was an outlier. Should future deficiencies be identified that need to be resolved before a future audit, the prior auditor noted Lake APC should make sure it is addressing them early enough so that they can be implemented before the operator's TDA fiscal audit is due.

Progress: During the current audit period, Lake APC and Lake Transit Authority fiscal audits were prepared separately. LTA audits were completed prior to the March 31 deadline. At the time of this report, the Lake APC audit was still underway, but expected to be completed prior to the June 30 deadline.

Status: Implemented.

4. Conduct STA efficiency tests to determine LTA's eligibility to use STA funds for operating purposes.

Discussion: Given the fact that LTA was determined to have passed both STA efficiency tests for FY 2018/19, this is not considered a compliance finding by the prior auditor. However, the prior auditor found Lake APC did not normally conduct the tests, either as part of the TDA claims process or as part of the TDA fiscal audit. The prior auditor recommended Lake APC conduct the STA efficiency tests annually as part of the TDA claims process or the TDA fiscal audit. It should ensure the tests have been conducted and the operator is eligible prior to authorizing any claims for STA operating funds. If the operator is not eligible to claim all available STA funds for operating, determine how much STA funding must be reserved for capital purposes only.

Since the efficiency tests use audited data, the prior auditor noted it is reasonable to include the calculation as part of the TDA fiscal audit alongside the farebox recovery ratio calculation. If included within the fiscal audit, the auditor must be familiar with relevant portions of the TDA legislation, including PUC 99314.6, AB 90, and AB 149. If included as part of the TDA claims



process, Lake APC may need to add a worksheet to the claim form showing compliance with one or both tests was calculated.

Progress: Lake APC has preprepared a form to assess LTA's eligibility. However, this requirement was waived during the audit period under AB 90, AB 149, and SB 125, so it was not used as part of the claims process.

Status: Not relevant during the audit period.

5. Include an audit of Lake Links in the next round of TDA Triennial Performance Audits.

Discussion: Lake Links began receiving TDA funding under Article 4.5 during the prior audit period. Therefore, the prior auditor recommended Lake APC begin including the operator in its Triennial Performance Audit process. Compliance with the TDA would need to take into account Lake Links is a CTSA, not an Article 4 recipient, so not all of the standard compliance items would apply. The next auditor should be mindful of this when preparing Lake Links' audit.

Progress: Lake Links was included in the current cycle of audits. This will be its first Triennial Performance Audit.

Status: Implemented.



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Chapter 6 | Functional Review

A functional review of the Lake County/City Area Planning Council determines the extent and efficiency of the following functional activities:

- Administration and Management;
- Transportation Planning and Regional Coordination;
- Claimant Relationships and Oversight;
- Marketing and Transportation Alternatives; and
- Grant Applications and Management.

Administration and Management

The Lake APC does not have any direct employees. All functions are provided under contract. Davey-Bates Consulting provides administrative services and Dow & Associates provides planning services, with staffing remaining largely consistent since well before the audit period.

TDA claims are handled in a timely manner. TDA funds are allocated based on allocation instructions corresponding with the RTPA's approved budget provided to the County Auditor's office at the beginning of the fiscal year. As funding is received by the State Controller's Office, it is allocated by the County Auditor as available. LTA and Lake Links are satisfied with the RTPA's efficiency and effectiveness. Lake APC administrative and planning staff manage operations and track progress through regular meetings, online platforms, quarterly state reporting, monthly invoicing, and internal accounting tools such as QuickBooks and Excel.

The APC has a well-defined set of internal goals and objectives for itself as the RTPA. Both the administrative and planning contracts include a defined scope of work that encompasses all the goals and objectives of each contract, as well as required deliverables such as the Overall Work Program (OWP), Transit Development Plan (TDP), Regional Transportation Plan (RTP), etc. There are clearly defined schedules and milestones for most deliverables.

Lake APC's OWP includes several annual coordinating work elements that include tasks and funding for regional coordination, as well as goals for individual work elements. APC staff utilize the Technical Advisory Committee (TAC) meetings to ensure regional coordination and regional goals are addressed. Additionally, the APC maintains a Public Participation Plan, which is periodically updated. This plan, along with the RTP, includes regional coordination. Regional coordination is assessed on an ongoing basis through activities such as TAC meetings and the RTP update.

The OWP includes an annual element that reflects tasks and funding for Lake APC Planning staff to identify, evaluate, apply, monitor and coordinate various grant funding opportunities that may be available to Lake APC and local agencies. Goals for grant applications are established during the development of the draft OWP. Compliance with these goals is assessed annually or as required by grant cycle funding availability. The APC monitors progress by tracking awarded versus non-awarded grants and OWP progress reporting.



Goals for transit operator performance are included within the Transit Development Plan, which is updated every five years, most recently in 2023. Goals for active transportation and transportation alternatives are included within the Active Transportation Plan, which is updated every four years as part of the RTP.

The current budget is sufficient to accomplish the RTPA's goals. Both the administrative contractor and the planning contractor feel current staffing levels are sufficient for accomplishing the duties and functions needed for the RTPA. Three new staff members were hired during the audit period – two by the planning contractor and one by the administrative contractor. The additions were in part due to senior staff retiring and staff turnover. Contractor staffing was restructured during the most recent procurement process, which resulted in new five-year contracts effective October 2024. All staff receive regular training, including attendance at Caltrans academies, workshops, CalACT, Board secretary conference training, etc. Contractor employees receive a full benefit package including paid leave, retirement, and insurance.

While staffing levels are appropriate at present, increased reporting requirements for state and federal funding sources, as well as upcoming North Rural Energy Network programs, may result in a need for additional staffing. Staff have noticed that the workload is more consistent throughout the year, rather than having slower periods. However, Lake APC is well-supported by its Board, and has a loyal and seasoned staff who work efficiently and effectively.

The APC Board meets regularly on the second Wednesday of every month, though July and January are typically dark. Meetings are in person with a hybrid option available upon request. If a hybrid option is utilized, Board members join remotely by teleconference (audio and video) from City Hall locations in Clearlake or Lakeport. Policy Advisory Committee member(s) will join from Caltrans District 1 office in Eureka. The general public may join from any of these posted locations or by calling in to the teleconference. Most Board members attend meetings. It has been an ongoing challenge to fill the two Member-at-large positions, often resulting in vacancies that limit scheduling flexibility for other member's attendance.

The Board has reviewed and acted on key documents requiring acceptant or approval in a timely manner. These include annual budgets, the Overall Work Program, and the Regional Transportation Plan, which are presented to the Board in draft form for review before being submitted for approval. The Board has expressed interest in participation in the Northern Rural Energy Network (NREN) since November 2022. In September 2024, the California Public Utilities Commission approved the agency's business plan to begin providing energy efficiency in Lake County. This will result in the implementation of seven programs across the next couple of years. It is a significant effort and is the first program Lake APC has undertaken besides transportation and housing. NREN is funded through fees already paid through PG&E billing.

Transportation Planning and Regional Coordination

The planning contractor is responsible for the development of Lake County's Regional Transportation Plan (RTP). The latest RTP was adopted in February 2022 and will be updated every four years. The RTP has been cited in successful state and local funding applications (e.g., formula and competitive grants) and in planning documents used to evaluate regional needs, secure funding, and implement projects aligned with RTP goals. The 2022 RTP included an Active Transportation Plan (ATP) component, which serves as a



stand-alone plan as well as the non-motorized element of the RTP. A more detailed discussion of the RTP is provided in Chapter 3.

Work on the next RTP update began informally in early 2025. The updated RTP/ATP is expected to be completed and adopted in February 2026.

Although the RTPA does not maintain its own travel demand model, Lake APC collaborates with Caltrans District 1, which has operated a regional model for Lake and Mendocino counties since 2024. This model supports regional planning efforts, such as the Konocti Corridor Vehicle Miles Traveled Study, and is available to member agencies and consulting firms upon request. Lake APC also shares its transportation data with member jurisdictions, including but not limited to speed zone studies, traffic counts, crash data, and support for housing and demographic analyses.

Lake APC also monitors special and local revenue measures within the county, such as the City of Clearlake's Measure V (used for road maintenance) and the City of Lakeport's Measure Z (used for public safety and road/infrastructure maintenance). Both measures were passed in 2016. The County has also expressed interest in putting a transportation sales tax measure; Lake APC has offered assistance with polling to determine if such an effort has the potential for success.

Lake APC collaborates with Caltrans District 1, local jurisdictions, tribal governments, and state and federal agencies to address regional transportation needs. Coordination with these entities occurs as needed to support planning documents, grant applications, and other transportation-related efforts. The APC also participates in public forums such as APC Board, TAC, and SSTAC meetings to stay abreast of transportation needs within the Lake County.

Claimant Relationships and Oversight

While the APC does not have a productivity committee, operator productivity is monitored on a regular basis. Lake APC administrative contractor staff also manage Lake Transit Authority (LTA), providing direct oversight to the operations and maintenance contractor. This provides a unique level of oversight and collaboration between Lake APC and LTA. The operations contractor provides back-up documentation monthly and staff review detailed spreadsheets. Updates are provided to the Board on a monthly basis. Transit productivity is also discussed during SSTAC and TAC meetings. There are also frequent reports to the LTA Board. A quarterly report looks at both productivity and cost, and metrics are closely tracked.

Lake APC provides a significant amount of assistance to LTA, including funding and coordinating planning efforts. The most recent Lake County Transit Development Plan (TDP) was adopted in 2023.

The designation of Lake Links as the CTSA has added a new dimension, as it is not managed by Lake APC staff. However, APC staff work closely with the organization's CEO regarding TDA funding, claim processes, and mobility needs within the county.

Marketing and Transportation Alternatives

The RTPA leaves the marketing of the county's transit service and mobility program to LTA and Lake Links. LTA publishes and distributes printed and digital information throughout its service area. Lake Links does not have an active marketing program, which is due to needing to secure more funding before actively



expanding its services. The APC worked closely in the development and establishment of Lake Links, which includes the Ride Links volunteer driver program and the Pay-Your-Pal mileage reimbursement program.

The APC conducted a Transit Rider Survey (as part of its Overall Work Program) during the prior audit period. While the project was initiated in 2020, surveying was delayed until April 2021 due to the COVID-19 pandemic, and the report was published in June 2021, just prior to the start of the current audit period. A driver-distribution methodology was used to distribute the surveys onboard LTA vehicles, resulting in the collection of 154 completed surveys. The study also included an online survey of students at the Lake County campus of Woodland Community College, which garnered 28 responses, and an online community survey, which garnered 100 responses.

Lake APC prepared its first active transportation plan in 2016. That plan, updated as part of the RTP process in 2022, has been used to promote and facilitate active transportation. The Plan has been used in the preparation of several successful grant applications through the Active Transportation Program. Another document prepared by Lake APC was the Lake County Pedestrian Facilities Needs Study (2019), which has also been instrumental in supporting grant applications.

Lake APC provides review of and comments on projects upon request by other lead agencies. These may include General Plan updates; development proposals for housing, commercial, or institutional uses; and CEQA document reviews. When traffic modeling assistance is requested, Lake APC refers inquiries to Caltrans District 1, which manages the regional traffic model for Lake and Mendocino counties.

Grant Applications and Management

APC staff provides assistance to LTA in submitting grant applications as needed. Additionally, the OWP includes work elements that align directly with transit planning-related responsibilities and grant assistance. Lake APC offers technical assistance to local agencies and tribes in preparing grant applications and collecting supporting data. In recent years, examples have included conducting traffic counts, speed zone studies, and assisting with applications for the Active Transportation Program (ATP), Highway Safety Improvement Program (HSIP), and the Caltrans Sustainable Transportation Planning Grant Program.

Lake APC regularly applies for planning grants through the Caltrans Sustainable Transportation Planning Grant Program and seeks additional state and federal planning funds as opportunities arise. In recent years, APC has supported implementation grant applications for major projects, such as the Dam Road/Dam Road Extension Roundabout in Clearlake, funded by the federal RAISE program, and the Konocti Corridor (State Route 29 Improvement) Project, submitted under the Trade Corridor Enhancement Program (TCEP).

Lake APC also awards planning grants to local agencies through its Overall Work Program. It allocates funding for capital projects from sources such as the State Transportation Improvement Program and the 2% Bike and Pedestrian Program. One-time and limited-term grants administered by APC include Highway Infrastructure Program funding, Carbon Reduction Program funding, the Regional Early Action Planning (REAP) Program, and SB 125 Transit funds. Lake APC oversees the progress, allocations, and expenditures of all these programs.

Chapter 7 | Findings and Recommendations

Conclusions

With four exceptions, we find the Lake County/City Area Planning Council, functioning as the RTPA, to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner. The compliance finding and the recommendation for its resolution, as well as modest recommendations intended to improve the effectiveness of the organization as the RTPA, are detailed below.

Findings and Recommendations

Based on the current review, we submit the following TDA compliance findings:

1. Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.
2. Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.
3. Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.
4. Lake APC has not established performance or other criteria for Lake Links.

The audit team has identified no functional findings.

In completing this Triennial Performance Audit, the auditors submit the following recommendations for the Lake County/City Area Planning Council's program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the RTPA into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Given there are no functional findings, only compliance findings and recommendations are presented below.

Compliance Finding 1: Lake APC does not have rules and regulations for the submission and evaluation of claims for funds under Article 4.5.

Criteria: This finding is carried forward from the prior audit. PUC 99233.7 allows RTPAs to set aside "off the top" allocations for community transit service (under Article 4.5). PUC 99275 requires criteria, rules, and regulations for the evaluation of claims under Article 4.5 to be adopted by the RTPA.

Condition: While Lake APC has refined its claim process during the current audit period, it still tends to be relatively informal. Claimants submit a letter with their claim, supported by backup documentation. does not currently have criteria, rules, and regulations for the evaluation of Article 4.5 claims. In prior years, all TDA funding was claimed by the APC or Lake Transit. With LTA administered by Lake APC, there has been even less need for a formal claims process. However, this process is very closely linked to the team currently administering it; if anything were to result in the loss of this institutional knowledge, it could be

very difficult to effectively administer the TDA program. With a separate CTSA (Lake Links) now claiming Article 4.5 funds, there continues to be a need for a more formal claims process as well as for the RTPA to adopt rules, regulations, and criteria for claiming funds under these articles.

Cause: With an RTPA and a single operator, TDA allocations and claims have been very straightforward and simple in prior years. Even with the addition of Lake Links as the only Article 4.5 claimant, there have been no significant issues.

Effect: As a result, no formal claims process was ever established.

Recommendation: Develop a more formalized claims process that includes rules for Article 4.5 claims as well as a checklist for compliance, proposed budgets, STA efficiency tests, and a productivity review.

Recommended Action: Lake APC should adopt rules and regulations for Article 4.5 claims as part of an overhaul of the transit claims process. With a second operator designated as the CTSA and claiming funds under Article 4.5, we recommend adopting criteria, rules, and regulations for claims under this article as well as creating a comprehensive claim form for transit claims.

While many RTPAs prepare a formal TDA Handbook, such an undertaking is not necessary provided key processes and annual timelines are appropriately detailed in the claim form, an introductory letter, or within another policy and procedures document. However, it is recommended Lake APC develop a more detailed claims process and claim form, inclusive of a compliance checklist, proposed budgets, a productivity review, and STA efficiency tests. Several examples of such forms have been provided to Lake APC separate from this audit report. The claim forms should, at a minimum, identify the type of funding being claimed (e.g., Article 4, Article 4.5, Article 8, and/or STA) as well as demonstrate the claimant's compliance with requirements for receiving those funds.

Timeline: FY 2025/26.

Anticipated Cost: Modest.

Compliance Finding 2: Lake Links' TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.

Criteria: PUC 99245 requires RTPAs to ensure all TDA claimants submit an annual fiscal audit to the State Controller within 180 days of the end of the fiscal year. The RTPA has the authority to extend the deadline for another 90 days, typically to March 31.

Condition: In FY 2023/24, Lake Links' TDA fiscal audit was completed on May 2, 2025. This was more than a month after the deadline established under PUC 99245. Prior audits were submitted on time.

Cause: Staff indicated the audit was in progress, but the auditor delayed it as it got closer to tax time. The CEO was unaware of the March 31 deadline.

Effect: While the audit was submitted late, it was submitted close enough to the deadline that it had no impact on the release of TDA funds for the next fiscal year.



Recommendation: Work with Lake Links to ensure its TDA fiscal audit can be completed no later than March 31.

Recommended Action: Given the TDA audits for the two years prior to the late submittal have been submitted on time, and the CEO is now aware of the deadline, it is likely no further action is required. Lake APC should work with Lake Links to ensure it is on track to meet the deadline when the next TDA fiscal audit is due.

Timeline: FY 2024/25.

Anticipated Cost: None.

Compliance Finding 3: Submittal of the prior Triennial Performance Audits to Caltrans could not be confirmed.

Criteria: PUC 99246 requires each RTPA to submit its completed performance audit to Caltrans and certify in writing it has completed the audits of any operator to which it allocates TDA funding.

Condition: Lake APC did not provide documentation of this submittal from the prior triennial performance audit.

Cause: Since most such submittals occur via email, it is common to keep the sent message in an individual's email account. This can cause the message/documentation to get lost if emails are archived or deleted or if the original sender is no longer with the RTPA three years later when it is needed for the next audit.

Effect: Failure to maintain this documentation could result in the RTPA being out of compliance with the TDA.

Recommendation: Ensure documentation of the submittal of the RTPA's triennial performance audit and certification of the operator's triennial performance audit is maintained and can be provided during the next triennial performance audit.

Recommended Action: While this information can be submitted via an email only, we recommend creating a submittal letter that can be sent via email along with the electronic version of the RTPA audit. The sent email should be saved (with attachments) on a network drive that can be readily accessed in preparation for the next triennial performance audit. Avoid saving the email in the sender's email account and nowhere else.

Timeline: Upon completion of the 2025 Triennial Performance Audit.

Anticipated Cost: None.



Compliance Finding 4: Lake APC has not established performance or other criteria for Lake Links.

Criteria: PUC 99275.5 requires the following:

That the claimant [under Article 4.5] is in compliance with Section 99268.3, 99268.4, 99268.5, or 99268.9, whichever is applicable to it, or with regional, countywide, or county subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the transportation planning agency....

Condition: At present, Lake APC has not adopted any performance criteria for Lake Links. Given the program does not operate a service for which it collects fares, farebox recovery ratio is not a reasonable metric with which to measure performance. Therefore, it is the responsibility of Lake APC to define performance criteria against which Lake Links' performance can be assessed.

Cause: It is likely the lack of alternative performance criteria is due to a lack of awareness that such performance criteria should be developed.

Effect: When there are no adopted performance criteria, it can be difficult to assess Lake Links' performance, especially since the organization does not collect the same data as a traditional transit operator.

Recommendation: Work with Lake Links to identify appropriate performance criteria for Lake Links' mobility programs.

Recommended Action: Lake APC should work with Lake Links to identify these performance criteria. Based on the performance analysis in the Lake Links Triennial Performance Audit for FY 2021/22 – FY 2023/24, some annual metrics for the Pay-Your-Pal program may include the number of miles reimbursed or the number of one-way trips provided. For the Ride Links program, they may include the number of trips provided, the percentage of requested trips that are actually provided, the number of enrolled riders, and the number of volunteer drivers. For the organization as a whole, a reasonable metric may be keeping the percentage of Article 4.5 revenues under a specific threshold. Utilizing this data will enable Lake APC to confirm that the TDA funds are being used in an effective manner.

Timeline: FY 2025/26.

Anticipated Cost: Negligible.



Exhibit 7.1 Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Develop a more formalized claims process that includes rules for Article 4.5 claims as well as a checklist for compliance, proposed budgets, STA efficiency tests, and a productivity review.	High	FY 2025/26
2	Work with Lake Links to ensure its TDA fiscal audit can be completed no later than March 31.	Medium	FY 2024/25
3	Ensure documentation of the submittal of the RTPA's triennial performance audit and certification of the operator's triennial performance audit is maintained and can be provided during the next triennial performance audit.	High	FY 2024/25
4	Work with Lake Links to identify appropriate performance criteria for Lake Links' mobility programs.	High	FY 2025/26



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Lake Area Planning Council

TDA Triennial Performance Audit of
Lake Links for FY 2021/22 - FY 2023/24

Final Report | May 2025





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Chapter 1 | Executive Summary

In 2024, the Lake County/City Area Planning Council (APC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the two transit operators to which it allocates TDA funding.

The California Public Utilities Code requires all recipients of Transit Development Act (TDA) Article 4 funding to undergo an independent performance audit on a three-year cycle in order to maintain funding eligibility. Audits of Article 8 recipients are encouraged. This is the first audit of the Lake Links program.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Lake Links as a public transit operator, providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three fiscal years. In addition to assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This chapter summarizes key findings and recommendations developed during the Triennial Performance Audit (TPA) of Lake Links' public transit program for the period:

- Fiscal Year 2021/22,
- Fiscal Year 2022/23, and
- Fiscal Year 2023/24.

Lake Links is a 501(c)(3) nonprofit organization and serves as the Consolidated Transportation Service Agency (CTSA) for Lake County. The organization works to expand transportation options for seniors, individuals with disabilities, and low-income residents by coordinating social service transportation services throughout the county.

Lake Links manages two core programs: Pay-Your-Pal and Ride Links. Pay-Your-Pal reimburses eligible residents aged 55 and older, or those with disabilities, for rides provided by friends, family, or neighbors for essential trips. Ride Links connects non-driving, ambulatory seniors and individuals with disabilities to trained volunteer drivers for similar destinations. Ride availability is dependent on volunteer driver and vehicle availability at the requested time, and rides are scheduled when a match can be made.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. Moore & Associates believes the evidence obtained provides a reasonable basis for our findings and conclusions.



This audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*.

The Triennial Performance Audit includes five elements:

- Compliance requirements,
- Prior recommendations,
- Analysis of program data reporting,
- Performance Audit, and
- Functional review.

Test of Compliance

Based on discussions with Lake Links staff, analysis of program performance, and an audit of program compliance and function, the audit team presents one compliance finding:

1. The TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.

Status of Prior Recommendations

As this is the first Triennial Performance Audit for Lake Links, there are no prior recommendations to address.

Findings and Recommendations

Based on discussions with Lake Links staff, analysis of program performance, and a review of program compliance and function, the audit team submits the aforementioned compliance findings for Lake Links.

1. The TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.

The audit team has identified two functional findings. While these finding are not compliance findings, the audit team believes they warrant inclusion in this report:

1. Lake APC has not established performance or other criteria for Lake Links.
2. Additional staffing is needed to grow Lake Links' programs successfully.

In completing this Triennial Performance Audit, we submit the following recommendations for the Lake Links' public transit program. They have been divided into two categories: TDA Program compliance recommendations and functional recommendations. TDA program compliance recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the triennial audit that are not specific to TDA compliance.



Exhibit 1.1 Summary of Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Work with the TDA auditor to ensure the TDA fiscal audit can be completed no later than March 31.	Medium	FY 2024/25
Functional Recommendations		Importance	Timeline
1	Work with Lake APC to identify appropriate performance criteria for Lake Links' mobility programs.	High	FY 2025/26
2	Consider adding a part-time accounting position to provide additional support for financial activities.	High	FY 2025/26



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Chapter 2 | Audit Scope and Methodology

The Triennial Performance Audit (TPA) of the Lake Links program covers the three-year period ending June 30, 2024. The California Public Utilities Code requires all recipients of Transit Development Act (TDA) funding to complete an independent review on a three-year cycle in order to maintain funding eligibility.

In 2024, the Lake County/City Area Planning Council (APC) selected Moore & Associates, Inc., to prepare Triennial Performance Audits of itself as the RTPA and the two transit operators to which it allocates TDA funding. Moore & Associates is a consulting firm specializing in public transportation, including audits of non-TDA Article 4 recipients. Selection of Moore & Associates followed a competitive procurement process.

The Triennial Performance Audit is designed to be an independent and objective evaluation of Lake Links as a public transit operator. Direct benefits of a Triennial Performance Audit include providing operator management with information on the economy, efficiency, and effectiveness of its programs across the prior three years; helpful insight for use in future planning; and assuring legislative and governing bodies (as well as the public) that resources are being economically and efficiently utilized. Finally, the Triennial Performance Audit fulfills the requirement of PUC Section 99246(a) that the RTPA designate an entity other than itself to conduct a performance audit of the activities of each operator to whom it allocates funds.

This performance audit was conducted in accordance with generally accepted government auditing standards. Those standards require that the audit team plans and performs the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the audit objectives. The auditors believe the evidence obtained provides a reasonable basis for our findings and conclusions.

The audit was also conducted in accordance with the processes established by the California Department of Transportation (Caltrans), as outlined in the *Performance Audit Guidebook for Transit Operators and Regional Transportation Planning Entities*, as well as *Government Auditing Standards* published by the U.S. Comptroller General.

Objectives

A Triennial Performance Audit (TPA) has four primary objectives:

1. Assess compliance with TDA regulations;
2. Review improvements subsequently implemented as well as progress toward adopted goals;
3. Evaluate the efficiency and effectiveness of the transit operator; and
4. Provide sound, constructive recommendations for improving the efficiency and functionality of the transit operator.

Scope

The TPA is a systematic review of performance evaluating the efficiency, economy, and effectiveness of the transit operator. The audit of Lake Links included five tasks:

1. A review of compliance with TDA requirements and regulations.
2. A review of the status of recommendations included in the prior Triennial Performance Audit.
3. A verification of the methodology for calculating performance indicators including the following activities:
 - Assessment of internal controls,
 - Test of data collection methods,
 - Calculation of performance indicators, and
 - Evaluation of performance.
4. Comparison of data reporting practices:
 - Internal reports,
 - State Controller Reports, and
 - National Transit Database.
5. Examination of the following functions:
 - General management and organization;
 - Service planning;
 - Administration;
 - Marketing and public information;
 - Scheduling, dispatching, and operations;
 - Personnel management and training; and
 - Maintenance.
6. Conclusions and recommendations to address opportunities for improvement based upon analysis of the information collected and the audit of the transit operator's major functions.

Methodology

The methodology for the Triennial Performance Audit of Lake Links included thorough review of documents relevant to the scope of the audit, as well as information contained on the Lake Links' website. The documents reviewed included the following (spanning the full three-year period):

- Monthly performance reports;
- Annual budgets;
- TDA fiscal audits;
- Marketing collateral;
- TDA claims; and
- Organizational chart.

The methodology for this audit included a virtual site visit with Lake Links representatives on May 8, 2025. The audit team met with Laurie Fisher (CEO), James Sookne (Program Manager, Lake APC/LTA), and Alexis Pedrotti (Project Manager, Lake APC), and reviewed materials germane to the triennial audit.



This report is comprised of eight chapters divided into three sections:

1. Executive Summary: A summary of the key findings and recommendations developed during the Triennial Performance Audit process.
2. TPA Scope and Methodology: Methodology of the review and pertinent background information.
3. TPA Results: In-depth discussion of findings surrounding each of the subsequent elements of the audit:
 - Compliance with statutory and regulatory requirements,
 - Status of prior recommendations,
 - Consistency among reported data,
 - Performance measures and trends,
 - Functional audit, and
 - Findings and recommendations.



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Chapter 3 | Program Compliance

This section examines Lake Links' compliance with the Transportation Development Act as well as relevant sections of the California Code of Regulations. An annual certified fiscal audit confirms TDA funds were apportioned in conformance with applicable laws, rules, and regulations. Lake Links considers full use of funds under California Code of Regulations (CCR) 6754(a) as referring to operating funds but not capital funds. The TPA findings and related comments are delineated in Exhibit 3.1.

Status of compliance items was determined through discussions with Lake Links staff as well as an inspection of relevant documents including the fiscal audits for each year of the triennium, program performance reports, and other compliance-related documentation. Because Lake Links is not a traditional transit operator, several of the compliance elements were deemed not applicable.

One compliance issue was identified for Lake Links:

1. The TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.

Developments Occurring During the Audit Period

For many operators, the FY 2021/22 – FY 2023/24 audit period reflected both the acute impacts of and recovery from the COVID-19 pandemic. By the end of the audit period – even earlier in some cases – most operators had exhausted federal relief funds, even though penalties for non-compliance with farebox recovery ratios continued to be waived. Many operators, even more than five years after the onset of the pandemic, still struggle with ridership that has yet to recover to pre-pandemic levels.

Assembly Bill 90, signed into law on June 29, 2020, provided temporary regulatory relief for transit operators required to conform with Transportation Development Act (TDA) farebox recovery ratio thresholds in FY 2019/20 and FY 2020/21. Assembly Bill 149, signed into law on July 16, 2021, provided additional regulatory relief by extending the provisions of AB 90 through FY 2022/23 and adjusting definitions of eligible revenues and operating costs. Most recently, Senate Bill 125, signed into law on July 10, 2023, extended protections provided via earlier legislation through FY 2025/26. While this means the audit period covered by this audit is fully exempt from penalties for non-compliance with the farebox recovery ratio, for example, it also means that transit operators will likely need to be in compliance by the last year of the next audit period.

While the ability to maintain state mandates and performance measures is important, these measures enable transit operators to adjust to the impacts of COVID while continuing to receive their full allocations of funding under the TDA.

Together, these three pieces of legislation include the following provisions specific to transit operator TDA funding under Article 4 and Article 8:

1. Prohibits the imposition of the TDA revenue penalty on an operator that did not maintain the required ratio of fare revenues to operating cost from FY 2019/20 through FY 2025/26.



2. Expands the definition of “local funds” to enable the use of federal funding to supplement fare revenues and allows operators to calculate free and reduced fares at their actual value.
3. Adjusts the definition of operating cost to exclude the cost of ADA paratransit services, demand-response and microtransit services designed to extend access to service, ticketing/payment systems, security, some pension costs, and some planning costs.
4. Allows operators to use STA funds as needed to keep transit service levels from being reduced or eliminated through FY 2025/26.

SB 125 calls for the establishment of the Transit Transformation Task Force to develop policy recommendations to grow transit ridership and improve the transit experience for all users. In the 50-plus years since introduction of the Transportation Development Act, there have been many changes to public transportation in California. Many operators have faced significant challenges in meeting the farebox recovery ratio requirement, calling into question whether it remains the best measure for TDA compliance. In 2018, the chairs of California’s state legislative transportation committees requested the California Transit Association spearhead a policy task force to examine the TDA, which resulted in a draft framework for TDA reform released in early 2020. The Transit Transformation Task Force is required to submit a report of its findings and policy recommendations to the State Legislature by October 31, 2025. This report is expected to include recommendations for TDA reform, which may impact the next Triennial Performance Audit period.

Exhibit 3.1 Transit Development Act Compliance Requirements

Compliance Element	Reference	Compliance	Comments
State Controller Reports submitted on time.	PUC 99243	Not applicable	As a CTSA that does not operate a transportation program, Lake Links is not required to file this report.
Fiscal and compliance audits submitted within 180 days following the end of the fiscal year (or with up to 90-day extension).	PUC 99245	Finding	FY 2021/22: November 23, 2022 FY 2022/23: January 25, 2024 FY 2023/24: May 2, 2025
Operator’s terminal rated as satisfactory by CHP within the 13 months prior to each TDA claim.	PUC 99251 B	Not applicable	Lake Links does not own or operate any vehicles.
Operator’s claim for TDA funds submitted in compliance with rules and regulations adopted by the RTPA.	PUC 99261	In compliance	
If operator serves urbanized and non-urbanized areas, it has maintained a ratio of fare revenues to operating costs at least equal to the ratio determined by the rules and regulations adopted by the RTPA.	PUC 99270.1	Not applicable	
Except as otherwise provided, the allocation for any purpose specified under Article 8 may in no year exceed 50% of the amount required to meet the total planning expenditures for that purpose.	PUC 99405	Not applicable	Lake Links does not claim Article 8 funds.



Compliance Element	Reference	Compliance	Comments
An operator receiving allocations under Article 8(c) may be subject to regional, countywide, or subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the RTPA.	PUC 99405	Not applicable	Lake Links does not claim Article 8 funds.
The operator's operating budget has not increased by more than 15% over the preceding year, nor is there a substantial increase or decrease in the scope of operations or capital budget provisions for major new fixed facilities unless the operator has reasonably supported and substantiated the change(s).	PUC 99266	In compliance	FY 2021/22: +4.13% FY 2022/23: +65.87% FY 2023/24: -7.82% <i>Source: Lake Links Budgets, FY 2022 – FY 2024. Increase in FY 2022/23 due to significant increase in estimated Medi-Links program costs.</i>
The operator's definitions of performance measures are consistent with the Public Utilities Code Section 99247.	PUC 99247	Not applicable	Lake Links does not operate a traditional transit program. Alternative metrics are provided in Chapter 6.
If the operator serves an urbanized area, it has maintained a ratio of fare revenues to operating cost at least equal to one-fifth (20 percent).	PUC 99268.2, 99268.4, 99268.1	Not applicable	
If the operator serves a rural area, it has maintained a ratio of fare revenues to operating cost at least equal to one-tenth (10 percent).	PUC 99268.2, 99268.4, 99268.5	Not applicable	
For a claimant that provides only services to elderly and handicapped persons, the ratio of fare revenues to operating cost shall be at least 10 percent.	PUC 99268.5, CCR 6633.5	Not applicable	While Lake Links does provide only services to seniors and persons with disabilities, it does not operate a transit service that can be evaluated via farebox recovery ratio.
For an Article 4.5 claimant, it is in compliance with farebox recovery ratio requirements or alternative performance criteria, local match requirements, or other criteria adopted by the RTPA.	PUC 99275.5	In compliance*	The RTPA has not established alternative performance criteria for Lake Links.
The current cost of the operator's retirement system is fully funded with respect to the officers and employees of its public transportation system, or the operator is implementing a plan approved by the RTPA, which will fully fund the retirement system for 40 years.	PUC 99271	Not applicable	
If the operator receives State Transit Assistance funds, the operator makes full use of funds available to it under the Urban Mass Transportation Act of 1964 before TDA claims are granted.	CCR 6754 (a) (3)	Not applicable	

**This element is noted as "in compliance" for Lake Links as the RTPA has not established any alternative performance criteria for the program. However, it will be included as a functional finding for Lake Links and a compliance finding for Lake APC.*



Compliance Element	Reference	Compliance	Comments
In order to use State Transit Assistance funds for operating assistance, the operator's total operating cost per revenue hour does not exceed the sum of the preceding year's total plus an amount equal to the product of the percentage change in the CPI for the same period multiplied by the preceding year's total operating cost per revenue hour. An operator may qualify based on the preceding year's operating cost per revenue hour or the average of the three prior years. If an operator does not meet these qualifying tests, the operator may only use STA funds for operating purposes according to a sliding scale.	PUC 99314.6	Not applicable	
A transit claimant is precluded from receiving monies from the Local Transportation Fund and the State Transit Assistance Fund in an amount which exceeds the claimant's capital and operating costs less the actual amount of fares received, the amount of local support required to meet the fare ratio, the amount of federal operating assistance, and the amount received during the year from a city or county to which the operator has provided services beyond its boundaries.	CCR 6634	Not applicable	



Chapter 4 | Prior Recommendations

This section reviews and evaluates the implementation of prior Triennial Performance Audit recommendations. This objective assessment provides assurance Lake Links has made quantifiable progress toward improving both the efficiency and effectiveness of its public transit program.

As this is the first Triennial Performance Audit for Lake Links, there are no prior recommendations to address.



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Chapter 5 | Data Reporting Analysis

An important aspect of the Triennial Performance Audit process is assessing how effectively and consistently the transit operator reports performance statistics to local, state, and federal agencies. Often as a condition of receipt of funding, an operator must collect, manage, and report data to different entities. Ensuring such data are consistent can be challenging given the differing definitions employed by different agencies as well as the varying reporting timeframes. This chapter examines the consistency of performance data reported by Lake Links both internally as well as to outside entities during the audit period.

Given Lake Links does not operate a transit service, it does not report data in the same way or to the same entities as a traditional transit operator. While the program does document performance data, it does not report it in a way that can be compared. For the Pay-Your-Pal (mileage reimbursement) program, Lake Links reports the number of unique riders, number of one-way trips, and total mileage provided by drivers, as well as the total reimbursement. For the Ride Links (volunteer driver) program, Lake Links reports the number of rides scheduled and the number of rides actually provided, as well as the number of volunteer drivers and enrolled riders at a given time. It does not file Transit Operator Financial Transaction Reports with the State Controller or submit reports to the National Transit Database (NTD).



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Chapter 6 | Performance Analysis

Performance indicators are typically employed to quantify and assess the efficiency of a transit operator's activities. Such indicators provide insight into current operations as well as trend analysis of operator performance. Through a review of indicators, relative performance as well as possible inter-relationships between major functions is revealed.

The Transportation Development Act (TDA) requires recipients of TDA funding to track and report five performance indicators:

- Operating Cost/Passenger,
- Operating Cost/Vehicle Service Hour,
- Passengers/Vehicle Service Hour,
- Passengers/Vehicle Service Mile, and
- Vehicle Service Hours/Employee.

To assess the validity and use of performance indicators, the audit team performed the following activities:

- Assessed internal controls in place for the collection of performance-related information,
- Validated collection methods of key data,
- Calculated performance indicators, and
- Evaluated performance indicators.

The procedures used to calculate TDA-required performance measures for the current triennium were verified and compared with indicators included in similar reports to external entities (i.e., State Controller and Federal Transit Administration).

Operating Cost

The Transportation Development Act requires an operator to track and report transit-related costs reflective of the Uniform System of Accounts and Records developed by the State Controller and the California Department of Transportation. The most common method for ensuring this occurs is through a compliance audit report prepared by an independent auditor in accordance with California Code of Regulations Section 6667¹. The annual independent financial audit should confirm the use of the Uniform System of Accounts and Records. *Operating cost* – as defined by PUC Section 99247(a) – excluded the following during the audit period²:

¹ CCR Section 6667 outlines the minimum tasks which must be performed by an independent auditor in conducting the annual fiscal and compliance audit of the transit operator.

² Given the passage of AB 149, the list of excluded costs will be expanded beginning with FY 2021/22.

- Cost in the depreciation and amortization expense object class adopted by the State Controller pursuant to PUC Section 99243,
- Subsidies for commuter rail services operated under the jurisdiction of the Interstate Commerce Commission,
- Direct costs of providing charter service, and
- Vehicle lease costs.

Vehicle Service Hours and Miles

Vehicle Service Hours (VSH) and *Miles* (VSM) are defined as the time/distance during which a revenue vehicle is available to carry fare-paying passengers, and which includes only those times/miles between the time or scheduled time of the first passenger pickup and the time or scheduled time of the last passenger drop-off during a period of the vehicle's continuous availability.³ For example, demand-response service hours include those hours when a vehicle has dropped off a passenger and is traveling to pick up another passenger, but not those hours when the vehicle is unavailable for service due to driver breaks or lunch. For both demand-response and fixed-route services, service hours will exclude hours of "deadhead" travel to the first scheduled pick-up, and will also exclude hours of "deadhead" travel from the last scheduled drop-off back to the terminal. For fixed-route service, a vehicle is in service from first scheduled stop to last scheduled stop, whether or not passengers board or exit at those points (i.e., subtracting driver lunch and breaks but including scheduled layovers).

Passenger Counts

According to the Transportation Development Act, *total passengers* is equal to the total number of unlinked trips (i.e., those trips that are made by a passenger that involve a single boarding and departure), whether revenue-producing or not.

Employees

Employee hours is defined as the total number of hours (regular or overtime) which all employees have worked, and for which they have been paid a wage or salary. The hours must include transportation system-related hours worked by persons employed in connection with the system (whether or not the person is employed directly by the operator). Full-Time Equivalent (FTE) is calculated by dividing the number of person-hours by 2,000.

Fare Revenue

Fare revenue is defined by California Code of Regulations Section 6611.2 as revenue collected from the farebox plus sales of fare media.

³ A vehicle is considered to be in revenue service despite a no-show or late cancellation if the vehicle remains available for passenger use.

TDA Required Indicators

As a mobility program rather than a transit operator, Lake Links does not document all of the metrics required for transit operators. A summary of the data available is provided below, followed by a modified program performance evaluation.

- Operating Cost was not independently calculated as part of this audit. Operating Cost data were obtained Lake Links' audited financial reports and appeared to be consistent with TDA guidelines.
- Fare Revenue was not recorded, as riders do not pay for services.
- Vehicle Service Hours (VSH) data were not recorded.
- Vehicle Service Miles (VSM) data were provided as part of internal reporting documents. They reflect only the number of miles reimbursed for the Pay-Your Pal program.
- Unlinked trip data were obtained provided as part of internal reporting documents. They reflect the number of one-way trips provided through the Pay-Your-Pal program and round trips provided by the Ride Links program.
- Full-Time Equivalent (FTE) data were obtained from data submitted by Lake Links. Lake Links does not submit a State Controller Report and does not report FTE anywhere. Therefore, use of the TDA definition is moot.

Performance Trends

Operating expenses for Lake Links fluctuate depending on the amount of funding available. FY 2022/23 had the highest annual cost, while FY 2021/22 had the lowest. Fluctuation in operating expenses is primarily due to program services, rather than a change in management costs. This information is presented in Exhibits 6.1 and 6.2. TDA Article 4.5 funding typically makes up less than a quarter of Lake Links overall revenues, though in FY 2023/24 it was as low as 15.4 percent. This is shown in Exhibit 6.3.

Lake Links has two primary programs, neither of which is a traditional transit operation. The first is the Pay-Your-Pal program, which offers mileage reimbursement for trips provided by friends and family. The second is the Ride Links program, which uses volunteer drivers to provide requested trips. During the first part of the audit period, Lake Links also provided scheduling services for Medi-Links program, with service contracted to Lake Transit Authority. Lake Links ended its participation in that program due to insurance issues.

Exhibit 6.4 presents the performance measures recorded by the Pay-Your-Pal program. Here, operating cost refers to the amount paid to friend and family drivers. No fare revenue is shown, as riders do not pay a fare. Lake Links does not track the hours each trip takes, though it does track mileage for reimbursement purposes. Passengers represents one-way trips provided. FTE employees is shown here, reflective of Lake Links staff, though it is not reported anywhere since Lake Links does not file a State Controller Report.

Exhibits 6.5 and 6.6 show the number of riders enrolled in the program as well as the number of one-way trips. (It should be noted these exhibits do not include data for May and June 2024.) Exhibit 6.7 shows the number of miles reimbursed, while Exhibit 6.8 shows the reimbursements paid out to friend and family drivers.



The Ride Links program launched in September 2023, so less than a year of service was provided during the current audit period. Lake Links only reports the number of rides provided versus the number of rides scheduled for this program. Rides may be cancelled by the passenger or if there is not a volunteer driver available to provide the trip. In FY 2023/24, 39 rides were scheduled and 26 were provided (note: these figures do not include information for June 2024).

Exhibit 6.1 Program Operating Expenses

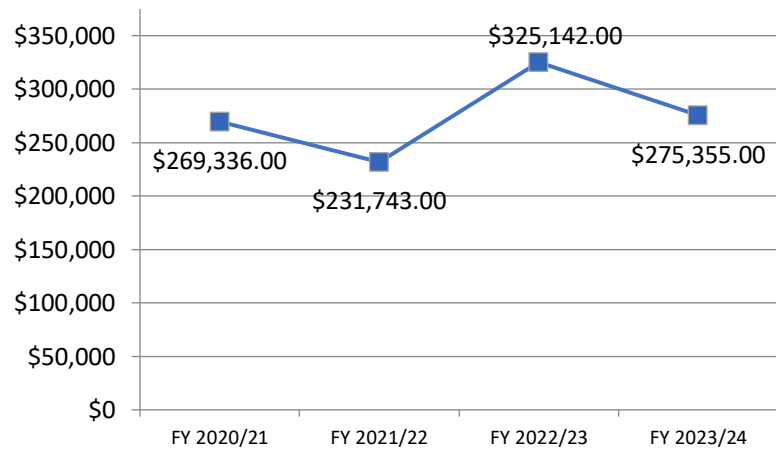


Exhibit 6.2 Program Operating Expenses - Breakdown

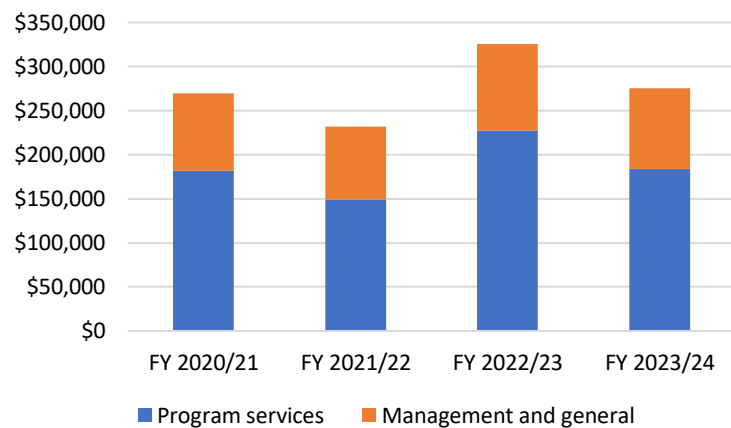




Exhibit 6.3 Program TDA Funding Percentage

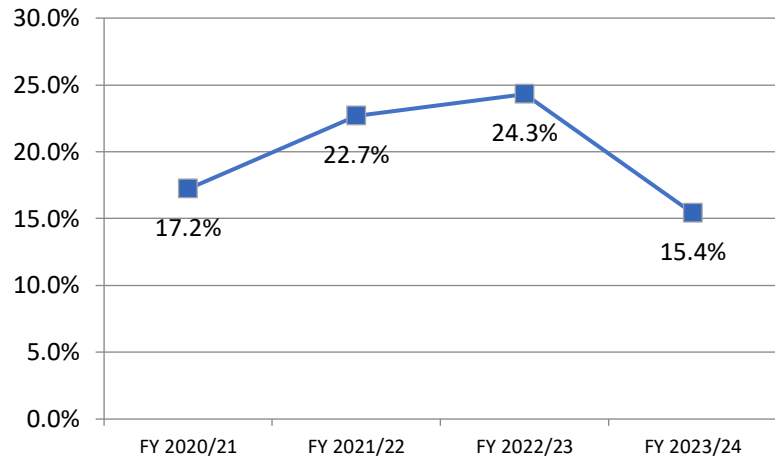
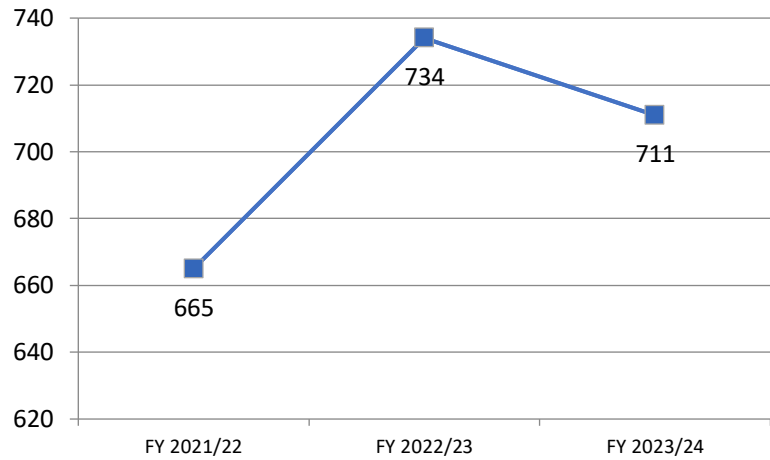


Exhibit 6.4 Pay-Your-Pal Program Performance Indicators

Performance Measure	Pay-Your-Pal		
	FY 2021/22	FY 2022/23	FY 2023/24
Operating Cost (Actual \$)	\$59,015	\$64,651	\$76,157
Annual Change		9.5%	17.8%
Fare Revenue (Actual \$)	\$0	\$0	\$0
Annual Change		0.0%	0.0%
Vehicle Service Hours (VSH)			
Annual Change			
Vehicle Service Miles (VSM)	135,512	161,234	190,414
Annual Change		19.0%	18.1%
Passengers	6,026	9,225	8,867
Annual Change		53.1%	-3.9%
Employees	2	2	2
Annual Change		0.0%	0.0%
Performance Indicators			
Operating Cost/Passenger (Actual \$)	\$9.79	\$7.01	\$8.59
Annual Change		-28.4%	22.6%
Passengers/VSM	0.04	0.06	0.05
Annual Change		28.7%	-18.6%
TDA Non-Required Indicators			
Operating Cost/VSM	\$0.44	\$0.40	\$0.40
Annual Change		-7.9%	-0.3%

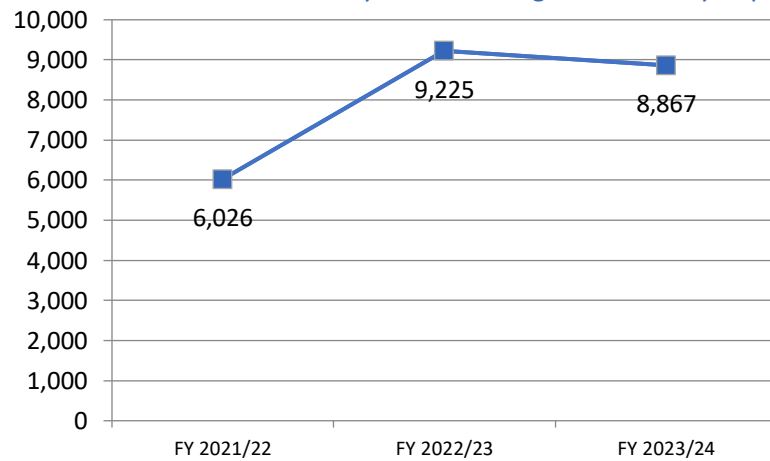


Exhibit 6.5 Pay-Your-Pal Program Riders



Note: Does not include data for May and June 2024.

Exhibit 6.6 Pay-Your-Pal Program One-Way Trips



Note: Does not include data for May and June 2024.



Exhibit 6.7 Pay-Your-Pal Program Mileage Reimbursed

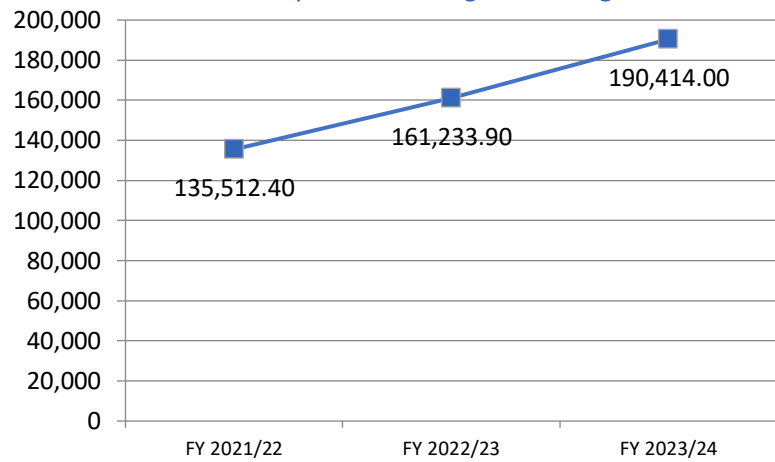
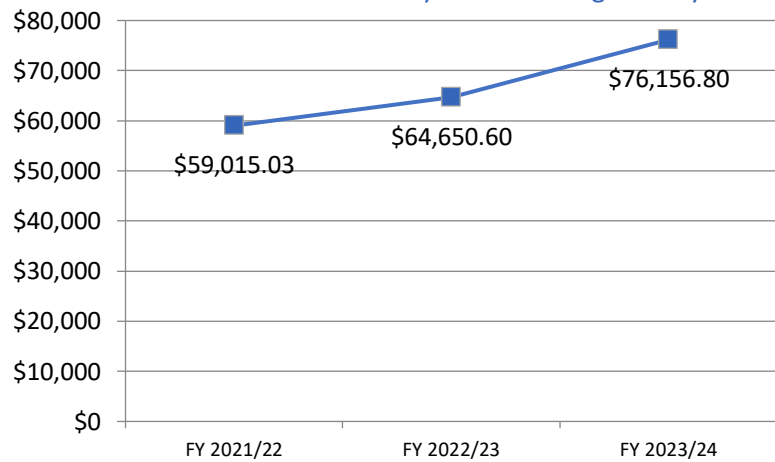


Exhibit 6.8 Pay-Your-Pal Program Payments





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Chapter 7 | Functional Review

A functional review of Lake Links' public transit program is intended to assess the effectiveness and efficiency of the operator. Following a general summary of the Lake Links' transit services, this chapter addresses seven functional areas. The list, taken from Section III of the *Performance Audit Guidebook* published by Caltrans, reflects those services provided by Lake Links:

- General management and organization;
- Service planning;
- Administration;
- Marketing and public information;
- Scheduling, dispatch, and operations;
- Personnel management and training; and
- Maintenance.

Service Overview

Lake Links is a 501(c)3 non-profit organization that serves as the Consolidated Transportation Service Agency (CTSA) for Lake County. Lake Links assists with the coordination of social service transportation services to increase the number of alternative transportation options available for seniors, disabled persons, and low-income individuals.

Lake Links manages two key programs: Pay-Your-Pal and Ride- Links. Pay-Your-Pal is a mileage reimbursement program designed for Lake County residents aged 55 and older, or individuals with disabilities, who are unable to drive or use traditional public transit. The program allows eligible participants to reimburse friends, family members, or neighbors for providing transportation to medical appointments, grocery stores, pharmacies, food banks, community events, and religious or spiritual gatherings. Interested individuals must complete the eligibility process to participate, and must submit mileage reimbursement forms for the month in which the rides occurred within five business days of the following month for processing mileage reimbursement payments.

Ride Links is a program that connects non-driving homebound seniors and disabled Lake County residents with trained volunteer drivers. Volunteer drivers are interviewed, background checked, and trained. Lake County residents must be aged 55 and older, or individuals with disabilities, who are ambulatory, and have limited access to family or community support for rides. Qualifying trips using Ride Links include trips to medical appointments, the grocery store, the pharmacy, the food bank, community events, the bank, and the post office. All rides depend on the availability of a volunteer driver and vehicle on the day and time that the rider needs it. Anytime the program can match a volunteer driver with a rider's request, the ride will be provided.

General Management and Organization

Lake Links is operated in house. Management reviews data provided by its Assisted Rides software. While management is satisfied with the data provided by the software, the cost increases every year.

Lake Links experienced significant operational challenges during the COVID-19 pandemic and the following years, primarily due to staff turnover and limited training opportunities. Leadership changes



during this period left administrative staff feeling unsupported as they worked to manage daily operations. These changes included the CEO being out on medical leave in FY 2021/22, followed by their resignation. The Board appointed the Board president as acting CEO at that time. He and the Board were successful in securing funding to cover a gap in FTA Section 5310 grant funding through the American Rescue Plan and the local healthcare district.

When the current CEO was initially hired as Program Manager in August 2022, the Board of Directors assigned a substantial number of goals to be completed within her first six months. While most of these objectives were achieved, much of the process involved trial and error. The Board president provided some assistance, but his availability was limited and he passed away in December 2023. Despite the challenges, she maintained consistent communication with the Board throughout the transition. The CEO feels that the program is popular and growing, and people are benefitting from it. She is proud of what they have been able to do with a small staff over the last few years.

Financial management also underwent changes during this time. Lake Links previously contracted with an outside accountant; however, following a substantial rate increase, the organization shifted to using a local accountant only for payroll and monthly financial statements. The CEO now pays a consultant on an hourly basis when assistance is needed for reconciling bank accounts in QuickBooks.

Another challenge faced by the organization was transitioning to a new account in QuickBooks. The old account was opened by the prior Board president/CEO, who passed away. Lake Links has struggled with getting appropriate assistance from QuickBooks' customer service, as they wanted to speak to the previous owner of the account. Eventually Lake Links was able to effect a transfer to a new account and hired a vendor to transfer the data. While some elements did not transfer, Lake Links has access to the old account for a year, and has external copies of the items that did not transfer.

As the Pay-Your-Pal program continues to grow, management observed that it requires at least two staff members to efficiently handle mileage reimbursements, respond to phone calls, and assist walk-in clients during the first week to ten days of each month. To support ongoing program development and alleviate administrative burdens, the CEO has identified a need for a part-time in-house accountant. This addition would allow the CEO to focus more fully on expanding and strengthening Lake Links' programs. At present, the CEO works to keep the programs running smoothly while also undertaking financial tasks, grant management and invoicing, banking, recruiting and training volunteers, enrolling new clients, and marketing.

Another significant change during the audit period was Lake Links' decision to stop scheduling Medi-Links rides on behalf of Lake Transit. This shift enabled the organization to obtain the necessary insurance coverage to launch its Ride Links volunteer driver program.

Lake Links is overseen by a six-member Board of Directors, which meets at least every other month. The Board has a primary focus on securing sustainable funding and expanding volunteer recruitment. These efforts aim to alleviate the strain from other more costly transportation alternatives. The CEO regularly conducts outreach at local clubs, groups, and senior centers to raise awareness of Lake Links' programs. She also staffs resource tables at local events, posts information to social media, and prepares radio advertisements.

The CEO maintains a strong, collaborative relationship with Lake APC, regularly attending monthly Board meetings and serving as a member of the Social Services Transportation Advisory Council (SSTAC). Lake Links also has a close relationship with Lake Transit Authority given its multi-year partnership for the Medi-Links program. Lake Links frequently refers individuals calling its office who are not a good match for its programs to other local transportation providers, including LTA and taxi companies. Lake Links also has a good relationship with Caltrans. The CEO is the primary liaison with governmental organizations.

Exhibit 7.1 Organizational Chart



Service Planning

The CEO, in collaboration with the Board of Directors, is responsible for service planning. While the program does not have an official written plan due to limited staff availability, Lake Links does include program projections in its grant applications. The majority of planning efforts during the audit period have been around creating the Ride Links program, which launched in September 2023.

Planning efforts for persons with special needs include an in-home assessment with potential participants of the Ride Links program to better assess any mobility needs or special needs for the client. Lake Links also ensures the informational and program materials are provided in a large font and are simple to understand. It offers assistance by phone, email, or in person.

The most recent rider survey was conducted in December 2024. Over 100 surveys were mailed to active riders of the Pay-Your-Pal program. Lake Links received approximately 30 percent back. Most of the data gathered was demographic data and comments regarding the service. No major changes were requested.

Administration

The CEO handles the budget with assistance from Board members as needed. Lake Links primarily relies on grants (with FTA Section 5310 being a major source). The operating budget is largely determined by the amount of grants. Each grant received by Lake Links includes specific spending requirements. For example, Section 5310 funds are allocated toward salaries, benefits, and operating expenses such as mileage reimbursements, while CTSA funds (LTF Article 4.5) cover administrative costs like rent and utilities. Donations and unrestricted funds are directed to areas of greatest need.

The CEO compares budgeted to actual revenues and expenses every four to six weeks. This information is reported to the Board on a quarterly basis for each grant. The Board is typically provided with financial information including a profit and loss statement, debit card expenses, and bank balance at every Board meeting.



Current funding levels have been sufficient to support the mileage reimbursement program. During the holidays, Lake Links temporarily increased both the reimbursement rate and the maximum allowable mileage per month, which proved to be highly successful and utilized surplus funds. While the Board has expressed interest in maintaining these higher reimbursement levels, there is consensus that scaling them back would be more sustainable in the long term. Even with a reduction, the program would continue to be well-funded and effective.

Grants management is handled by the CEO. Lake Links has wanted to apply to some grants in the past, but was unable to provide the required local match. Lake Links would need to be in a better financial position and need additional staff to pursue those funding sources. Current staff are able to meet all reporting requirements for existing grants, but barely. The CEO manages invoicing and budget management for all grants.

The CEO and the Administrative Assistant process all accident and injury claims. Any claims filed would be sent to the driver's insurance carrier first. Lake Links purchased additional supplemental volunteer insurance for its volunteers and has a hired and non-owned auto policy to cover the organization. Additionally, the organization carries a general liability insurance with an umbrella policy.

The CEO and the Administrative Assistant review the program's safety practices regularly. Most safety activities have to do with transporting seniors safely through the Ride Links program. Volunteer drivers are not allowed to lift riders but can guide them. They are also trained to report changes in mobility or cognition or if a rider fails to come to the door. This enables Lake Links to conduct a follow-up assessment to ensure the rider remains eligible for the program or contact local authorities to conduct a welfare check.

The Administrative Assistant recently put together an internal Emergency Preparedness and Recovery Plan. The Plan primarily focuses on maintaining program data, communications, and staff safety in case of an emergency. Lake Links is a member of the Community Organizations Active in Disasters (COAD) and also participates the Emergency Preparedness working group.

The CEO reviews and signs employee timesheets before they are sent to accountant for processing. All employees utilize direct deposit. Payroll is outsourced to an accountant. The CEO handles accounts receivable and some accounts payable. The Administrative Assistant handles the majority of the accounts payable for program mileage reimbursement payments to clients. All clients submit mileage report forms by the fifth business day of the month for processing. All trip data is entered into Assisted Rides software. Reports are then used to process final payments. Most other services are paid through automatic withdrawals with the receipts emailed.

Lake Links has a procurement handbook. It ensures compliance with FTA requirements for grants by knowing what the fund can be used for and setting up appropriate codes in QuickBooks. Any checks written over \$5,000 require Board approval. Additional purchases not included in the budget are also presented to the Board for approval.

Marketing and Public Information

Lake Links manages all marketing and public relations for its programs, including Facebook, website, radio, mailers, presentations for local groups, and resource tables at local senior centers and events. The Lake



Links website is used to communicate program information. Program brochures and flyers are distributed throughout the service area and to various social agencies.

Lake Links does not have a formal marketing plan. The Pay-Your-Pal program has been so successful lately that the organization may need to secure additional funding for expansion before it conducts additional marketing. It has not done any promotional campaigns, primarily due to the cost, though it does promote upcoming volunteer driver trainings to recruit volunteers. This is done mostly through Facebook.

Calls for service and from those interested in the program get logged. While complaints are rarely received, any that come through the end of year survey are shared with the Board. Complaints are followed up on and investigated on a same-day basis. Public perception of the programs is overwhelmingly positive.

Scheduling, Dispatch, and Operations

All drivers in the Ride Links program are volunteers that use their own vehicles. All riders of the Pay-Your-Pal mileage reimbursement program use their own drivers that have their own vehicles. Both staff members are licensed to drive, but do not as it would take them away from their regular assigned duties. Volunteers choose their assignments by logging into the scheduling program weekly to see what rides are available for the following week.

Volunteer drivers inform Lake Links of the dates they will be unavailable and are entered into Assisted Rides scheduling software so that they are not assigned any rides during that timeframe. If an unplanned absence occurs, staff will try to find another volunteer or the ride will be cancelled or rescheduled. All trips are free.

Personnel Management and Training

Lake Links is always recruiting volunteers for its Ride Links program. As part of its recruitment efforts, Lake Links mailed fliers to 200+ drivers of Pay-Your-Pal clients in addition to Facebook posts, radio ads, and inquiring with other local agencies that utilize volunteers. Pay-Your-Pal drivers must complete a driver information form with basic contact information and an agreement to keep the rider safe and keep their insurance and registration up to date. Payments through the Pay-Your-Pal program go to the rider, who is responsible for paying their driver.

While commercial licenses are unnecessary, Ride Links' volunteer drivers must provide a copy of their driving record from the Department of Motor Vehicles (DMV) as well proof of insurance and registration.

Management motivates employees through encouragement, training, mentoring, and instilling confidence in them. The CEO has been with the company nearly three years and the Administrative Assistant just reached one year. Volunteer drivers typically leave due to moving out of the area or health issues as most drivers are seniors themselves. Staff receive job evaluations at 90 days and then annually.

Safety is a key component of Lake Links' volunteer driver training, with a strong focus on transporting seniors. The CEO is responsible for training new volunteer drivers. Training covers best practices such as minimizing tripping hazards, using tools to assist with stability while entering or exiting vehicles, and providing verbal guidance rather than physical lifting. Volunteers are also trained to be observant of



changes in rider behavior or mobility—such as signs of early dementia or increasing physical limitations—and to act as the organization’s “eyes and ears” in the field.

Volunteers are instructed on protocols if a rider fails to appear for a scheduled trip. Steps include calling the rider, contacting Lake Links, and conducting a welfare check if necessary. If concerns arise, Lake Links staff follow up with the rider and, if applicable, their caregiver to reassess the individual's continued suitability for the program.

The rider enrollment process includes a one-hour home assessment, conducted by staff. During this visit, staff review eligibility criteria, program expectations, and scheduling procedures. Riders receive a large-print reference sheet for use at home with key deadlines and contact information. Assessments also evaluate the rider’s living environment, including accessibility and safety factors, such as road conditions and visibility of the home and mailbox. Riders must be ambulatory, and volunteers are not expected to enter homes except in limited situations, such as helping to carry groceries. These steps ensure a safe and positive experience for both riders and volunteers.

Full-time employees receive a comprehensive benefits package including paid time off, holidays, sick time, retirement benefits, and medical/dental/vision stipends. These benefits are communicated via an offer letter at the time of hire.

Maintenance

All riders of the Pay-Your-Pal mileage reimbursement program use their own drivers who have their own vehicles. Mileage reimbursements are submitted by and paid to riders; Lake Links does not verify or inspect driver vehicles.

All drivers in the Ride Links program are volunteers that use their own vehicles. No safety inspection done by a mechanic is required, but the vehicle registration and proof of insurance must be provided. A visual inspection is done on volunteer’s vehicle upon completion of training, primarily to ensure it is appropriate for seniors to ride in. Lake Links considers if a senior would be able to get in and out easily on their own, and that it is clean inside.

Chapter 8 | Findings and Recommendations

Conclusions

With one exception, Moore & Associates finds Lake Links to be in compliance with the requirements of the Transportation Development Act. In addition, the entity generally functions in an efficient, effective, and economical manner.

Findings

Based on discussions with Lake Links staff, analysis of program performance, and an audit of program compliance and function, the audit team presents one compliance finding:

1. The TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.

The audit team has identified two functional findings. While these finding are not compliance findings, the audit team believes they warrant inclusion in this report:

1. Lake APC has not established performance or other criteria for Lake Links.
2. Additional staffing is needed to grow Lake Links' programs successfully.

Program Recommendations

In completing this Triennial Performance Audit, the auditors submit the following recommendations for Lake Link's public transit program. They are divided into two categories: TDA Program Compliance Recommendations and Functional Recommendations. TDA Program Compliance Recommendations are intended to assist in bringing the operator into compliance with the requirements and standards of the TDA, while Functional Recommendations address issues identified during the audit that are not specific to TDA compliance. Each finding is presented with the elements identified within the 2011 *Government Auditing Standards* as well as one or more recommendations.

Compliance Finding 1: The TDA fiscal audit for FY 2023/24 was completed after the March 31, 2025 deadline.

Criteria: PUC 99245 requires all Article 4 recipients to submit an annual fiscal audit to the State Controller within 180 days of the end of the fiscal year. The RTPA has the authority to extend the deadline for another 90 days, typically to March 31.

Condition: In FY 2023/24, Lake Links' TDA fiscal audit was completed on May 2, 2025. This was more than a month after the deadline established under PUC 99245. Prior audits were submitted on time.

Cause: Staff indicated the audit was in progress, but the auditor delayed it as it got closer to tax time. The CEO was unaware of the March 31 deadline.

Effect: While the audit was submitted late, it was submitted close enough to the deadline that it had no impact on the release of TDA funds for the next fiscal year.



Recommendation: Work with the TDA auditor to ensure the TDA fiscal audit can be completed no later than March 31.

Recommended Action: Given the TDA audits for the two years prior to the late submittal have been submitted on time, and the CEO is now aware of the deadline, it is likely no further action is required. Staff should continue to be mindful of the timeframe for submittal and monitor the auditor's progress.

Timeline: FY 2024/25.

Anticipated Cost: None.

Functional Finding 1: Lake APC has not established performance or other criteria for Lake Links.

Criteria: PUC 99275.5 requires the following:

That the claimant [under Article 4.5] is in compliance with Section 99268.3, 99268.4, 99268.5, or 99268.9, whichever is applicable to it, or with regional, countywide, or county subarea performance criteria, local match requirements, or fare recovery ratios adopted by resolution of the transportation planning agency....

Condition: At present, Lake APC has not adopted any performance criteria for Lake Links. Given the program does not operate a service for which it collects fares, farebox recovery ratio is not a reasonable metric with which to measure performance. Therefore it is the responsibility of Lake APC to define performance criteria against which Lake Links' performance can be assessed. This is not a compliance finding for Lake Links, as there are no performance criteria to which it can yet be held accountable.

Cause: It is likely the lack of alternative performance criteria is due to a lack of awareness that such performance criteria should be developed.

Effect: When there are no adopted performance criteria, it can be difficult to assess Lake Links' performance, especially since the organization does not collect the same data as a traditional transit operator.

Recommendation: Work with Lake APC to identify appropriate performance criteria for Lake Links' mobility programs.

Recommended Action: Lake Links should work with Lake APC to identify these performance criteria. Based on the analysis in Chapter 6, some annual metrics for the Pay-Your-Pal program may include the number of miles reimbursed or the number of one-way trips provided. For the Ride Links program, they may include the number of trips provided, the percentage of requested trips that are actually provided, the number of enrolled riders, and the number of volunteer drivers. For the organization as a whole, a reasonable metric may be keeping the percentage of Article 4.5 revenues under a specific threshold. Utilizing this data will enable Lake APC to confirm that the TDA funds are being used in an effective manner.

Timeline: FY 2025/26.



Anticipated Cost: Negligible.

Functional Finding 2: Additional staffing is needed to grow Lake Links’ programs successfully.

Criteria: Under the General Management and Organization functional area, one of the components is organizational structure and reporting. One of the relevant questions from the *Performance Audit Guidebook* is, “Given the operator’s size, and functions performed, is the operator’s internal organizational structure appropriate, effective, and efficient?”

Condition: Lake Links has expressed a need to expand its staffing by a part-time accountant position in order to grow and expand its programs.

Cause: At present, the CEO/Program Manager’s duties include keeping the programs running smoothly while also undertaking financial tasks, grant management and invoicing, banking, recruiting and training volunteers, enrolling new clients, and marketing. While current staff are able to fulfill all current responsibilities, they will not be able to as the program continues to grow.

Effect: Should the program continue to grow, failure to add staffing is likely to result in current staff being overworked or missing out on funding opportunities because they cannot be reasonably pursued or managed.

Recommendation: Consider adding a part-time accounting position to provide additional support for financial activities.

Recommended Action: Lake Links should examine the cost of the new position as well as how it would be funded and what duties would be assigned to it. It is expected the addition of the position would free up the CEO/Program Manager to focus more time on client-based program activities and volunteer recruitment and training.

Timeline: FY 2025/26.

Anticipated Cost: Equivalent to Lake Links’ salary and benefits for the position, plus any costs related to recruitment.

Exhibit 8.1 Audit Recommendations

TDA Compliance Recommendations		Importance	Timeline
1	Work with the TDA auditor to ensure the TDA fiscal audit can be completed no later than March 31.	Medium	FY 2024/25
Functional Recommendations		Importance	Timeline
1	Work with Lake APC to identify appropriate performance criteria for Lake Links’ mobility programs.	High	FY 2025/26
2	Consider adding a part-time accounting position to provide additional support for financial activities.	High	FY 2025/26



Management Response: Thank you for your professionalism in conducting Lake Links’ first triennial performance audit. I appreciate the opportunity to receive an objective evaluation on the efficiency and effectiveness of our programs that we are so proud of. It was a great learning experience, even with hearing of compliance issues. As Maya Angelou always says, “Do the best you can until you know better. Then when you know better, do better.” Thank you for putting us on the right track to doing our best to serve the community.

- Laurie Fisher, CEO/Program Manager of Lake Links, Inc.



LAKE COUNTY/CITY AREA PLANNING COUNCIL STAFF REPORT

TITLE: 2025/26 Unmet Transit Needs Finding

DATE PREPARED: May 28, 2025

MEETING DATE: June 11, 2025

SUBMITTED BY: James Sookne, Program Manager

BACKGROUND:

Lake APC has been conducting formal Unmet Transit Needs processes since 2014. The purpose is to identify priority transit needs for transit dependent or transit disadvantaged populations within Lake County. It assists the APC and LTA in determining how to best use the limited transit funding available to the region.

The process is a requirement of the Transit Development Act (TDA) prior to a region using any Local Transportation Funds (LTF) for streets and roads purposes. Although the APC does not allocate any LTF funds for streets and roads purposes, the process is still considered useful as a means of identifying potential transit needs in the region as well as analyzing opportunities for Lake Transit Authority (LTA) to meet those needs if feasible. The Unmet Transit Needs Process also meets TDA requirements calling for annual public input opportunities for transit dependent or transit disadvantaged persons within the jurisdiction represented by the Social Services Transportation Advisory Council (SSTAC).

The current Unmet Needs Process began at the November meeting of the SSTAC, where the 24/25 list of unmet needs was reviewed. The process continued at the February SSTAC meeting where a list of potential unmet transit needs was developed. In May of this year, a public hearing was held by the APC at which time a finding was made that the list contained needs that met the definition of Unmet Transit Needs and referred the list to the APC and LTA staff for further analysis.

LTA staff has now completed the analysis and has provided a response for each (see attached). The attachment contains all of the needs that were identified along with a response and recommendation addressing them. As noted in the analysis, all available TDA dollars are already expended and responding to new potential needs is difficult. In most cases, it will mean that LTA and/or the APC must either find a new funding source, such as a federal or state grant, or weigh the importance of the unmet need against cutting existing service.

At their meeting on May 21, the SSTAC discussed the list of potentially unmet transit needs and their responses. A recommendation was made to the APC that findings can be made that there are unmet transit needs, none of which are reasonable to meet at this time, according to the adopted definition. The APC shall now consider the recommendation and make findings, via resolution, as to whether or not any of the needs are reasonable to meet. A draft resolution has been prepared and is attached to this report.

ACTION REQUIRED: Adopt by resolution a finding that either (a) there are no unmet transit needs, (b) there are no unmet transit needs that are reasonable to meet, or (c) there are unmet transit needs, including needs that are reasonable to meet.

ALTERNATIVES: None identified.

RECOMMENDATION: As indicated in the attachment, staff believes that all of the needs on the list qualify as unmet transit needs, none of which are reasonable to meet at this time. It is recommended that the attached Resolution be approved, finding that there are no unmet transit needs that are reasonable to meet, and listing findings specific to each need.

LAKE COUNTY/CITY AREA PLANNING COUNCIL

RESOLUTION 24-25-15

DETERMINATION OF UNMET TRANSIT NEEDS

THE AREA PLANNING COUNCIL HEREBY FINDS, DECLARES AND RESOLVES THAT:

WHEREAS, the Lake County/City Area Planning Council (APC) is the designated Regional Transportation Planning Agency for Lake County; and

WHEREAS, the Transportation Development Act (TDA) requires that before any Local Transportation Funds (LTF) are allocated for streets and roads purposes, the transportation planning agency shall conduct a process to determine if there are any unmet transit needs that are reasonable to meet; and

WHEREAS, the APC does not typically allocate LTF for streets and roads purposes, but has determined that the Unmet Transit Needs Process will still be conducted as it provides an opportunity to formalize the process of identifying potential transit needs and opportunities to meet those needs if feasible, meets the citizen participation requirements of the TDA, and is identified as a responsibility of the Social Services Transportation Advisory Council (SSTAC); and

WHEREAS, the APC has adopted definitions for the terms “unmet transit needs” and “reasonable to meet” to be used in the Unmet Transit Needs Process; and

WHEREAS, a list of potential unmet transit needs was developed by the Social Services Transportation Advisory Council; and

WHEREAS, that list of potential unmet transit needs was considered by the APC at a public hearing on May 14, 2025, at which time the APC made a finding that the list included unmet transit needs, according to the adopted definition; and

WHEREAS, that list has been analyzed by APC and LTA staff and recommendations have been made to the SSTAC; and

WHEREAS, the SSTAC has recommended to the APC that the list contains unmet transit needs, none of which are reasonable to meet at this time; and

WHEREAS, the attached list includes the needs and findings specific to each need as recommended by the SSTAC and staff; and

NOW, THEREFORE, BE IT RESOLVED THAT:

The Lake Area Planning Council hereby makes the finding that there are unmet transit needs, including needs that are reasonable to meet. The basis for this finding has been included in an analysis attached to this Resolution.

Adoption of this Resolution was moved by Director _____, seconded by Director _____, and carried on this 11th day of June 2025, by the following roll call vote:

AYES:
NOES:
ABSENT:

WHEREUPON, THE CHAIRMAN DECLARED THE RESOLUTION ADOPTED, AND SO ORDERED.

ATTEST: Lisa Davey-Bates
Executive Director

Stacey Mattina
Chairperson



Lake Transit Authority

Lisa Davey-Bates, Executive Director

Administration
525 S. Main Street, Ste. G
Ukiah, CA 95482
(707) 263-7868

Operations
P.O. Box 698
Lower Lake, CA 95457
(707) 994-3384

May 16, 2025

Lisa Davey-Bates
Executive Director
Lake Area Planning Council
525 S. Main Street, Suite G
Ukiah, CA 95482

Lake Transit Authority Response to Potential Unmet Transit Needs & Recommended Findings for the APC FY 2025/26

Dear SSTAC Members, Technical Advisory Committee Members, and APC:

Thank you for the opportunity to respond to the list of FY 2025/26 Potential Unmet Needs. Lake Transit Authority (LTA) takes these very seriously. It is unfortunate that all available TDA dollars are already expended making our response to new potential needs difficult. In most cases, responding to an unmet need will mean that LTA and/ or the APC must either find a new funding source, such as a federal or state grant, or weigh the importance of the unmet against cutting an existing service.

1. Eastbound service to Spring Valley. Currently, there is no service east of SR 53.

Response: Transit service for residents of Spring Valley is an unmet need. The Live Oak Transportation Project, an FTA Section 5317 funded program that was sponsored by the Area Agency on Aging and operated by Live Oak Senior Center, attempted to serve Spring Valley residents while that project was active for several years beginning in 2009; however, there was very little demand for service. The recommendation from the FY 22/23 Unmet Transit Needs Process was to further study this issue during the current update to the Transit Development Plan for Lake County. The 2023 Transit Development Plan recommends operating a lifeline service from Clearlake/Lower Lake to Spring Valley two times a day, one day a week. This service would be by advance reservation only and would cost approximately \$11,000 per year.

Recommended Finding: At this time, service to Spring Valley is an unmet need that is unreasonable to meet due to a lack of resources.

2. Eastbound service, allowing people to connect with service to the Sacramento area. Currently, the closest connection is at the Cache Creek Casino.

Response: Intercity bus service connecting to Sacramento is an unmet need that may be reasonable to meet. Lake Transit Authority was included in a coordinated joint Transit and Intercity Rail Capital Program (TIRCP) grant application submitted by the Shasta Regional Transportation Agency (SRTA) that would provide capital funding for a zero-emission bus project for Phase II of the North State Express. Unfortunately, SRTA's TIRCP application that included this service was not successful. LTA is currently working with SRTA and other rural northern California transit agencies on interagency connectivity, which would include a connection from Lake County to I-5. At this time, these plans are purely conceptual and due to a lack of funding, it is unknown when implementation will occur. Therefore, this unmet need is not reasonable to meet.

Recommended Finding: The unmet need for service connecting to the Sacramento region is unreasonable to meet at this time due to a lack of funding.

3. Fixed route service on Sundays. Another frequently noted need subject to funding availability.

Response: There is a need for service on Sundays throughout Lake County, as noted during the public survey process during the 2023 update to the Transit Development Plan (TDP). Based on transit industry statistical evidence, transit service attracts fewer riders on Saturday than weekdays, and even fewer on Sunday than on Saturday. LTA Saturday ridership supports the industry evidence as there are 35 to 40 percent fewer Lake Transit riders on Saturdays than on weekdays. Sundays would likely generate even fewer riders. A recommendation from the 2023 TDP is to do a pilot project within the City of Clearlake that would offer on-demand microtransit service on Sundays from 9:00AM to 3:00PM, for an approximate annual cost of \$31,300. This pilot project would gauge whether this type of service could be implemented in other major community centers throughout the County.

Recommended Finding: There is an unmet need for transit service on Sundays. The need is not reasonable to meet at this time due to a lack of funding.

4. NEMT after normal business hours. Instances in which a need for non-emergency transport arises outside of normal service hours.

Response: During LTA business hours, many NEMT needs are met by LTA transit and paratransit services. When LTA is closed, the only resources are typically taxi and emergency medical transportation provided by fire districts. Utilizing EMT services for NEMT needs is costly and problematic. One idea to address this situation is to extend LTA paratransit hours, or provide an alternative NEMT service through Lake Links, and work with the fire districts to dispatch the most appropriate and cost-effective service. If the patient is ambulatory, the Lake Links' Pay-Your-Pal or Volunteer Driver Program could be an option. The extent of the need for afterhours NEMT is not well documented, and the feasibility of providing afterhours NEMT is therefore unknown.

Recommended Finding: NEMT after Lake Transit operating hours is an unmet need. At this time, it is unknown if it is reasonable to meet. This requires additional study by LTA, Lake Links, and/or the APC.

5. Individualized, flexible transportation to meet the transportation needs of seniors, persons with disabilities, or low-income persons who are unable to utilize the existing public transportation system.

Response: Although most of the focus as of late has been on non-emergency medical transport (NEMT) services, there is also a need for other "on-demand" types of services for non-medical trips. A previous survey for the Pay-Your-Pal (PYP) program revealed that 90% of the respondents were in favor of this

type of service. The recommendation from the FY 22/23 Unmet Transit Needs Process was to further study this issue during the current update to the Transit Development Plan (TDP) for Lake County. Based on current ridership data and survey results from the TDP, microtransit could be implemented in some parts of the county, specifically in Lakeport and the Rivas, which would provide a partial solution to this unmet need. However, without additional funding dedicated to this “on-demand” service, implementation of this service at this time could only be done by reducing existing fixed-route service. Another potential solution to help meet this need could be Lake Links’ Pay-Your-Pal or Volunteer Driver Program. While these programs aren’t necessarily “on-demand”, both could help to meet this need.

Recommended Finding: At this time, implementation of an “on-demand” type service to meet the transportation needs of seniors, persons with disabilities, or low-income persons who are unable to utilize the existing public transportation system is an unmet need that is unreasonable to meet due to a lack of funding.

6. Earlier service to Ukiah for medical appointments, criminal justice appointments, and courses at Mendocino College. The existing fixed route service to Ukiah doesn’t allow riders to attend early morning medical or criminal justice appointments or early classes at Mendocino College.

Response: Over the years, LTA has received the occasional comment that there should be earlier service to Ukiah so riders could get to their early appointments; however, the exact demand for this service hasn’t been known. The recommendation from the FY 22/23 Unmet Transit Needs Process was to further study this issue during the current update to the Transit Development Plan for Lake County. The 2023 Transit Development Plan recommends eliminating the last Route 7 run, which currently leaves Lakeport at 5:00PM and returns to Lakeport at 8:28PM and adding an earlier run that would leave Lakeport at 6:30AM and arrive in Ukiah at 8:00AM. This would allow riders to attend their early morning medical or criminal justice appointments or early classes at Mendocino College. In November 2024, LTA made some service reductions to reduce operating costs, which included eliminating the last evening run to Ukiah.

Recommended Finding: At this time, this is an unmet need that is unreasonable to meet due to lack of funding.

Again, thank you for the opportunity to respond to unmet needs testimony. The partnership between LTA and the Area Planning Council to identify unmet needs, and plan appropriate responses has continued to provide many useful and important transportation improvements.

Sincerely,



James Sookne
Program Manager

**Adopted Definitions for the
Unmet Transit Needs Process
Approved by the APC 12/10/14**

Unmet Transit Need: Whenever a need by a significant number of people to be transported by moderate or low cost transportation to specific destinations for necessary purposes is not being satisfied through existing public or private resources.

Reasonable to Meet: It is reasonable to meet a transit need if all of the following conditions prevail:

- Funds are available, or there is a reasonable expectation that funds will become available. This criterion alone will not be used to determine reasonableness.
- Benefits of services, in terms of number of passengers served and severity of need, justify costs
- With the added service, the transit system as a whole will be capable of meeting the Transportation Development Act fare revenue/operating cost requirements
- Transit services designed or intended to address an unmet transit need shall not duplicate transit services currently provided either publicly or privately
- The claimant that is expected to provide the service shall review, evaluate and indicate that the service is operationally feasible, and vehicles shall be currently available in the marketplace



LAKE COUNTY/CITY AREA PLANNING COUNCIL STAFF REPORT

TITLE: Final 2025/26 Overall Work Program (OWP)

DATE PREPARED: June 4, 2025

MEETING DATE: June 11, 2025

SUBMITTED BY: Alexis Pedrotti, Project Manager

BACKGROUND:

The proposed Final 2025/26 Overall Work Program (OWP) is included in the Lake Area Planning Council (APC) board packet for review. The Draft OWP was presented and discussed at the APC Board of Directors Meeting on April 9, 2025. At its May meeting, the Lake Technical Advisory Committee (TAC) reviewed the latest version of the 2025/26 Overall Work Program and recommended approval by the Lake APC Board of Directors.

The Lake TAC began discussing potential projects for inclusion in the OWP during its January meeting. Based on TAC input, the 2025/26 Draft OWP was developed and submitted to Caltrans in March for review and comment. Minor edits were incorporated into the final document based on feedback from Caltrans District 1 staff.

This Final Work Program includes the projects recommended in the Draft OWP, along with estimated carryover funding. Additionally, during the Draft OWP presentation in April, Lake APC Staff reported that the State of California increased Rural Planning Assistance (RPA) Funding by \$110,500, allowing for the inclusion of an additional planning project. Since the draft was submitted before the new project could be reviewed, ranked, and approved by the TAC, the newly awarded Local Road Safety Plans Update has also been included in the Final OWP.

Once adopted by the APC, the Final 2025/26 Work Program will be forwarded to Caltrans District Office for approval. As in previous years, an amendment will be made in the coming months to reflect actual carryover amounts from unfinished projects in the 2024/25 Overall Work Program.

The Final OWP submission deadline to Caltrans is June 16, 2025. To ensure all required forms and documents are complete, we request approval of the Final OWP to allow adequate preparation time.

Hard copies of the Final OWP are available to Lake APC Board Members upon request. The document can also be accessed online at www.lakeapc.org.

ACTION REQUIRED: Adopt the proposed Final 2025/26 Transportation Planning Work Program as recommended by the Lake TAC, and authorize the Executive Director to execute necessary documents, certifications, and assurances on behalf of the Lake Area Planning Council.

ALTERNATIVES: Revise work elements in the 2025/26 Work Program or refer to Lake TAC for changes – not recommended.

RECOMMENDATION: Adopt Final 2025/26 Work Program and authorize Executive Director to sign necessary certifications/agreements, and forward to Caltrans.

Attachment: FY 2025/26 Final Overall Work Program



LAKE COUNTY/CITY AREA PLANNING COUNCIL STAFF REPORT

TITLE: Update on Current Planning Projects

DATE PREPARED: June 4, 2025

MEETING DATE: June 11, 2025

SUBMITTED BY: John Speka, Senior Transportation Planner

BACKGROUND: Below is a summary of current or potential projects and grant opportunities staff has been monitoring:

Wildfire Evacuation and Preparedness Plan- A final “Evacuation Analysis and Preparedness Memo” was completed for the project with comments received from the Technical Advisory Group (TAG) members incorporated. The memo will be used in the next (and final) step of the project, which is to prepare a draft of the Plan as a whole. At that point, the draft will be made available for review and the public will be notified of opportunities to review and comment. Adoption of a final is expected in October.

Zero Emission Vehicle (ZEV) Infrastructure Plan- The consultant provided a public outreach strategy which maps out the media approaches, in-person engagement, surveys, and online mapping tools to be used in gathering community input for the Plan. A project site housed on the Lake APC webpage is set to go live within the week with information on the project, links to the interactive materials, and a Frequently Asked Questions (FAQ) fact sheet. Workshop dates and locations will be included in a “coming events” section of the page. This initial phase of community engagement is set to last through the summer soliciting location preferences for charging stations and collecting other data on electric vehicle use within the region.

State Route 53 Corridor Priority Projects Outreach Study- A kick off meeting with the chosen consultant was held on April 30, going over the overall strategy as well as a tentative outreach schedule and plan. According to the plan, stakeholders and community members would be informed of the study’s goals to determine priority safety projects along the SR 53 corridor via public events, printed materials, and digital platforms. This would include an in-person tabling event at the 67th Annual Lakeshore Lions Festival and Fireworks Show held in Clearlake on July 5, as well as well advertised opportunities to provide input through surveys and on-line means. The results of the study are expected by late August.

Safe Streets and Roads for All (SS4A)- As discussed at the last (April) Board meeting, the project continues to remain on hold due to newer goals and criteria for FHWA grant funding set by the new administration. Recent correspondence was received from FHWA notifying grant recipients that the review of the draft Grant Agreements was to start up again but will likely take several additional months. Because of this, staff is preparing to move forward with the updates of the Local Road Safety Plans using OWP funding in the event that the delays continue past July 1.

ACTION REQUIRED: None, informational only

ALTERNATIVES: None

RECOMMENDATION: None, informational only



LAKE COUNTY/CITY AREA PLANNING COUNCIL

Lisa Davey-Bates, Executive Director
www.lakeapc.org

525 South Main Street, Ukiah, CA 95482
Administration: Suite G ~ 707-234-3314
Planning: Suite B ~ 707-263-7799

TECHNICAL ADVISORY COMMITTEE MEETING Meeting Minutes

Thursday, March 27, 2025
9:00 a.m.

Primary Location:

City of Lakeport
Large Conference Room, 225 Park Street, Lakeport

Teleconference Locations:

525 South Main Street Suite B, Ukiah
Caltrans District 1, 1656 Union St., Eureka
City Council Chamber, 14050 Olympic Drive, Clearlake

Present

James Sookne, Lake Transit Authority
Blake Batten, Caltrans District 1
Adeline Leyba, City of Clearlake (Public Works Department)
Ron Ladd, City of Lakeport
Glen March, County of Lake (Public Works Director)
Alan Flora, City of Clearlake (City Manager/Community Development Director)
Dave Swartz, City of Clearlake (Contract Engineer)

Absent

Efrain Cortez, California Highway Patrol
Mireya Turner County of Lake (Community Development Director)
Victor Fernandez, City of Lakeport (Community Development, Associate Planner)

Also Present

Lisa Davey-Bates, Lake Area Planning Council
Nephele Barrett, Lake Area Planning Council
Michael Villa, Lake Area Planning Council
Alexis Pedrotti, Lake Area Planning Council
Jody Lowblad, Lake Area Planning Council
Hector Ortega, Lake Area Planning Council
Kyle Finger, Caltrans District 1
Danny Wind, Pedestrian and Bicycle Advisory Committee Member

1. **Call to order**
The meeting was called to order at 9:01 a.m.
2. **Approval of February 20, 2025, Minutes**
Motion by James, seconded by Adeline, and carried unanimously to approve the February 20, 2025, minutes.
3. **Discussion and Approval of the Revised 2025 Lake TAC Meeting Schedule**
Lisa presented the item discussing the history of TAC meetings being held on the third Thursday of each month. Because this often conflicts with City Council meetings in the City

of Clearlake, Clearlake staff requested that the TAC consider alternative meetings dates/times for them to be able to attend more regularly. The suggestion was made for meetings to take place on the fourth Thursdays moving forward. (Lisa added that whenever meetings occasionally conflict with California Transportation Commission (CTC) meeting dates, they are typically changed to accommodate TAC members needing to attend. This would occur even with the proposed new schedule as well.). A new schedule for TAC meetings to take place on the fourth Thursday of each month (subject to amendments for certain other conflicting dates) was presented for consideration.

Motion by Adeline, seconded by Alan, and carried unanimously to approve the Revised 2025 Lake TAC Meeting Schedule

4. Discuss, rank, and approve FY 2025/26 Overall Work Program (OWP) Planning Project Applications

Lexi introduced the item recapping how the earliest draft of the OWP in December did not include much in the way of available funds for projects in the upcoming fiscal year. That message was then reversed in February after staff learned of additional Rural Planning Assistance (RPA) funding (\$110,500) that would be available for planning projects. So a Call-for-Projects was released after all at this relatively late stage, with applications received just prior to today's meeting to be discussed by the TAC for consideration in the final OWP. Two applications were received from the local agencies. One from the City of Clearlake for AI pavement management software in the amount of \$50,000, and the other from the County for Lucerne roads rehab and safety improvements in the amount of \$110,500. Lake APC staff submitted an application to update Local Road Safety Plans for each of the three agencies in the event that funding through the Safe Streets and Roads for All (SS4A) program doesn't materialize. (Although APC was awarded a grant through the program in December 2023 for the updates, a grant agreement has lingered under review since last April, and it is unclear at this time when or if the funds will become available.) The applicants were provided a chance to present their projects to the TAC prior to discussion and scoring.

Alan discussed the City of Clearlake's application for use of the AI technology for pavement management. He went over what was offered by different companies in terms of how the programs could work. This included detailed analyses of the road with photos every 10 feet, assigning a PCI, road sign analyses, budgetary and prioritization features, etc., which all becomes catalogued for future maintenance purposes. Lisa asked if the \$50,000 request would be used to cover the actual software. Alan mentioned that some programs may be even less, charged by the mile of analysis, which would be approximately \$1.50 per mile, and could be in the \$15,000 to \$20,000 range. (Likely an annual cost, although an actual proposal from a company has yet to be reviewed).

Lisa noted that \$60,000 has already been set aside in this year's OWP as partial coverage for a Pavement Management Program (PMP) update scheduled for the following fiscal year. She questioned whether it would be better to stick with the standard PMP update schedule, while spending the next year looking into the potential for AI in this area (e.g. demos for agencies, more specifics on AI capabilities, etc.) so it could be better determined how beneficial the new technology might be later on. Alan clarified that it would initially be a pilot situation.

Ron felt it was a good stand alone project for Clearlake that the rest of the TAC agencies may be able to benefit from once the initial results were reported. Glen noted that there could be some beneficial uses as well, although implementing new technology does present its own challenges, especially when it comes to how agency staff is able to use the data.

Nephele had some concerns about the \$15,000-\$20,000 cost for Clearlake alone, given that the current PMP process costs approximately \$125,000 every four years that the update is performed, which includes all three jurisdictions with the County having a far greater number of road miles to cover than Clearlake. Alan added that there could be a reduced cost rate with an increased number of road miles.

Glen discussed the application received from the County of Lake. The project would study road safety in Lucerne, with a focus on reducing left turn movements between SR 20 and the Avenues from 1st Avenue to Country Club Drive. The County is looking at converting a number of the Avenues into one-way streets as a means of reducing the left turns. The project would benefit pedestrians and bicyclists as well in the densely populated area. Glen said he had spoken with Caltrans regarding its Caltrans Complete Streets project in Lucerne, which is scheduled to be implemented in 2029.

Lisa asked what comments Caltrans had regarding the project as they were currently in the design phase for the Complete Streets project. Glen noted that, in his discussions with Caltrans, left turn pockets or other potential designs for medians within the existing two way left turn lane were not covered. Lisa and Blake felt that close coordination with Caltrans would be important in such a project. Blake added that appropriate coordination and timing could lead to some of the potential improvements resulting from the study to be incorporated into Caltrans' existing SHOPP/Complete Streets project. In general, Blake said Caltrans would be supportive of the County's study as long as there were no conflicts with what Caltrans is currently planning for Lucerne. A clarification on the completion date noted in the application was asked to be changed from June 2025 to the more likely date of June 2026.

Alan and Nephele asked what the feeling of the community was in Lucerne with respect to the potential for the significant changes proposed (transitioning to one-way street patterns along the Avenues). Glen said that public outreach would be part of the study, but that the overall concept hadn't been presented in detail at this point. Nephele further asked if other potential funding sources had been researched for the proposed planning study. She felt that it could be a competitive application for the upcoming year's Sustainable Transportation Planning Grant program.

A third application for the OWP funds was introduced by Lisa for an update to individual Local Road Safety Plans (LRSPs) for each of the region's jurisdictions. She discussed the background of the proposal, and how Lake APC had initially received a Safe Streets and Roads for All (SS4A) grant to do the updates. The award was originally announced in December 2023, and since the time a grant agreement was submitted in April 2024, staff has been waiting for program officials to finalize a contract between the Federal Highway Administration (FHWA) and Lake APC. At this point, it is unclear if the grant money will be made available, especially with a change in the administration of the program (along with a change in program objectives) in January 2025.

As a result, Lake APC was asking the TAC if it would support using the OWP funds to update the LRSPs in lieu of the uncertain grant monies. It would benefit the local agencies by meeting criteria for future applications to the SS4A program as well as those for the Highway Safety Improvement Program (HSIP). The proposal would require approximately \$110,000, and would include the preparation of one priority project application per agency for either of the two programs.

Discussion ensued as to which of the three proposals would rank the highest. Ron felt that it was difficult to score the LRSP project (which he felt to be the most important) until it was known for sure whether the SS4A grant would eventually come through. As the OWP

funds wouldn't be available until July 1 (new fiscal year), there was still a chance the grant money would materialize. Glen ranked the County project the highest and the LRSP project second. Blake said that Caltrans ranked the County's Lucerne study the highest followed by the LRSP and Clearlake (AI) projects. James put the LRSP project first, followed by the Lucerne project and then Clearlake's, feeling that the LRSP project would have more of a regional benefit and could help the most agencies in the long run. Ron had them ranked as 1) LRSP, 2) County proposal, and 3) Clearlake. Alan agreed that the LRSP project would have the most benefits overall. Based on the discussion, Lexi said she'd add the LRSP project to the OWP, but in the event that the SS4A grant comes through, the TAC can reconsider prior to providing a recommendation to the Board for its final approval.

Motion by Alan, seconded by Ron, and carried unanimously to approve the APC application for an update of the Local Road Safety Plans

5. Announcements and Reports

a. Lake APC

i. Update on Planning Grants

Lisa referred the TAC to the item's staff report providing an update on current planning projects and asking if there were any questions. Alan wanted to ensure that the Wildfire Evacuation and Preparedness Plan was coordinated with the City's evacuation planning efforts.

ii. Miscellaneous

Lexi reminded the TAC that she would soon be asking for quarterly reporting from the agencies, and that they should contact her with any questions on making sure that funds are being expended in a timely manner.

Glen went over what the County was planning to submit for RTP/ATP projects. He was to schedule public meetings to garner input (including from supervisors) on what projects were of interest, and then submitting a letter on behalf of the supervisors to Lake APC to have the projects included. He asked Lisa what her comments or concerns would be to such a method. She stated that it wouldn't be typical, and historically, the project lists were developed by general public outreach, but otherwise guided by local agency officials who had expertise on such matters. Discussion followed on the County's Capital Improvement Plan (CIP) and transportation project decision-making in general for the individual jurisdictions.

b. Lake Transit Authority

i. Transit Hub Update

Proposals for the design work were received the previous Friday, and they were to be discussed in detail on the following Monday. Alan asked if the original plan to have the design and building under a single contract still stood. James said that LTA did consider that at one point, but found it easier to separate the process. Future development of the hydrogen fueling infrastructure of the project (currently on pause) may still look into that method. Design for the transit hub was anticipated to be finished in a year once the procurement process was completed.

ii. Current Transit Projects

LTA was currently in the RFP for maintenance and operations as the existing contract was to run out at the end of the fiscal year.

iii. Miscellaneous- None

c. Caltrans

i. Lake County Projects Update

Blake updated the TAC on the Traffic Safety team's improvements scheduled for State Route 20. Public meetings were to be hosted in the summer or fall. The team was planning on updating the TAC on its plans at its next scheduled meeting. D1 was also developing a "roundabout approval process" for projects planned for the state highway system. That was to be completed sometime this spring. The district has further recently started on a district-wide transit plan which will be a two-year effort to identify transit needs on the state highway system. The Trade Corridor Enhancement Program (TCEP) awards will be made in May or June. This includes an application made by D1 to fund portions of the Konocti Corridor. Next month, Caltrans will begin its Interregional Transportation Improvement Program (ITIP). Finally, Sustainable Transportation Planning Grant awards will be announced in June.

Alan asked if there was update on a Caltrans SR 53 lighting project, which Blake was to look into and get back at a later date.

ii. Miscellaneous- None

d. Regional Housing Update- None

Local Agency Updates

County of Lake: Glen informed Lake TAC that they have hired 3 new staff members that will be starting shortly.

City of Lakeport: Ron informed the TAC that the Tenth Street Bike and Ped project will be wrapped up in May. Also, a grant application was submitted for bike and ped improvement design on Armstrong Street. The City Active Transportation Plan was also wrapping up going to the City Council for adoption in May.

City of Clearlake: Adeline provided a general update from the City, with two funding applications, projects in design, and two road projects.

e. Tribal Updates: None

6. Public input on any item under the jurisdiction of this agency, but which is not otherwise on the above agenda- None

7. Next Proposed Meeting – April 17, 2025.

8. Adjourn Meeting – Meeting adjourned at 10:45 am.

Respectfully Submitted,

John Speka
Lake Area Planning Council

By **LAKE COUNTY RECORD-BEE**

PUBLISHED: May 22, 2025 at 6:42 AM PDT

New energy efficiency program brings savings, rebates, and resources to Lake County communities

Northern Rural Energy Network (NREN) launched this month across 17 Northern California counties as a direct response to the unique issues and urgent needs of underrepresented rural California energy customers. NREN is part of a statewide initiative of regional energy networks focused on helping communities address rising utility costs through the adoption of energy efficiency programs targeted at rural customers.

Lake Area Planning Council (Lake APC), Mendocino Council of Governments (MCOG), Redwood Coast Energy Authority (RCEA) and Sierra Business Council (SBC) are the four partners who have come together as NREN to provide energy efficiency programs and services to rural Californians while also reducing greenhouse gas emissions. These four organizations collectively serve seventeen rural Northern California counties and together will ensure that statewide energy efficiency dollars reach rural customers more effectively.

NREN will initially focus on residential programs that will help community members reduce energy costs and make their homes more comfortable and affordable. Services include residential rebates for energy efficiency improvements such as heating, cooling and appliances, free home energy assessments conducted over the phone and free energy efficiency kits. The energy efficiency kits include easy-to-use items such as light bulbs, water-saving aerators, power strips, energy monitors and other resources that can help customers reduce their energy use right away.

Upcoming NREN programs that will be launched throughout this year and next include incentives for small businesses and public buildings, micro- and gap-financing opportunities, a workforce education and training component for local contractors and codes and standards resources for public agencies.

“We are pleased to be a partner in the NREN effort to provide critical energy efficiency programs to Lake County residents, businesses and local governments. For every \$1 invested in energy efficiency, communities reap \$8 in benefits. We look forward to working with all Lake County communities on this important initiative,” said Lisa Davey-Bates, Executive Director of the Lake Area Planning Council (LAPC).

Developed by rural agencies and organizations for rural communities, NREN delivers innovative approaches to reduce energy use and expand the adoption of energy-saving resources across Northern California’s vast rural regions.