



Board Report

File #: 2026-0229, **File Type:** Appointment

Agenda Number: 20.

**FINANCE, BUDGET AND AUDIT COMMITTEE
SEPTEMBER 17, 2026**

SUBJECT: MEASURE M INDEPENDENT TAXPAYER OVERSIGHT COMMITTEE SELECTION

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

APPROVE the following recommendations for the Measure M Independent Taxpayer Oversight Committee (MMITOC):

- A. Jay Gandhi, the recommended nominee for the area of expertise A, a retired federal or state judge; and
- B. Daniel Freeman, the recommended nominee for the area of expertise F, a licensed architect or engineer.

ISSUE

The MMITOC consists of seven members representing various areas of expertise (Attachment A). Currently, there are two open positions on the MMITOC. This action seeks to fill both vacancies

BACKGROUND

The Measure M Ordinance (Ordinance), approved by voters in November 2016, requires the establishment of a Taxpayer Oversight Committee to provide an enhanced level of accountability for expenditures of sales tax revenues made under the Expenditure Plan. The MMITOC carries out the responsibilities laid out in the Ordinance. It plays a valuable and constructive role in the ongoing improvement and enhancement of project delivery contemplated under the Measure M Ordinance. See Attachment A for committee requirements.

The MMITOC is comprised of seven members representing the following areas of expertise (Attachment A):

- A. A retired federal or state judge;
- B. A professional from the field of municipal/public finance and/or budgeting with a minimum of 10 years of relevant experience;
- C. A transit professional with a minimum of 10 years of experience in senior-level decision

making in transit operations and labor practices;

- D. A professional with a minimum of 10 years of experience in management and administration of financial policies, performance measurements, and reviews;
- E. A professional with demonstrated experience of 10 years or more in the management of large-scale construction projects;
- F. A licensed architect or engineer with appropriate credentials in the field of transportation project design or construction and a minimum of 10 years of relevant experience; and
- G. A regional association of business representative with at least 10 years of senior-level decision making experience in the private sector.

In October 2020, the member representing Expertise A - a retired federal or state judge, resigned. In March 2025, the member representing Expertise F - a licensed architect or engineer, notified staff of her intent to resign once a suitable replacement was identified.

The Ordinance states that the Selection Panel, consisting of Metro's Board Chair, Vice Chair, and Second Vice Chair or their designees, shall select the MMITOC Members for approval (Attachment B). On August 13, 2026, staff presented the eligible candidates for these areas of expertise on the MMITOC to the Selection Panel for their review. The Ethics Officer also conducted a screening of the candidates to ensure compliance with the conflict of interest provisions outlined in the Ordinance.

The Board approves recommended candidates by a simple majority in accordance with the Selection Panel guidelines (Attachment B).

DISCUSSION

There are currently two open positions on the MMITOC. This action aims to fill both of those vacancies: a retired federal or state judge and a licensed architect or engineer.

Metro conducted targeted outreach to fill MMITOC vacancies, including issuing a press release, launching an online application system, and engaging professional associations, judicial officers, and industry-specific professionals. An additional press release was issued in December 2025, and Metro continued to highlight the committee's work and impact through sustained communications and outreach. A promotional video was developed to support ongoing outreach and recruitment for current and future vacancies.

Following this outreach process, candidate applications were evaluated, and staff presented eligible candidates to the Selection Panel for review. The Selection Panel reviewed the candidates' qualifications and recommended the following candidates be approved for the MMITOC.

- **Judge Jay Gandhi**, the recommended nominee for Expertise A (retired federal or state judge). He is a former U.S. Magistrate Judge whose career in the federal judiciary and complex dispute resolution reflects a strong record of impartial oversight and sound judgment. (Attachment C)

- **Daniel J. Freeman**, the recommended nominee for Expertise F (licensed architect or engineer). He is a retired Caltrans Deputy Director with over 30 years of experience in design, engineering, construction, operation, and maintenance of large-scale highway projects. (Attachment D)

This recommendation reflects the Measure M Ordinance's requirement that members have specific professional backgrounds to ensure the Committee benefits from a range of relevant expertise when reviewing the expenditure of Measure M funds. The retired judicial expertise and licensed architect/engineer expertise represented by these positions provide valuable experience in impartial evaluation and technical review of construction and design matters, supporting compliance and integrity in oversight activities. Approval of the staff recommendation will result in a full committee.

DETERMINATION OF SAFETY IMPACT

Approval of this item promotes the safety of Metro's patrons or employees, as the MMITOC regularly reviews funds that support operations.

FINANCIAL IMPACT

Approving the recommended action has no financial impact on the agency.

EQUITY PLATFORM

Responsible and transparent stewardship of taxpayer dollars is an important component of equitable governance. This action will fill vacancies on this oversight committee.

VEHICLE MILES TRAVELED OUTCOME

VMT and VMT per capita in Los Angeles County are lower than national averages, the lowest in the SCAG region, and on the lower end of VMT per capita statewide, with these declining VMT trends due in part to Metro's significant investment in rail and bus transit.* Metro's Board-adopted VMT reduction targets align with California's statewide climate goals, including achieving carbon neutrality by 2045. To ensure continued progress, all Board items are assessed for their potential impact on VMT.

While this item does not directly encourage taking transit, sharing a ride, or using active transportation, it is a vital part of Metro operations, as it supports governance and oversight of Measure M investments that fund transit and mobility improvements. Because the Metro Board has adopted an agency-wide VMT Reduction Target, and this item supports the overall function of the agency, this item is consistent with the goals of reducing VMT.

*Based on population estimates from the United States Census and VMT estimates from the highway performance monitoring system data between 2001-2019.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

Approval of this item supports Metro Vision 2028 Goal #5: Provide responsive, accountable, and trustworthy governance within the Metro organization, as the MMITOC was established to ensure that Metro and local sub-recipients comply with the terms of the Ordinance.

ALTERNATIVES CONSIDERED

The Board could choose not to approve the recommended nominees for the MMITOC and direct staff to re-solicit applications. This alternative is not recommended, as it would prolong the current vacancies and may affect the Committee's ability to maintain consistent participation and quorum for meetings where important Measure M matters are reviewed.

NEXT STEPS

Upon approval, staff will schedule an orientation session for the selected members.

ATTACHMENTS

Attachment A - Committee Membership Requirements

Attachment B - Selection Panel Guidelines

Attachment C - Gandhi Candidate Bio

Attachment D - Freeman Candidate Bio

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Stephanie Wiggins
Chief Executive Officer

Measure M Independent Taxpayer Oversight Committee
Membership

Requirements:

Committee Members shall be comprised of seven (7) voting members representing the following professions or areas of expertise:

- A. A retired Federal or State judge
- B. A professional from the field of municipal/public finance and/or budgeting with a minimum of ten (10) years of relevant experience
- C. A transit professional with a minimum of ten (10) years of experience in senior-level decision making in transit operations and labor practices
- D. A professional with a minimum of ten (10) years of experience in management and administration of financial policies, performance measurements, and reviews
- E. A professional with demonstrated experience of ten (10) years or more in the management of large-scale construction projects
- F. A licensed architect or engineer with appropriate credentials in the field of transportation project design or construction and a minimum of ten (10) years of relevant experience
- G. A regional association of businesses representative with at least ten (10) years of senior-level decision making experience in the private sector

The intent is to have one member representing each of the specified areas of expertise. If, however, after a good faith effort, qualified individuals have not been identified for one (1) or more of the areas of expertise, then no more than two (2) members from one (1) or more of the remaining areas of expertise may be selected.

The members of the Committee must reside in Los Angeles County and be subject to conflict of interest provisions. No person currently serving as an elected or appointed city, county, special district, state, or federal public officeholder shall be eligible to serve as a member of the Committee.

The Committee members shall be subject to Metro's conflict of interest policies. The members shall have no legal action pending against Metro and are prohibited from acting in any commercial activity directly or indirectly involving Metro, such as being a consultant to Metro or to any party with pending legal actions against Metro during their tenure on this Committee. Committee members shall not have direct commercial interest

ATTACHMENT A

Measure M Independent Taxpayer Oversight Committee Membership

or employment with any public or private entity, which receives sales tax funds authorized by this Ordinance.

Each member of the Committee shall serve for a term of five (5) years, and until a successor is appointed, except that initial appointments may be staggered with terms of three (3) years. A Committee member may be removed at any time by the appointing authority. Term limits for Committee members will be staggered to prevent significant turnover at any one time. There is no limit as to the number of terms that a Committee member may serve. Members will be compensated through a stipend and they may choose to waive.

Any member may, at any time, resign from the Committee upon written notice delivered to the Metro Board. Acceptance of any public office, the filing of intent to seek public office, including a filing under California Government Code Section 85200, or change of residence to outside the County shall constitute a Member's automatic resignation.

**Selection Panel Guideline
Measure M Independent Taxpayer Oversight Committee**

Independent Taxpayer Oversight Committee Selection

I. Solicitation/Outreach

Metro's Communications Department will be responsible for developing an outreach plan to solicit applicants for the Measure M Independent Taxpayer Oversight Committee which requires the following seven (7) areas of expertise:

- A. A retired federal or state judge.
- B. A professional from the field of municipal/public finance and/or budgeting with a minimum of ten (10) years of relevant experience.
- C. A transit professional with a minimum of ten (10) years of experience in senior-level decision making in transit operations and labor practices.
- D. A professional with a minimum of ten (10) years of experience in management and administration of financial policies, performance measurements, and reviews
- E. A professional with demonstrated experience of ten (10) years or more in the management of large-scale construction projects.
- F. A licensed architect or engineer with appropriate credentials in the field of transportation project design or construction and a minimum of ten (10) years of relevant experience.
- G. A regional association of businesses representative with at least ten (10) years of senior-level decision making experience in the private sector.

Management Audit Services will partner with Information Technology Services and Communications in the maintenance and update of the Independent Taxpayer Oversight Committee Webpage that links to the Measure M website. The Independent Taxpayer Oversight Committee Webpage will include the purpose, responsibilities, membership of the Committee including eligibility requirements as stipulated in the Ordinance, vacancies and recruitment information at a minimum. The website will also include links to the full Ordinance and online application; as well as a centralized email address for applicant inquiries. Inquiries on the application will be forwarded to the respective department or personnel and response time will be within three to five business days.

II. Application Process

Management Audit Services in partnership with various business units within Metro will develop the draft application questions for the Selection Panel's input and approval. Once approved, the questions will be converted to an online application. The online application and bulletin will be approved by the Selection Panel prior to posting on the Independent Taxpayer Oversight Committee Webpage which links to the Measure M website. The application will be open to the public for at least sixty (60) days to allow for adequate outreach.

III. Collection of Applications

Submitted application forms will be collected using the online application process approved by the Selection Panel. At the end of at least the 60 day period of online application process, a summary of applications received together with the completed

**Selection Panel Guideline
Measure M Independent Taxpayer Oversight Committee**

applications and associated attachments will be turned in to the Selection Panel within seven business days after the online application closes. The summary will include but will not be limited to:

1. Total applicants received including areas of expertise that they applied for,
2. Total applicants that meet the eligibility requirements per area of expertise applied for, and
3. Total applicants that did not meet the eligibility requirements per area of expertise applied for.

IV. Selection Panel's Review of Applications

The Selection Panel, which will consist of Metro's Board Chair, Vice Chair, and second Vice Chair or designees, will be responsible for reviewing applications received from eligible applicants and for screening the applicants. The Panel shall recommend potential candidates for the Independent Taxpayer Oversight Committee membership to the Metro Board for approval. The successful candidates will receive notification from the Selection Panel at least three weeks prior to Metro Board Meeting.

V. Board Approval

Once the Selection Panel recommends the final candidates, it will be added as an agenda item for the Metro Board Meeting. The recommended candidates for Independent Taxpayer Oversight Committee Membership shall be approved by the Metro Board by a simple majority.

VI. Term

Each member of the Independent Taxpayer Oversight Committee shall serve for a term of five (5) years, and until a successor is appointed, except that initial appointments may be staggered with terms of three (3) years. A Committee member may be removed at any time by the appointing authority. Term limits for Committee members will be staggered to prevent significant turnover at any one time. There is no limit as to the number of terms that a Committee member may serve.

Six (6) months prior to expiration of term, the Selection Panel will convene to determine if there is any need to replace any of the Committee members. The Selection Panel will also confirm whether the incumbent Committee members still wish to serve for additional term(s).

VII. Compensation

Members will be compensated through a stipend, the amount of which is approved by the Metro Board. Members may choose to waive stipend.

VIII. Resignation/Replacement of Committee Members

Any member may, at any time, resign from the Committee upon written notice delivered to the Metro Board. Acceptance of any public office, the filing of intent to seek public office,

**Selection Panel Guideline
Measure M Independent Taxpayer Oversight Committee**

including a filing under California Government Code Section 85200, or change of residence to outside Los Angeles County shall constitute a Member's automatic resignation.

The filling of membership vacancies, due to removals and reappointments will follow the above procedures in this Guideline.

IX. Committee Orientation

Management Audit Services will work with various departments to prepare an orientation handbook and presentation will conduct the orientation at least one month prior to the first scheduled Independent Taxpayer's Oversight Committee.

X. Establishment of Committee Officers and Bylaws

Subsequent to the orientation, the Independent Taxpayer's Oversight Committee may elect to develop their own bylaws including rules for the establishment of Committee Officers (e.g. Chair, Vice Chair, etc.) including a rotation schedule for these positions.



Jay C. Gandhi (Ret.)

Mediator | Arbitrator | Former U.S. Magistrate Judge

Experience

Jay C. Gandhi (Ret.) is a highly experienced mediator and arbitrator with a distinguished career spanning the federal judiciary, complex commercial litigation, and high-stakes dispute resolution. He is widely recognized for his ability to manage and resolve sophisticated matters involving significant financial exposure, institutional stakeholders, and complex legal issues.

Judge Gandhi has overseen and facilitated resolutions in major cases, including billion-dollar class-action settlements involving consumer finance, privacy, environmental, and commercial disputes. His work frequently involves intricate procedural challenges, large groups of stakeholders, and matters requiring careful coordination and strategic negotiation.

Prior to joining private dispute resolution practice, Judge Gandhi served for eight years as a United States Magistrate Judge for the Central District of California. In that role, he presided over a broad spectrum of complex civil litigation, including class actions, multidistrict litigation, intellectual property disputes, business torts, employment matters, and federal statutory claims. He was also deeply involved in the court's Alternative Dispute Resolution program, helping shape the effective use of mediation within the federal system.

Before his judicial appointment, Judge Gandhi spent twelve years as a litigation partner at Paul Hastings LLP, where he represented clients in high-profile commercial litigation in both federal and state courts. His practice included multidistrict litigation, large-scale business disputes, and matters involving substantial reputational and financial risk. His experience as a trial lawyer informs his practical, results-oriented approach to mediation and arbitration.

Judge Gandhi began his legal career clerking for a United States District Judge. He earned his law degree from the University of Southern California Gould School of Law, graduating with Order of the Coif honors.

In addition to his professional work, he has served in various civic and legal leadership roles, including as a settlement monitor in significant public-interest litigation and as an advisor in reform and oversight initiatives. His combined judicial, litigation, and neutral experience provides parties with a balanced, pragmatic perspective focused on resolution and efficiency.



Dan Freeman, PE

30-year Construction Executive | Design-build Project Leader | Structures and Claims Expert

Experience

A 30-year veteran of Caltrans District 7 where he served in multiple roles as a manager including Deputy Director of the Construction Division, as well as Deputy Director of the Maintenance Division. Mr. Freeman has both broad, high-level management experience, as well as specific hands-on project experience in the design, engineering, construction, operation, and maintenance of large-scale highway projects in Southern California. He excels in coordinating construction projects including preparing and maintaining project budgets and schedules and preparing monthly project reports; reviewing and making recommendations on contractor submittals; and interfacing with various agencies, departments, and consultants to coordinate planning and resolve problems. He has implemented effective claims management techniques from the start of projects through final closeout. He is also a former instructor for the Caltrans Resident Engineers Academy training session that Caltrans uses to train its Resident Engineers. He currently is Disputes Resolution Board Member for over 50 projects.

I-405 Design-Build Widening from I-605 to SR73, OCTA, Caltrans D12 Orange County, CA

Structures Segment Lead. Construction management oversight for Structure work on \$2B design-build project. Focus was to ensure that Caltrans requirements were met throughout the life of the project such that turn-over to Caltrans at end of project would not be an issue.

I-5 North Corridor Impact Mitigation Management, METRO, Los Angeles, CA

Construction Impact Mitigation Manager. Single focal point between Metro, Caltrans, and Local Agencies for the implementation of strategies to maintain traffic and reduce the construction related impacts of the \$1.2B I-5 North widening project. Working closely with cities and agencies to identify potential traffic mitigation projects, obtain funding for, and implement projects to minimize the impact of corridor construction activities to the adjacent communities.

I-405 HOV Widening Design-Build, Caltrans District 7, Los Angeles, CA

Deputy District Director. Project constructed a HOV lane on I-405 utilizing the design-build concept. Funded by the State and administered by METRO with Caltrans oversight, this ambitious high profile, billion-dollar project was the largest design-build project attempted in Los Angeles County. Oversaw conceptual development of both "Carmageddon" bridge demolition events on the I-405, including traffic control and coordination with various police, fire, and local agencies. Developed contingency plans, reviewed D-B's hourly resource loaded critical path method (CPM) schedule, and coordinated Caltrans and media staff with D-B's staff. Staffed the Emergency Operations Center.

Measure M Independent Taxpayer Oversight Committee – Recruitment

Kimberly Houston
Deputy Chief Auditor

September 17, 2026



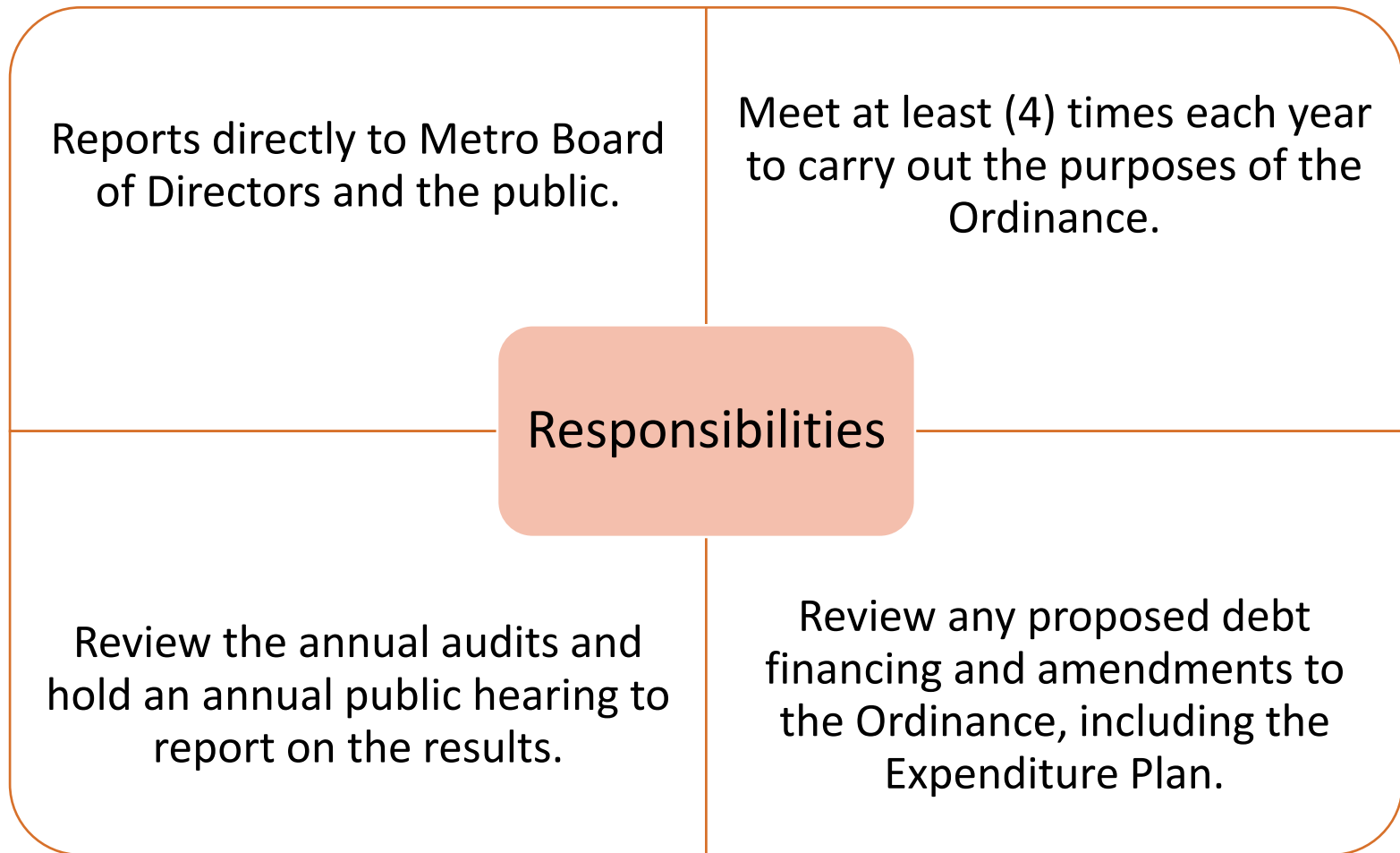
MANAGEMENT
AUDIT SERVICES



Committee Composition

	Area	Member	Start Date	Vacant Date
1.	Retired Federal / State Judge	Vacant		October 2020
2.	Municipal / Public Finance / Budget	J. Soto	July 2025	
3.	Transit (Operations and Labor Practices) Professional	M. Moore	July 2025	
4.	Financial Policies, Performance Measurements and Reviews	R. Campbell	June 2017	
5.	Management of Large-Scale Construction Projects	P. Rajmaira	October 2022	
6.	Licensed Architect or Engineer	V. Tanzmann	June 2017	Resignation pending new appointment
7.	Business Representative	L. Briskman	June 2017	

Committee Responsibilities



Recommended Applicants

Expertise A - Judge

Judge J. Gandhi

- Retired United States Magistrate Judge for the Central District of California
- Presided over complex civil litigation, including class actions, property disputes, business torts, employment matters, and federal statutory claims
- Currently mediator and arbitrator in a private dispute resolution practice

Expertise F – Licensed Architect/Engineer

D. Freeman

- Retired Caltrans Deputy Director
- 30+ years of high-level management experience
- Hands-on project experience in design, engineering, construction, operation, and maintenance of large-scale highway projects

Next Steps

- Conduct orientation sessions for new committee member(s).
- New member(s) attend first meeting in December 2026.

Thank you.