

# TRANSPLAN Committee Meeting

\*\*\**Special Meeting*\*\*\*

Wednesday, May 11, 2016 – 10:00 AM

Antioch City Hall –Council Chambers, Third & H Streets, Antioch 94509

We will provide reasonable accommodations for persons with disabilities to participate in TRANSPLAN meetings if they contact staff at least 48 hours before the meeting. Please contact Jamar Stamps at 925-674-7832 or jamar.stamps@dcd.cccounty.us

## AGENDA

*Items may be taken out of order based on the business of the day and preferences of the Committee.*

**1. OPEN** the meeting.

**2. ACCEPT** public comment on items not listed on agenda.

Action/Discussion Items (see attachments where noted [♦])

**3. Development of Draft Transportation Expenditure Plan (“TEP”):** *DISCUSS the Contra Costa Transportation Authority (“CCTA”) Draft Transportation Expenditure Plan (“TEP”) (April 29, 2016); provide comments and AUTHORIZE TRANSPLAN staff to transmit the Committee’s final comments to CCTA prior to the May 11, 2016 CCTA Planning Committee meeting. (Discussion/Action)*

**4. ADJOURN** to next meeting on Thursday, May 12, 2016 at 6:30 p.m. or other day/time as deemed appropriate by the Committee.

Doug Hardcastle, Chair  
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Mary N. Piepho, Vice-Chair  
Contra Costa County  
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# TRANSPLAN COMMITTEE

## EAST COUNTY TRANSPORTATION PLANNING

Antioch • Brentwood • Oakley • Pittsburg • Contra Costa County  
30 Muir Road, Martinez, CA 94553

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**TO:** TRANSPLAN Committee  
**FROM:** TRANSPLAN Technical Advisory Committee (“TAC”)  
**DATE:** May 11, 2016  
**SUBJECT: DRAFT Transportation Expenditure Plan (“TEP”)**

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### BACKGROUND

At its May 4, 2016 Authority Board TEP special meeting, the Contra Costa Transportation Authority (“CCTA” or “Authority”) Board discussed the April 29, 2016 version of the Draft TEP as well as comments from their consultant, Gray Bowen Scott (“GBS”), and the RTPCs. TRANSPLAN last discussed the April 29, 2016 version of the TEP on May 4, 2016. Changes in the April 29<sup>th</sup> version of the TEP as well as further recommendations by GBS included:

1. A proposed 30-year measure versus a 25-year measure. Going to a 30-year measure would create approximately \$534 million in additional funding countywide, which equates to about an additional \$151 million for East County;
2. Augmented funding for various fund categories;
3. Recommended changes to the language in the East County Corridor fund category; and
4. New recommendation for the Growth Management Program Compliance checklist for return-to-source funds for local streets and road maintenance.

TRANSPLAN discussed the aforementioned issues at the May 4, 2016 TRANSPLAN special meeting and forwarded comments to the Authority immediately afterward. The Authority received those comments in time for their special TEP meeting that evening. Below is a summary of the discussion from the May 4<sup>th</sup> Authority meeting as it pertains to East County:

1. Category 8, Improve Traffic Flow along SR-242/SR-4: Some CCTA Board members were not in support of TRANSPLAN’s fund allocation recommendation for this fund category in the proposed 30-year measure, which was presented as follows:
  - a. Reduce East County’s allocation from \$78 million to \$44 million.
  - b. Reallocate the remaining \$34 million within East County as follows:
    - i. \$20 million to Category 1a, Additional Local Street Maintenance and Improvements, and
    - ii. \$14 million to Category 16, Community Development Transportation Program.

Initially, Authority Board members expressed confusion about what exactly TRANSPLAN was requesting. To put things in perspective, the proposed 25-year TEP showed a \$30 million allocation from East County and \$40 million from Central County toward the SR-242/SR-4

Corridor. Without explanation this was changed in the proposed 30-year TEP to a \$78 million allocation from East County, and \$44 million from Central County.

Authority Board members also alluded to concessions made by other sub-regions for the benefit of East County’s priority projects in Measure J. The TRANSPLAN TAC agrees with Authority members’ opinion in that congestion on major freeways is a regional issue. However, for many years East County has been playing catch up on its transportation infrastructure. Although major improvements to SR-4 are nearing completion and the eBART extension is in construction, much more is left to be done.

The TRANSPLAN Committee’s recommendation (shown in sections 1.a. and 1.b. above) brings the total sum of TEP “projects” higher for East County than any other region in the County. Based on TRANSPLAN’s recommendation the “project” expenditures in TEP Categories 4 through 10 total \$231 million for East County, which is higher than any other sub-region (see table below).

<b>Total Proposed "Projects" (in millions \$)</b>				
<b>Fund Category</b>	<b>Central</b>	<b>S.West</b>	<b>West</b>	<b>East</b>
Cat. 4, eBART				\$70
Cat. 5, HCT I-80			\$55	
Cat. 6, I-80 IC			\$60	
Cat. 7, HCT I-680/SR-24	\$125	\$125		
Cat. 8, SR-242/SR-4	\$44			\$44
Cat. 9, I-680/SR-4 IC	\$60			
Cat. 10, ECC				\$117
<b>Total Projects</b>	<b>\$ 229</b>	<b>\$ 125</b>	<b>\$ 115</b>	<b>\$ 231</b>

It is also worth noting improvements made to SR-4 and the East County Corridors deliver benefits countywide. For example, in the AM peak hour SR-4 carries 2,800 vehicles in the reverse commute direction (east) through Pittsburg. Naturally, many of these vehicles would have to originate from other areas west of the TRANSPLAN sub-region.

2. Category 10, East County Corridors: CCTA’s consultant, GBS, recommended significant changes to the language in this fund category (see GBS April 29, 2016 memorandum, “Additional Issues and Recommendations”). “Tri-Link” (SR-239) which is an approximately \$1 billion multi-phase capital project with the primary phase being a new, full freeway extension from SR-4 to I-580/I-205. GBS stated the proposed language focuses on what citizens have expressed as a priority, which is the Byron Airport Connector (road extension/connection between Vasco Road and SR-4). GBS states the proposed changes do not preclude East County’s priority projects.

Several Authority Board members disagreed with GBS’s proposed language changes stating it removes flexibility from the fund category, that the purpose of the language changes are to assuage objections to SR-239 but those objections are not clear, and that the notion Tri-Link is growth inducing is false. Authority staff indicated that it would be prudent for East County and the Authority to consider their priorities.

3. Growth Management Program (“GMP”): GBS recommended additional disclosure items to the GMP Compliance Checklist that would identify if whether a jurisdiction has adopted an open space, agricultural preservation or other type of policy or ordinance. In their April 29<sup>th</sup> memorandum, GBS recommended the Authority consider making adoption of, specifically, a “Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors and a policy prohibiting development in designated ‘non-urban’ Priority Conservation Areas” a CMP Compliance Checklist requirement. TRANSPLAN has expressed opposition to this concept in the past. GBS’s May 6<sup>th</sup> memo contains proposed language for the GMP Compliance Checklist for this requirement.

## **RECOMMENDATION**

DISCUSS comments from the Contra Costa Transportation Authority (“CCTA”) regarding TRANSPLAN’s comments on the Initial Draft Transportation Expenditure Plan (“TEP”); provide direction to staff and AUTHORIZE TRANSPLAN Technical Advisory Committee (“TAC”) to transmit final comments to CCTA before Wednesday, May 11, 2016.

att: CCTA Staff Report, 5/11/16  
TRANSPLAN letter on Draft TEP, 5/4/16

## Contra Costa Transportation Authority **STAFF REPORT**

**Meeting Date:** May 11, 2016

<b>Subject</b>	<b>Development of a Potential Transportation Expenditure Plan (TEP) - Discussion of Preliminary Decisions Made at the Authority Board Special Meeting on May 4, 2016.</b>
<b>Summary of Issues</b>	At its Authority Board Special Meeting on May 4, 2016, the Authority discussed various elements of the Draft TEP, including the Introduction, Table of Expenditure Plan Allocations, and Detailed Description of Funding Categories. The attached staff report outlines the changes resulting from this discussion and provides a partial Draft TEP for the sections discussed. Staff seeks additional review and direction from the Authority to prepare a potential draft Final TEP for consideration at the Authority Board Special Meeting on May 18, 2016.
<b>Recommendations</b>	Staff recommends the Authority review the points discussed in this Staff Report and the attachments and provide additional direction to staff and the Gray-Bowen-Scott consulting team.
<b>Financial Implications</b>	The Draft TEP would, if approved by the voters, add \$2.9 billion in revenues over 30 years to improve the transportation system in Contra Costa.
<b>Options</b>	N/A
<b>Attachments (see attachments for Agenda Item 1.1)</b>	<p><b>A.</b> May 6, 2016 update of the DRAFT Transportation Sales Tax Expenditure Plan (TEP), Page 1-15 only (track changes shown)</p> <p><b>B.</b> May 6, 2016 update of the DRAFT Transportation Sales Tax Expenditure Plan (TEP), Page 1-15 only (clean version)</p>
<b>Changes from Committee</b>	N/A

The attachment to this staff provides the updated draft TEP for Introduction, Table of Expenditure Plan Allocations, and Detailed Description of Funding Categories. Staff

recommends the Authority review the points discussed in this Staff Report and the attachments and provide additional direction to staff and the Gray-Bowen-Scott consulting team.

Discussion of Changes:

Preface / Introduction (page 3) - wording changes

Table of Expenditure Plan Allocations (page 5) - added new Funding Category 11 - Bus Transit Enhancements for West Contra Costa County and revised funding Category 12 - Bus Transit and Other Non-Rail Transit Enhancements

Various funding categories. Remove "Advance Mitigation Program eligible project." Language to identify eligible projects will be added to the Advance Mitigation Program Policy.

Category 2. Major Streets / Complete Streets / Traffic Signal Synchronization Grant Program (page 6 and 7) - added language to require guidelines and clarify that the program is a competitive program within each sub-region.

Category 3. Bart Capacity, Access and Parking Improvements (pages 7 and 8) - revise language to remove advance train control, revise deadline for regional funding approach for BART cars, and add Maintenance of Effort (MOE) language.

Remove the word "physically" from Category 7. Improve Traffic Flow and Implement High Capacity Transit along the Interstate 680 and SR 24 Corridors in Central and Southwest Contra Costa County and from Category 8. Improve Traffic Flow along the SR 242 and SR 4 Corridors in Central and Eastern Contra Costa County.

Category 10. East County Corridors (Vasco Road and Byron Highway Corridors). Changes have not been made to the Draft TEP language. Staff will report on the outcome of discussions regarding this funding category with TRANSPLAN and stakeholder advocates.

Category 11 (New). Bus Transit Enhancement in West Contra Costa and Category 12 (formerly Category 11), Bus Transit and Other Non-Rail Transit Enhancements - split and revised to separate description for WCCTAC subregion.

Category 16. Pedestrian, Bicycle and Trail Facilities. Removed restriction for the use of funds for pre-construction activities. Revised amount dedicated to the East Bay Regional Park District from one-third of total funding to one-quarter.

Category 17. Community Development Transportation Program - revised language for clarity and to expand priority for matching funds.

Category 19. Transportation Planning, Facilities and Service - revised to 1.5% funding (formerly 1%)

Category 21. Administration - revised funding to 0.5% funding (formerly 1.0%)

DRAFT  
Transportation Sales Tax  
Expenditure Plan (TEP)

(~~April 29~~ May 6, 2016)

Page 1-15 only.

Sections of the TEP related to the Growth  
Management Program, Complete Streets  
Program, Advance Mitigation Program,  
Governing Structure and Implementing  
Guidelines not included

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# TEP Outline

- Preface / Introduction
- Executive summary (**to be completed at a later date**)
- The Contra Costa Transportation Sales Tax Expenditure Plan
  - Table of Expenditure Plan Allocations
  - Summary of Projects and Programs (**to be completed at a later date**)
  - Detailed Descriptions of Funding Categories
  - Growth Management Program
    - Attachment A - Principles of Agreement for Establishing the Urban Limit Line
  - Complete Streets Program
  - Advance Mitigation Program
  - Governing Structure
  - Implementing Guidelines

## Preface / Introduction

This is a county as unique and diverse as ~~it's~~its residents. Our communities stretch from the Richmond coastline to Discovery Bay, from Port Chicago to the San Ramon Valley, and from Mount Diablo to Crocket Hills. We are growing with the times while protecting the qualities that make Contra Costa County a wonderful place to call home. We need a transportation plan that reflects who we are now, but more importantly, where we are going.

Currently, our transportation needs significantly exceed available revenue. Over the next 30 years, our population will continue to grow and that population will have new and additional needs. A new countywide funding measure and plan is needed to keep Contra Costa County moving and to create the livable and sustainable communities that everyone deserves.

The Contra Costa Transportation Authority (Authority) is responsible for maintaining and improving the county's transportation system by planning, funding, and delivering critical transportation infrastructure projects and programs that connect our communities, foster a strong economy, increase sustainability, and safely and efficiently get people where they need to go. The Authority is also the county's designated Congestion Management Agency (CMA), responsible for putting programs in place

After extensive public engagement and analysis, the Authority has prepared a 30-year transportation plan that will promote a strong economy, protect the environment, and enhance the quality of life for all of Contra Costa's diverse communities. This new transportation plan will benefit every person and every part of the county.

This plan is transformative on every level. With a strong focus on technology and innovation, the plan will deliver a more efficient, cleaner and faster transportation system.

The new plan will significantly cut emissions through an emphasis on transit, electric and other non-gas oriented transportation networks. It includes provisions for driverless vehicles, bikes in every community, and connectivity among and with all modes of transportation.

The plan also sets forward clear policies that ensure that while we grow, we keep all growth within clear urban limit lines. This will allow the county to continue growing in a smart way, while protecting vital open space for parks and farmland. Furthermore, increased investments in bike and pedestrian paths and walkways bring access to the outdoors to every community.

Smooth, safe and complete streets for cars, trucks, buses, bikes and pedestrians will replace our ~~unsafe, deteriorating~~ rural roads. The extraordinary investment in direct funding to Contra Costa's communities for local street and road repair will greatly enhance our rural communities.

For our urban areas, the plan focuses on support for transit and transit-oriented mixed-use development. This includes an emphasis on bicycle and pedestrian opportunities,

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interconnectivity, transit, and technological advances to ensure our systems are efficient and work well together.

This plan will benefit the people who live in Contra Costa County by:

- Attracting more good jobs, which will reduce commute trips and congestion
- Actively managing the impacts of growth on our community so we support local businesses and preserve our environment
- Accommodating the needs of all transportation modes, while increasing the use of alternative transportation; and
- Enhancing transportation services for seniors and persons with disabilities

With this additional revenue and this new plan, the Authority will be able to invest wisely, procure outside matching funds, and maximize the benefits for all Contra Costa residents.

This plan was developed with two key documents as guidance – the Expenditure Plan Advisory Committee (EPAC) Vision, Goals and Objectives and the CCTA Principles for Development of a Transportation Expenditure Plan. Both documents are available for review at [www.CCTA.net](http://www.CCTA.net).

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# TABLE OF EXPENDITURE PLAN ALLOCATIONS

TABLE OF EXPENDITURE PLAN FUNDING ALLOCATIONS

No.	Funding Category	\$ millions	%	Distribution of Funding By Subregion			
				Central (a)	Southwest (b)	West (c)	East (d)
1	Local Streets Maintenance and Improvements	663.5	23.09%	192.0	147.5	145.6	178.4
1a	Add'l Local Streets Maintenance and Improvements	20.0	0.70%	20.0			
2	Major Streets and Complete Streets Project Grants	290.0	10.09%	108.4	46.4	56.6	78.6
3	BART Capacity, Access and Parking Improvements	300.0	10.44%	88.1	57.4	69.8	84.7
4	East Contra Costa Transit Extension	70.0	2.44%				70.0
5	High Capacity Transit Improvements along the I-80 Corridor in West County	55.0	1.91%			55.0	
6	I-80 Interchange Improvements at San Pablo Dam Road and Central Avenue	60.0	2.09%			60.0	
7	Improve traffic flow & implement high capacity transit in the I-680 corridor & SR 24	250.0	8.70%	125.0	125.0		
8	Improve traffic flow along the SR 242 & SR 4 Corridors in Central and Eastern County	122.0	4.25%	44.0			78.0
9	Interstate 680 and State Route 4 Interchange Improvements	60.0	2.09%	60.0			
10	East County Corridor (Vasco Rd and/or Byron Highway Corridors)	117.0	4.07%				117.0
11	Bus Transit Enhancements in West Contra Costa	110.6	3.85%			110.6	
12	Bus Transit and Other Non-Rail Transit Enhancements	184.4	6.42%	61.5	61.5		61.5
13	Transportation for Seniors and People with Disabilities	115.0	4.00%	30.8	19.3	28.2	36.8
14	Safe Transportation for Children	64.0	2.23%	8.7	20.0	26.1	9.1
15	Intercity Rail and Ferry Service	50.0	1.74%	8.0		35.0	7.0
16	Pedestrian, Bicycle and Trail Facilities	115.0	4.00%	28.3	30.3	26.4	29.9
17	Community Development Transportation Program	86.0	2.99%	25.3	16.4	20.0	24.3
18	Innovative Transportation Technology / Connected Communities Grant Program	65.0	2.26%	22.1	11.0	16.7	15.2
19	Transportation Planning, Facilities & Services	43.1	1.50%	12.6	8.2	10.0	12.2
20	Regional Transportation Priorities	18.7	0.65%	5.0	3.7	5.0	5.0
21	Administration	14.4	0.50%	4.2	2.75	3.35	4.05
	<b>TOTAL</b>	<b>2873.5</b>	<b>100.0%</b>	<b>843.9</b>	<b>549.6</b>	<b>668.3</b>	<b>811.7</b>
Population Based Share				<b>843.9</b>	<b>549.6</b>	<b>668.3</b>	<b>811.7</b>
Population Share (2030 Estimate) of Total				<b>29.37%</b>	<b>19.13%</b>	<b>23.26%</b>	<b>28.25%</b>

## Notes

- The Community Development Transportation Program is intended to be administered by the Authority in conjunction with the Authority's Transportation for Livable Communities Program (TLC) and leverage the approximately \$110 million for transportation projects or programs that promote housing (within established (or planned) transit supportive community), job creation and economic development
- There are four subregions within Contra Costa: Central, West, Southwest and East County each represented by a Regional Transportation Planning Commission (RTPC). Central County (TRANSPAC subregion) includes Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and the unincorporated portions of Central County. West County (WCCTAC subregion) includes El Cerrito, Hercules, Pinole, Richmond, San Pablo and the unincorporated portions of West County. Southwest County (SWAT subregion) includes Danville, Lafayette, Moraga, Orinda, San Ramon and the unincorporated portions of Southwest County. East County (TRANSPAN subregion) includes Antioch, Brentwood, Oakley, Pittsburg and the unincorporated portions of East County. The above projects and programs are necessary to address current and future transportation needs in Contra Costa. The proposed funding allocation represents "fair share" distribution based on proportional share of population in year 2030 by subregion.

## Detailed Descriptions of Funding Categories

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The Contra Costa Transportation Authority (Authority) is responsible for maintaining and improving the county's transportation system by planning, funding, and delivering critical transportation infrastructure projects and programs. The funding categories detailed below will provide needed improvements to connect our communities, foster a strong economy, increase sustainability, and safely and efficiently get people where they need to go.

### Funding Categories

**1. Local Streets Maintenance & Improvements ----- 23.1% (\$664m)**

This category is intended to fund maintenance and improvement projects on local streets and roads and may be used for any eligible transportation purposes as defined under the Act. The Authority will distribute 23.1 percent of the annual sales tax revenues to all local jurisdictions with a base allocation of \$100,000 for each jurisdiction, the balance will be distributed based 50 percent on relative population and 50 percent on road miles for each jurisdiction, subject to compliance with the Authority's reporting, audit and GMP requirements. Population figures used shall be the most current available from the State Department of Finance. Road mileage shall be from the most current information included in the Highway Performance Monitoring System (HPMS)

Funds shall be used by each jurisdiction to maintain and enhance existing roadway and other transportation facilities. Jurisdictions shall comply with the Authority's Maintenance of Effort (MOE) policy as well as Implementation Guidelines of this TEP. Local agencies will report on the use of these funds, such as the amount spent on roadway maintenance, bicycle and pedestrian facilities, transit facilities, and other roadway improvements.

**1.a – Additional Local Streets Maintenance & Improvements ---- \$20m**

An additional \$17m will be allocated to Central Contra Costa County jurisdictions based on the formula of 50 percent on relative population and 50 percent on road miles for each jurisdiction and subject to program requirements detailed above.

**2. Major Streets/ Complete Streets/ Traffic Signal Synchronization Grant Program ----- \$290m**

This category is intended to fund improvements to major thoroughfares throughout Contra Costa to improve the safe, efficient and reliable movement of buses, vehicles, bicyclists and pedestrians along said corridors (i.e. traffic smoothing). Eligible projects shall include a variety of components that meet the needs of all users and respond to the context of the facility. Projects may include but are not limited to installation of bike and pedestrian facilities, installation of "smart" parking management programs, separated bike lanes, synchronization of traffic signals and other technology solutions to manage traffic, traffic calming and pedestrian safety improvements, shoulders, sidewalks, curbs and gutters, streetscapes and bus transit

facility enhancements such as bus turnouts and passenger amenities. As an element of this program, the Authority will adopt a ‘traffic signal synchronization’ program and award grants for installation of ‘state of the art’ technology oriented at smoothing the flow of traffic along major arterial roadways throughout the county. Funding from this program will be prioritized to projects that improve access for all modes to job, commercial and transit, and whose design process included opportunity for public input from existing and potential users of the facility. Priority will be given to projects that can show a high percentage of “other funding” allocated to the project (i.e. – leverage). The Authority will adopt program guidelines that will include information regarding how to evaluate the range of possible project components. All projects will be selected through a competitive project selection process within each subregion with the Authority approving the final program of projects, allowing for a comprehensive countywide approach while recognizing subregional needs to achieve the overall program goal. All projects funded through this program must comply with the Authority’s Complete Streets Policy and include complete street elements whenever possible. 20% of the program funding will be allocated to four Complete Streets demonstration projects within five years of the Measure’s passage, one in each subregion, recommended by the relevant RTPC and approved by Authority, to demonstrate the successful implementation of Complete Streets projects. Demonstration projects will be required to strongly pursue the use of separated bike lane facilities in demonstration project program. The purpose of these demonstration projects is to create examples of successful complete street projects in multiple situations throughout the county. ~~Advanced Mitigation Program eligible project.~~

**3. BART Capacity, Access and Parking Improvements ---- \$300m**

This category is intended to provide funding to increase the capacity and ridership of public transit on the BART corridors and for BART station, access and parking improvements in Contra Costa County. Funds in this category are ~~primarily~~ intended to be allocated by the Authority for the acquisition of new BART cars ~~and associated advanced train control systems that can be shown to increase capacity and ridership on BART lines serving Contra Costa,~~ provided that: 1) BART agrees to fund a minimum of \$100 million in BART station, access and parking improvements in Contra Costa County from other BART revenues, and 2) a regional approach, that includes commitments of equal funding shares from both Alameda and San Francisco counties and additional regional funding from the Metropolitan Transportation Commission, is developed and approved no later than December 31, ~~2026~~2021-If an agreement is not approved by December 31, 2021, BART may request and the Authority may approve extending this deadline to no later than December 31, 2026.

BART station, access and parking improvements may include station capacity, safety and operational improvements; infrastructure improvements that facilitate Transit Oriented Development at or near BART stations; additional on or off site parking; last mile shuttle or shared vehicles that provide alternatives to driving single-occupant vehicles to BART stations; and bicycle/ pedestrian facilities that provide access to BART stations.~~The use of these funds for other than new BART cars and~~

~~associated advanced train control systems will not be considered unless After the time limitations have been exceeded, or if before that date BART informs the Authority it is no longer pursuing the additional BART cars, the Authority may allocate all remaining and associated advanced train control systems project or after December 31, 2026, whichever occurs earlier. BART station, access and parking improvements may include station capacity, safety and operational improvements; infrastructure improvements that facilitate Transit Oriented Development at or near BART stations; additional on or off site parking; last mile shuttle or shared vehicles that provide alternatives to driving single occupant vehicles to BART stations; and bicycle/ pedestrian facilities that provide access to BART stations. Funds fundsnot used for BART cars or associated advance train controls, or for BART station, access and parking improvements or may be used for alternate public transit services that access BART.~~

Prior to the allocation of funds to BART, the Authority shall make a finding that BART has continued with its maintenance of effort in the use of farebox revenues for capital project improvements that benefit Contra Costa County.

4. **East Contra Costa Transit Extension (BART or alternative) ---- \$70m**  
This category is intended to provide funding to extend high capacity transit service easterly from the Hillcrest BART Station in Antioch through Oakley to a new transit station in Brentwood. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for this project. Funds from this category may be used to complete an interim transit station in Brentwood. ~~Advance Mitigation Program eligible project.~~
5. **High Capacity Transit Improvements along the I-80 Corridor in West Contra Costa County ---- \$55m**  
This category is intended to fund projects / programs for high capacity transit improvements along the I-80 corridor. Final determination on the scope of the improvements to be constructed will be based on the final recommendations in the West County High Capacity Transit Study and in consultation with the subregion. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for this project. ~~Advance Mitigation Program eligible project.~~
6. **Interstate 80 Interchange Improvements at San Pablo Dam Road and Central Avenue ---- \$60m**  
This category is intended to fund improvements of the I-80 interchanges at San Pablo Dam Road, Central Avenue, and other locations along I-80 in consultation with the subregion. The improvements of the interchanges are a priority to gain corridor traffic flow improvements. ~~Advance Mitigation Program eligible project.~~

7. **Improve traffic flow and implement high capacity transit along the Interstate 680 and State Route 24 corridors in Central and Southwest Contra Costa County ---- \$250m**

This category is intended to fund an I-680 corridor express lane and operational improvement project to facilitate carpools and increase transit use in the corridors as an alternative to single occupant vehicle travel. Funding may also be used to implement high capacity transit improvements in the corridor (including those identified in the I-680 Transit Investment and Congestion Relief Options and other relevant studies). Funding may also be used to complete improvements to the mainline freeway and/or local interchanges along I-680 and SR 24 as may be required to implement express lane and/or transit projects as well as advanced traffic management programs and/or other projects or programs that encourage the use of connected vehicle and/or autonomous vehicles in the corridor provided that the project sponsor can show that they reduce congestion, increase mobility and provide alternatives to single occupant vehicle travel. Selection of final projects to be based on a performance analysis of project alternatives consistent with Authority requirements. Projects funded from this category must be physically on or near the I-680 or the SR 24 corridors. Of the funds assigned to this category in Southwest County, \$20 million will be eligible for interchange improvements on the SR 24. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for this project. ~~Advance Mitigation Program eligible project.~~

8. **Improve traffic flow along the SR 242 and SR 4 Corridors in Central and Eastern Contra Costa County ---- \$122m**

This category is intended to provide funding to improve traffic flow and reduce congestion between Concord and Brentwood along State Route 242 and State Route 4 to reduce congestion, increase mobility and provide alternatives to single occupant vehicle travel. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for this project. Advanced traffic management programs and/or other projects or programs that encourage the use of connected vehicle and/or autonomous vehicles in the corridor are eligible for funding from this category provided that the project sponsor can demonstrate that they reduce congestion, increase mobility and provide alternatives to single occupant vehicle travel. Projects funded from this category must be physically on or near the SR 242 or SR 4 corridors. Selection of final project to be based on a performance analysis of project alternatives consistent with Authority requirements. ~~Advance Mitigation Program eligible project.~~

9. **Interstate 680 / State Route 4 Interchange ---- \$60m**

This category is intended to fund an Interstate 680/ State Route 4 interchange improvement project as necessary to improve traffic flow and enhance traffic safety along both the I-680 and SR 4 corridors. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for this project. Authority shall prioritize local funding commitments to this project in such a way as to encourage carpools and vanpools, public transit usage and other alternatives to the single occupant vehicle. ~~Advance Mitigation Program eligible project.~~



**10. East County Corridor (Vasco Rd and/or Byron Highway Corridors) ----- \$117m**

This category is intended to provide funding to complete safety improvements to Vasco Road and safety and / or capacity improvements to the Byron Highway (Tri-Link) Corridors oriented at providing better connectivity between eastern Contra Costa and the Interstate 205/580 corridors in Alameda and San Joaquin counties. For the Byron Highway (TriLink) corridor, the Authority shall prioritize funding for the design and construction of a new 2-lane limited access Byron Highway / Vasco Road connector south of Camino Diablo Road improving access to the Bryon Airport, and other improvements to the Byron Highway that increase safety and facilitate an improved goods movement network for East Contra Costa County. For the Vasco Road corridor, the Authority shall prioritize funding for safety improvements and other improvements oriented at high-capacity transit or high occupancy carpools. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for these projects.

Prior to the use of any local sales tax funds to implement capacity improvements to either or both of these corridors, the Authority must find that the project includes measures to prevent growth outside of the Urban Limit Lines (ULL). Such measures might include, but are not necessarily be limited to, limits on roadway access in areas outside the ULL, purchase of abutters' rights of access, preservation of critical habitat and/or the permanent protection / acquisition of agricultural and open space. With the exception of the new connection between Vasco Road, the Byron Airport and the Byron Highway, funding from this category is not intended to be used for the construction of new roadways on new alignments. The Authority will work with Alameda and/or San Joaquin Counties to address project impacts in those jurisdictions.

~~Advance Mitigation Program eligible project.~~

**11. ~~Bus Transit and Other Non-Rail Transit Enhancements in West Contra Costa --~~ 10.33.9% (\$295m111m)**

This category is intended to provide funding to existing bus transit operators in west Contra Costa and for future non-rail transit service alternatives. Funding is to provide for bus transit operations to increase or maintain ridership, including incentivizing transit use by offsetting fares, and improve the frequency and capacity of high demand routes connecting housing with job, commercial, retail, transit, and medical centers. ~~In addition, funding can be used to support other non-rail transit services/projects that can demonstrate innovative approaches to maximizing the movement of people efficiently and in a manner that reduces VMT and GHG.~~

Funding will be allocated by the Authority in west Contra Costa throughout the County based on input from ~~the each~~ Regional Transportation Planning Committee in that subregion and on performance criteria established by the Authority in consultation with local and regional bus transit operators, ~~providers of alternate non-rail transportation,~~ and stakeholders. ~~Funding allocations will be reviewed on a regular basis. Said performance criteria shall require a finding that any proposed new or enhanced services demonstrate the ability to improve regional and/or local mobility for Contra Costa residents. Funds~~

~~Funding is intended for operating expenses but~~ may be used for transit capital projects ~~or to operate service improvements~~ identified in the adopted plans of an operator or of the Authority.

~~Services funded in this program will be reviewed in accordance with implementing guidelines described in this expenditure plan. Guidelines will be established so that revenues will fund service enhancements in Contra Costa.~~ The guidelines may require provisions, such as: operational efficiencies ~~through requiring greater~~ coordination, promoting and developing a seamless service; increasing service frequencies on appropriate routes; and ~~specified defining~~ performance criteria and reporting requirements. ~~Services funded in this program will be reviewed in accordance with implementing guidelines described in this expenditure plan.~~

## **12. Bus Transit and Other Non-Rail Transit Enhancements ---- 6.4% (\$184m)**

This category is intended to provide funding to existing bus transit operators and for future non-rail transit service alternatives (in central, east and southwest subregions of Contra Costa). Funding is to provide for bus transit operations to increase or maintain ridership, including incentivizing transit use by offsetting fares, and improve the frequency and capacity of high demand routes connecting housing with job, commercial, retail, transit, and medical centers. In addition, funding can be used to support other non-rail transit services/projects that can demonstrate innovative approaches to maximizing the movement of people efficiently and in a manner that reduces VMT and GHG.

Funding will be allocated by the Authority throughout the County (in Central, East and Southwest Contra Costa) based on input from each Regional Transportation Planning Committee and on performance criteria established by the Authority in consultation with local and regional bus transit operators, providers of alternate non-rail transportation, and stakeholders. ~~Funding allocations will be reviewed on a regular basis.~~ Said performance criteria shall require a finding that any proposed new or enhanced services demonstrate the ability to improve regional and/or local mobility for Contra Costa residents. Funds may be used for transit capital projects or to operate service improvements identified in the adopted plans of an operator or of the Authority.

~~Services funded in this program will be reviewed in accordance with implementing guidelines described in this expenditure plan. Guidelines will be established so that revenues will fund service enhancements in Contra Costa.~~ The guidelines may require provisions, such as: operational efficiencies ~~through requiring greater~~ coordination, promoting and developing a seamless service; increasing service frequencies on appropriate routes; and ~~specified defining~~ performance criteria and reporting requirements. ~~Funding from this category will not be eligible for projects and programs in the west county subregion.~~ ~~Services funded in this program will be reviewed in accordance with implementing guidelines described in this expenditure plan.~~

**12.13. Transportation for Seniors & People With Disabilities ----- 4.0% (\$115m)**

Funding in this category is to support mobility opportunities for seniors and people with disabilities who, due to age or disability, cannot drive or take other transit options.

To ensure services are delivered in a coordinated system that maximizes both service delivery and efficiency an Accessible Transportation Service (ATS) Strategic Plan will be developed and periodically updated during the term of the measure. No funding under this category will be allocated until the ATS Strategic Plan has been developed and adopted. An overarching component in the development and delivery of the ATS Strategic Plan is using mobility management to ensure coordination and efficiencies in accessible service delivery. The plan will evaluate the appropriate model for our local structure including how accessible services are delivered by all agencies and where appropriate coordination can improve transportation services, eliminate gaps in service and find efficiencies in the service delivered. The ATS Strategic Plan would also determine the investments and oversight of the program funding and identify timing, projects, service delivery options, administrative structure, and fund leverage opportunities.

The ATS Strategic Plan will be developed by the Authority with participation from direct users of service, stakeholders representing seniors and people with disabilities with mobility barriers, and publicly operated paratransit service providers. Public operators in Contra Costa must participate in the ATS planning process to be eligible to receive funding in this category. The ATS Strategic Plan must be adopted within 12 months of the passage of this Measure. The development of the ATS Strategic Plan will not affect the allocation of funds to current operators as prescribed in the existing Measure J Expenditure Plan.

**13.14. Safe Transportation for Children ----- 2.2% (\$64m)**

This category is to provide funds to programs and projects that promote safe transportation options for children to access schools or after school programs. Eligible projects include but are not limited to reduced fare transit passes and transit incentive programs, school bus programs, and projects for pedestrian and bicycle safety that provide school-related access.

Authority will allocate funds and will establish guidelines (in cooperation with project sponsors) to define priorities and maximize effectiveness. The guidelines may require provisions such as parent contributions; operational efficiencies; specific performance criteria and reporting requirements.

**14.15. Intercity Rail/ Ferries ---- \$50m**

This category is intended to provide funding to construct station and/or track improvements to the Capitol Corridor and/or the San Joaquin corridors as well as to implement new or improved ferry services (including both capital and operations) in Richmond, Hercules, Martinez and/or Antioch. Projects that increase ridership using

existing capacity by incentives including offsetting fares or other methodologies may also be considered. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for this project. Any projects funded in this category will be evaluated by the Authority and demonstrate progress toward the Authority's goals of reducing VMT and greenhouse gas reductions. Selection of final projects to be based on a performance analysis of project alternatives consistent with Authority requirements. Sponsors of projects requesting funding from this category will be required to demonstrate to the Authority that sufficient funding is available to operate the proposed project and/or service over a long period of time.

**15.16. Pedestrian, Bicycle and Trail Facilities ---- 4.0% (\$115m)**

Two-thirds of the funds from this program are to be used to implement projects in the Countywide Bicycle and Pedestrian Plan, consistent with the current Measure J program. These funds are to be allocated competitively to projects that improve safety for pedestrians and bicyclists, serve the greatest number of users and significant destinations, and remove missing segments and existing barriers to walking and bicycling. The review process shall also consider project feasibility and readiness and the differing needs of the sub-regions when identifying projects for funding. Funding available through this program is to be primarily used for the construction, maintenance, and safety or other improvements of bicycle, pedestrian and trail projects. ~~Design, project approval, right of way purchase and environmental clearance may not be funded as part of a construction project.~~ Planning to identify a preferred alignment for major new bicycle, pedestrian or trail connections may also be funded through this program.

One ~~third~~ quarter of the funds are to be allocated to the East Bay Regional Park District (EBRPD) for the development and rehabilitation of paved regional trails. EBRPD is to spend its allocation proportionally in each sub-region, subject to the review and approval of the applicable sub-regional committee, prior to funding allocation by the Authority. The Authority in conjunction with EBRPD will develop a maintenance-of-effort requirement for funds under this component of the funding category.

Consistent with the Countywide Bicycle and Pedestrian Plan and the complete streets policy established in this expenditure plan, project sponsors receiving funding through other funding categories in this Plan shall incorporate, whenever possible, pedestrian, bicycle, and trail facilities into their projects.

**16-17. Community Development Transportation Program----- 3.0% (\$86m)**

This category is intended to provide funding to implement a new Community Development Transportation Program (CDTP) to be administered by the Authority in conjunction with the Authority's Transportation for Livable Communities Program (TLC) with projects identified by the Authority's Regional Transportation Planning Committees (RTPC's). Funds will be allocated by the Authority on a competitive basis to transportation projects or programs that promote ~~economic development, job creation and/or~~ housing within planned or established (or planned) centers that are supported by transit, or that support economic development and job creation in Contra Costa County, supportive community centers. Project sponsors must demonstrate that at least 20% of the project is funded from other than local transportation sales tax revenue. Additional priority will be given to projects where the sponsor can demonstrate that the project supports and facilitates development of jobs or housing for all income levels and for additional matching funds, including proposals to secure grants for the Affordable Housing Sustainable Communities Program (AHSC) administered by the State's Strategic Growth Council (SCG) and/or other similar programs. Working with the RTPCs, the Authority will prepare guidelines and establish overall criteria for the program with the intent of complementing and administering the program in conjunction with the Authority's Measure J TLC program no later than December 31, 2017.

**17-18. Innovative Transportation Technology / Connected Communities Program ----- 2.3% (\$65m)**

This category is intended to provide funding for the planning and development of projects and programs that include innovative solutions intended to (a) develop and demonstrate transportation innovation through real-world applications, (b) reduce GHG emissions, and (c) implement connected transportation solutions and integrate this approach with other community services such as public safety, public services, water, communications and energy to promote economic development and jobs opportunities by increasing government efficiency and reducing consumption. Examples of eligible projects include but are not limited to expanding opportunities for zero emission vehicle charging; smart rideshare, carshare and bikeshare services; on-demand and personal transit services that compliment traditional fixed-route transit; smart and automated parking; intelligent, sensor-based infrastructure; smart payment systems; and data sharing to improve mobility choices for all users. Projects are intended to promote connectivity between all users of the transportation network (cars, pedestrians, bikes, buses, trucks, etc.) and automation technologies that collectively facilitate the transformation toward connected communities. Funding is intended to match State, federal, or regional grants and private-sector investment to achieve maximum benefits. By investing in these solutions Contra Costa County can become a national model in sustainable, technology-enabled transportation.

A minimum of twenty-five percent is to be allocated to each sub-program (a, b and c above) over the life of the measure. The Authority will prepare guidelines and establish overall criteria for the Innovative Transportation Technology / Connected Communities

Program and provide technical resources to project sponsors. The RTPC's will submit programs/projects for the Authority to consider allocating funds to on a competitive basis for each of the sub-programs. Project sponsors must demonstrate that the programs provide highly efficient services that are cost effective, integrated and responsive to the needs of the community.

~~As technology continues to impact how people live and travel in Contra Costa County, the Authority will also use this funding to study the impact that technology, as it relates to transportation, might have on future job sectors in Contra Costa County and consider fields that may benefit or that potential mitigations may be considered for in the future. This plan will be developed by the Authority with participation from transportation sector stakeholders representing agencies that contract for and deliver transportation projects and services, local business organizations that provide contracted services and labor organizations. The plan will be adopted within 18 months of the passage of this Measure.~~

**18-19. Transportation Planning, Facilities and Services ---- 1.50% (\$29m43m)**

This category is intended to provide funding to implement the countywide GMP, prepare the countywide transportation plan; and support the programming and monitoring of federal and state funds, as well as the Authority's Congestion Management Agency functions.

**19-20. Regional Transportation Priorities ---- \$19m**

This category is intended to fund any project or program identified in the Expenditure Plan or eligible under the provisions of the Act, including activities that promote alternatives to travel in single occupant vehicles. Program and project recommendations shall be made by each subregion for consideration and funding by the Authority.

**20-21. Administration ---- 1.00.5% (\$29m14m)**

This category is intended to fund administration of new measures.

# The Growth Management Program

## Goals and Objectives

The overall goal of the Growth Management Program is to preserve and enhance the quality of life and promote a healthy, strong economy to benefit the people and areas of Contra Costa through a cooperative, multi-jurisdictional process for managing growth, while maintaining local authority over land use decisions.<sup>1</sup>

The objectives of the Growth Management Program are to:

- Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.
- Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies.
- Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.
- Support infill and redevelopment in existing urban and brownfield areas.

## Components

To receive its share of Local Transportation Maintenance and Improvement funds and to be eligible for Contra Costa Transportation for Livable Communities funds, each jurisdiction must:

### 1. **Adopt a Growth Management Element**

Each jurisdiction must adopt, or maintain in place, a Growth Management Element as part of its General Plan that outlines the jurisdiction's goals and policies for managing growth and requirements for achieving those goals. The Growth Management Element must show how the jurisdiction will comply with sections 2–7 below. The Authority will refine its model Growth Management Element and administrative procedures in consultation with the Regional Transportation Planning Committees to reflect the revised Growth Management Program.

Each jurisdiction is encouraged to incorporate other standards and procedures into its Growth Management Element to support the objectives and required components of this Growth Management Program.

<sup>1</sup> The Authority will, to the extent possible, attempt to harmonize the Growth Management and the State-mandated Congestion Management Programs. To the extent they conflict, Congestion Management Program Activities shall take precedence over Growth Management activities.

## **2. Adopt a Development Mitigation Program**

Each jurisdiction must adopt, or maintain in place, a development mitigation program to ensure that new growth is paying its share of the costs associated with that growth. This program shall consist of both a local program to mitigate impacts on local streets and other facilities and a regional program to fund regional and subregional transportation projects, consistent with the Countywide Comprehensive Transportation Plan.

The jurisdiction's local development mitigation program shall ensure that revenue provided from this measure shall not be used to replace private developer funding that has or would have been committed to any project.

The regional development mitigation program shall establish fees, exactions, assessments or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development. Regional mitigation programs may adjust such fees, exactions, assessments or other mitigation measures when developments are within walking distance of frequent transit service or are part of a mixed-use development of sufficient density and with necessary facilities to support greater levels of walking and bicycling. Each Regional Transportation Planning Committee shall develop the regional development mitigation program for its region, taking account of planned and forecast growth and the Multimodal Transportation Service Objectives and actions to achieve them established in the Action Plans for Routes of Regional Significance. Regional Transportation Planning Committees may use existing regional mitigation programs, if consistent with this section, to comply with the Growth Management Program.

## **3. Address Housing Options**

Each jurisdiction shall demonstrate reasonable progress in providing housing opportunities for all income levels as part of a report on the implementation of the actions outlined in its adopted Housing Element. The report will demonstrate progress by:

- a. Comparing the number of housing units approved, constructed or occupied within the jurisdiction over the preceding five years with the number of units needed on average each year to meet the housing objectives established in the jurisdiction's Housing Element; or
- b. Illustrating how the jurisdiction has adequately planned to meet the existing and projected housing needs through the adoption of land use plans and regulatory systems which provide opportunities for, and do not unduly constrain, housing development; or
- c. Illustrating how a jurisdiction's General Plan and zoning regulations facilitate the improvement and development of sufficient housing to meet those objectives.

In addition, each jurisdiction shall consider the impacts that its land use and development policies have on the local, regional and countywide transportation system, including the level of transportation capacity that can reasonably be provided, and shall incorporate policies and standards into its development approval process that support transit, bicycle



and pedestrian access in new developments.

#### **4. Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process.**

Each jurisdiction shall participate in an ongoing process with other jurisdictions and agencies, the Regional Transportation Planning Committees and the Authority to create a balanced, safe and efficient transportation system and to manage the impacts of growth. Jurisdictions shall work with the Regional Transportation Planning Committees to:

- a. Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives.
- b. Apply the Authority's travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.
- c. Create the development mitigation programs outlined in section 2 above.
- d. Help develop other plans, programs and studies to address other transportation and growth management issues.

In consultation with the Regional Transportation Planning Committees, each jurisdiction will use the travel demand model to evaluate changes to local General Plans and the impacts of major development projects for their effects on the local and regional transportation system and the ability to achieve the Multimodal Transportation Service Objectives established in the Action Plans.

Jurisdictions shall also participate in the Authority's ongoing countywide comprehensive transportation planning process. As part of this process, the Authority shall support countywide and subregional planning efforts, including the Action Plans for Routes of Regional Significance, and shall maintain a travel demand model. Jurisdictions shall help maintain the Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within the jurisdiction.

#### **5. Continuously Comply with an Urban Limit Line (ULL)**

In order to be found in compliance with this element of the Authority's Growth Management Program, all jurisdictions must continually comply with an applicable voter approved Urban Limit Line (ULL). Said ULL may either be the Contra Costa County voter approved ULL (County ULL) or a locally initiated, voter approved ULL (LV-ULL).

Additional information and detailed compliance requirements for the ULL are fully defined in the ULL Compliance Requirements, which are incorporated herein as Attachment A.

Any of the following actions by a local jurisdiction will constitute non-compliance with the Growth Management Program:

1. The submittal of an annexation request to LAFCO for lands outside of a jurisdiction's applicable ULL.
2. Failure to conform to the Authority's ULL Compliance Requirements (Attachment A).

## **6. Develop a Five-Year Capital Improvement Program**

Each jurisdiction shall prepare and maintain a capital improvement program that outlines the capital projects needed to implement the goals and policies of the jurisdiction's General Plan for at least the following five-year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements. The jurisdiction shall forward the transportation component of its capital improvement program to the Authority for incorporation into the Authority's database of transportation projects.

## **7. Adopt a Transportation Systems Management (TSM) Ordinance or Resolution**

To promote carpools, vanpools and park and ride lots, each jurisdiction shall adopt a local ordinance or resolution that conforms to the model Transportation Systems Management Ordinance that the Transportation Authority has drafted and adopted. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of a TSM ordinance or resolution.

## **Allocation of Funds**

Portions of the monies received from the retail transaction and use tax will be returned to the local jurisdictions (the cities and the county) for use on local, subregional and/or regional transportation improvements and maintenance projects. Receipt of all such funds requires compliance with the Growth Management Program as described below. The funds are to be distributed on a formula based on population and road miles.

Each jurisdiction shall demonstrate its compliance with all of the components of the Growth Management Program in a completed compliance checklist. The Growth Management Program compliance checklist will include the disclosure of whether or not a jurisdiction has an adopted: Hillside Development Ordinance, Ridgeline Protection Ordinance, Open Space System with Ridgelines defined, protections for wildlife corridors, a plan to conserve buffers around open space and agriculture, prohibitions on the culverting of 'blue-line creeks' for anything other than road crossings and prohibitions on development in designated 'non-urban Priority Conservation Areas. The jurisdiction shall submit, and the Authority shall review and make findings regarding the jurisdiction's compliance with the requirements of the Growth Management Program, consistent with the Authority's adopted policies and procedures.

If the Authority determines that the jurisdiction complies with the requirements of the Growth Management Program, it shall allocate to the jurisdiction its share of Local Street Maintenance and Improvement funding (No. 1). Jurisdictions may use funds allocated under this provision to comply with these administrative requirements.

If the Authority determines that the jurisdiction does not comply with the requirements of the Growth Management Program, the Authority shall withhold those funds and also make a finding that the jurisdiction shall not be eligible to receive Community Development Transportation Program funds (No. 16) until the Authority determines the jurisdiction has achieved compliance. The Authority's findings of noncompliance may set deadlines and conditions for achieving compliance.

Withholding of funds, reinstatement of compliance, reallocation of funds and treatment of unallocated funds shall be as established in adopted Authority's policies and procedures.

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# Attachment A

## Urban Limit Line (ULL) Definitions and Compliance Requirements

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Definitions - the following definitions apply to the GMP ULL requirement:

1. **Urban Limit Line (ULL):** An urban limit line, urban growth boundary, or other equivalent physical boundary judged by the Authority to clearly identify the physical limits of the local jurisdiction's future urban development.
2. **Local Jurisdictions:** Includes Contra Costa County, the 19 cities and towns within Contra Costa, plus any newly incorporated cities or towns established after April 1, 2017.
3. **County ULL:** A ULL placed on the ballot by the Contra Costa County Board of Supervisors, approved by voters at a countywide election, and in effect through the applicable GMP compliance period. The current County ULL was established by Measure L approved by voters in 2006.

The following local jurisdictions have adopted the County ULL as its applicable ULL:

City of Brentwood  
City of Clayton  
City of Concord  
Town of Danville  
City of El Cerrito  
City of Hercules  
City of Lafayette  
City of Martinez

Town of Moraga  
City of Oakley  
City of Orinda  
City of Pinole  
City of Pleasant Hill  
City of Richmond  
City of San Pablo  
City of Walnut Creek

4. **Local Voter ULL (LV-ULL):** A ULL or equivalent measure placed on the local jurisdiction ballot, approved by the jurisdiction's voters, and recognized by action of the local jurisdiction's legislative body as its applicable, voter-approved ULL. The LV-ULL will be used as of its effective date to meet the Authority's GMP ULL requirement and must be in effect through the applicable GMP compliance period.

The following local jurisdictions have adopted a LV-ULL:

City of Antioch  
City of Pittsburg

City of San Ramon

5. **Minor Adjustments:** An adjustment to the ULL of 30 acres or less.
6. **Other Adjustments:** Other adjustments that address issues of unconstitutional takings, and conformance to state and federal law.

### Revisions to the ULL

1. A local jurisdiction which has adopted the County ULL as its applicable ULL may revise its ULL with local voter approval at any time during the term of the Authority's GMP by adopting a LV-ULL in accordance with the requirements outlined for a LV-ULL contained in the definitions section.
2. A local jurisdiction may revise its LV-ULL with local voter approval at any time during the term of the Authority's GMP if the resultant ULL meets the requirements outlined for a LV-ULL contained in the definitions section.
3. If voters, through a countywide ballot measure, approve a revision to the County ULL, the legislative body of each local jurisdiction relying on the County ULL shall:
  - a. Accept and approve its existing ULL to continue as its applicable ULL, or
  - b. Accept and approve the revised County ULL as its applicable ULL, or
  - c. Adopt a LV-ULL in accordance with the requirements outlined for a LV-ULL contained in the definitions section.
4. Local jurisdictions may, without voter approval, enact a Minor Adjustments to their applicable ULL subject to a vote of at least 4/5 of the jurisdiction's legislative body and the following requirements:
  - a. Minor adjustment may include one or several parts that in total shall not exceed 30 acres;
  - b. Adoption of at least one of the findings listed in the County's Measure L (§82-1.018 of County Ordinances 2006-06 § 3, 91-1 § 2, 90-66 § 4);
  - c. The Minor Adjustment is not contiguous to one or more non-voter approved Minor Adjustments that in total exceed 30 acres;
  - d. The Minor Adjustment does not create a pocket of land outside the existing urban limit line, specifically to avoid the possibility of a jurisdiction wanting to fill in those subsequently through separate adjustments;
  - ~~e. If the local jurisdiction is a City or a Town, then that City or Town shall not have approved another Minor Adjustment without voter approval in the previous 5 years. If the local jurisdiction is the County, then the County shall not approve more than 3 Minor Adjustments in any 5 year period and no more than 1 per subregion of the County.~~
  - e. Any jurisdiction that approves a minor adjustment to its applicable ULL that impacts designated agricultural lands is required to have an adopted Agricultural Protection Ordinance or must demonstrate how the loss of the designated agricultural lands will be mitigated by permanently protecting farmland.

5. A local jurisdiction may revise its LV-ULL, and the County may revise the County ULL, to address issues of unconstitutional takings or conformance to State or federal law, if the revision does not exceed 30 acres and the revision is approved by at least 4/5 of the members of the legislative body.

### **Conditions of Compliance**

1. Submittal of an annexation request of greater than 30 acres by a local jurisdiction to LAFCO outside of a voter-approved ULL will constitute non-compliance with the GMP.
2. For each jurisdiction, an applicable ULL shall be in place through each GMP compliance reporting period in order for the local jurisdiction to be found in compliance with the GMP requirements.
3. These conditions shall replace the conditions regarding the ULL outlined in Measure J.

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# Complete Streets Policy

## Vision

This Plan envisions a transportation system in which each component provides safe, comfortable and convenient access for every user allowed to use it. These users include pedestrians, bicyclists, transit riders, automobile drivers and their passengers, and truckers, and people of varying abilities, including children, seniors, people with disabilities and able-bodied adults. The goal of every transportation project is to provide safer, more accessible facilities for all users and shall be planned, designed, constructed and operated to take advantage of that opportunity.

By making streets more efficient and safe for all users, a complete streets approach will expand capacity and improve mobility for all users, giving commuters convenient options for travel and minimizing need to widen roadways.

## Policy

To achieve this vision, all recipients of funding through this Plan shall consider and accommodate, wherever possible, the needs of all users in the planning, design, construction, reconstruction, rehabilitation and maintenance of the transportation system. This determination shall be consistent with the exceptions listed below. Achieving this vision will require balancing the needs of different users, and may require reallocating existing right of way for different uses.

The Authority shall revise its project development guidelines to require the consideration and accommodation of all users in the design and construction of projects funded with Measure funds and shall adopt peer review and design standards to implement that approach. The guidelines will allow flexibility in responding to the context of each project and the needs of users specific to the project's context, and will build on accepted best practices for complete streets and context-sensitive design.

To ensure that this policy is carried out, the Authority shall prepare a checklist that sponsors of projects using Measure funds must submit that documents how the needs of all users were considered and how they were accommodated in the design and construction of the project. In the checklist, the sponsor will outline how they provided opportunity for public input, in a public forum, from all users early in the project development and design process. If the proposed project or program will not provide context appropriate conditions for all users, the sponsor shall document the reasons why in the checklist, consistent with the following section on "exceptions" below. The completed checklist shall be made part of the approval of programming of funding for the project or the funding allocation resolution.

Recipients of Local Street Maintenance and Improvement funds shall adopt procedures that ensure that all agency departments consider and accommodate the needs of all users for projects or programs affecting public rights of way for which the agency is responsible. These procedures shall:

- 1) be consistent with and be designed to implement each agency's general plan policies once that plan has been updated to comply with the Complete Streets Act of 2008,
- 2) involve and coordinate the work of all agency departments and staff whose projects will

- affect the public right of way,
- 3) consider the complete street design standards adopted by the Authority, and
  - 4) provide opportunity for public review by all potential users early in the project development and design phase so that options can be fully considered. This review could be done through an advisory committee such as a Bicycle and Pedestrian Advisory Committee or as part of the review of the agency's capital improvement program.

As part of their biennial Growth Management Program checklist, agencies shall list projects funded by the Measure and detail how those projects accommodated users of all modes.

As part of the multi-jurisdictional planning required by the Growth Management Program, agencies shall work with the Authority and the Regional Transportation Planning Committees to harmonize the planning, design and construction of transportation facilities for all modes within their jurisdiction with the plans of adjoining and connecting jurisdictions.

### Exceptions

Project sponsors may provide a lesser accommodation or forgo complete street accommodation components when the public works director or equivalent agency official finds that:

1. Pedestrians, bicyclists, or other users are prohibited by law from using the transportation facility,
2. The cost of new accommodation would be excessively disproportionate to the need or probable use, or
3. The sponsor demonstrates that, such accommodation is not needed, based on objective factors including:
  - a. current and projected user demand for all modes based on current and future land use, and
  - b. lack of identified conflicts, both existing and potential, between modes of travel.

Project sponsors shall explicitly approve exceptions findings as part of the approval of any project using measure funds to improve streets classified as a major collector or above.<sup>1</sup> Prior to this project sponsors must provide an opportunity for public input at an approval body (that regularly considers design issues) and/or the governing board of the project sponsor.

<sup>1</sup> Major Collectors and above, as defined by the California Department of Transportation California Road System (CRS maps);



## Advance Mitigation Program

The Authority is committed to participate in the creation and funding of an Advance Mitigation Program as an innovative way to advance needed infrastructure projects more efficiently and provide more effective conservation of our natural resources, watersheds and wetlands, and agricultural lands. As a global biodiversity hot spot, the Bay Area and Contra Costa County hosts an extraordinarily rich array of valuable natural communities and ecosystems that provide habitat for rare plants and wildlife, and support residents' health and quality of life by providing clean drinking water, clean air, opportunities for outdoor recreation, protection from disasters like flooding, landslides, and adaptation to climate change. The Advance Mitigation Program aims to integrate conservation into infrastructure agencies' plans and project development well in advance and on a regional scale to reduce potential impacts of transportation projects, as well as to drive mitigation dollars to protect regional conservation priorities and protect important ecological functions, watersheds and wetlands, and agricultural lands that are at threat of loss. The Advance Mitigation Program will be ~~focused~~provide on environmental mitigation activities required under the California Environmental Quality Act (CEQA), National Environmental Policy Act (NEPA), Clean Water Act Section 401 and Section 404, and applicable regulations in the implementation of the major highway, transit and regional arterial and local streets and roads projects identified in the Plan.

The Authority's participation in an Advance Mitigation Program is subject to the following conditions:

1. Development of a Regional Conservation Assessment / Framework ~~for Contra Costa County~~ that identifies conservation priorities and mitigation opportunities for all of Contra Costa County. The Regional Conservation Assessment / Framework will include countywide opportunities and strategies that are, among other requirements, consistent with and support the East Contra Costa County Habitat Conservation Plan / Natural Community Conservation Plan (HCP/NCCP) Program. The Authority will review and approve the Regional Conservation Assessment / Framework prior to the allocation of funds for Advance Mitigation Program.
2. Development of a Project Impacts Assessment that identifies the portfolio of projects to be included in the Advance Mitigation Program and the estimated costs for mitigation of the environmental impacts of the projects. This estimate does not in any way limit the amount of mitigation that may be necessary or undertaken for the environmental impacts of the projects. The Authority will review and approve the Project Impacts Assessment prior to the allocation of funds for the Advance Mitigation Program.
3. Development of the legislative and regulatory framework necessary to implement an Advance Mitigation Program in Contra Costa County.
4. The identification of the Implementing Agency to administer the Advance Mitigation Program for Contra Costa County or portions of the Bay Area Including Contra Costa County.

The Authority will determine the amount of funds to be dedicated to this Program following the satisfaction of the above conditions. Funds from the Plan will be allocated consistent with the Regional Conservation Assesment / Framework to fund environmental mitigation activities

required in the implementation of the major highway, transit and regional arterial and local streets and roads projects identified in the Plan. The intent is to establish a program to provide for large-scale acquisition and management of critical habitat areas and to create a reliable approach for funding required mitigation for future transportation improvements thereby reducing future costs and accelerating project delivery. If this approach cannot be fully implemented, these funds shall be used for environmental mitigation purposes on a project by project basis. Mitigation required for future transportation improvements identified in the Plan are not limited by the availability of funding or mitigation credits available in the Program.

DRAFT

# Governing Structure

## Governing Body and Administration

Authority is governed by a Board composed of 11 members, all elected officials, with the following representation:

- Two members from the Central County Regional Transportation Planning Commission (RTPC) also referred to as TRANSPAC
- Two members from the East County RTPC, also referred to as TRANSPLAN
- Two members from the Southwest County RTPC, also referred to as SWAT
- Two members from the West County RTPC, also referred to as WCCTAC
- One member from the Conference of Mayors
- Two members from the Board of Supervisors

The Authority Board also includes three (3) ex-officio, non-voting members, appointed by the MTC, BART and the Public Transit Operators in Contra Costa County.

## Public Oversight Committee

The Public Oversight Committee (Committee) shall provide diligent, independent and public oversight of all expenditures of Measure funds by Authority or recipient agencies (County, cities and towns, transit operators, etc). The Committee will report to the public and focus its oversight on the:

- Review of allocation and expenditure of Measure funds to ensure that all funds are used consistent with the Measure.
- Review of fiscal audits of Measure expenditures.
- Review of performance audits of projects and programs relative to performance criteria established by the Authority, and if performance of any project or program does not meet its established performance criteria, identify reasons why and make recommendations for corrective actions that can be taken by the Authority Board for changes to project or program guidelines.
- Review of the maintenance of effort compliance requirements of local jurisdictions for local streets, roads and bridges funding.
- Review of each jurisdiction's Growth Management Checklist and compliance with the Growth Management Plan policies.

The Committee shall prepare an annual report including an account of the Committee's activities during the previous year, its review and recommendations relative to fiscal or performance audits, and any recommendations made to the Authority Board for implementing the expenditure plan. The report will be noticed in local media outlets throughout Contra Costa County, posted to the Authority Website and continuously available for public inspection at Authority offices. The report shall be composed of easy to understand language not in an overly technical format. The Committee shall make an annual presentation to the Authority Board summarizing the annual report subsequent to its release.

Committee members shall be selected to reflect community, business organizations and other interests within the County. The goal of the membership makeup of the Public Oversight Committee is to provide a balance of viewpoints including but not limited to geography, age, gender, ethnicity and income status to represent the different perspectives of the residents of Contra Costa County. One member will be nominated by~~chosen at large from~~ each of the four subregions with the RTPC representing each subregion nominating the members. The Board of Supervisors will nominate four members, with each of these four members residing in and representing one of the county's four subregions. Seven members will be nominated by each respective organization detailed here, with each having one representative: League of Women's Voters, Contra Costa Taxpayers Association, East Bay Leadership Council, ~~Contra Costa Building and Construction Trades Council~~labor organizations operating in Contra Costa County (specific organization may vary of the life of the measure), Paratransit Coordinating Council, Bike East Bay, and environmental and/or open space organizations operating in Contra Costa County (specific organization may vary of the life of the measure)~~Save Mount Diablo~~. About one half of the initial member appointments will be for two years and the remaining appointments will be for three year terms. Thereafter, members will be appointed to two year terms. Any individual member can serve on the Committee for no more than 6 consecutive years.

Committee members will be private residents who are not elected officials at any level of local government, nor public employees from agencies that either oversee or benefit from the proceeds of the Measure. Membership is limited to individuals who live in Contra Costa County. Membership is restricted to individuals with no economic interest in any of Authority's projects or programs. If a member's status changes so that he/she no longer meet these requirements, or if a member resigns his/her position on the Committee, the Authority Board will issue a new statement of interest from the same stakeholder category to fill the vacant position.

The Committee shall meet up to once a month to carry out its responsibility, and shall meet at least once every 3 months. Meetings shall be held at the same location as the Authority Board meetings are usually held, shall be open to the public and must be held in compliance with California's open meeting law (Brown Act). Meetings shall be recorded and the recordings shall be posted for the public.

Members are expected to attend all meetings. If a member, without good reason acceptable to the Chair of the Committee, fails to attend either (a) two or more consecutive meetings or (b) more than 3 meetings a year, the Authority Board will request a replacement from the stakeholder categories listed above.

Authority commits to support the oversight process through cooperation with the Committee by providing access to project and program information, audits, and other information available to the Authority, and with logistical support so that the Committee may effectively perform its oversight function. The Committee will have full access to Authority's independent auditors, and may request Authority staff briefings for any information that is relevant to the Measure. The Committee Chair shall inform the Authority Board Chair and Executive Director of any concern regarding Authority staff's commitment to open communication, the timely sharing of information, and teamwork.

The Committee shall not have the authority to set policy or appropriate or withhold funds, nor shall it participate in or interfere with the selection process of any consultant or contractor hired to implement the expenditure plan.

The Committee shall not receive monetary compensation except for the reimbursement of travel or other incidental expenses, in a manner consistent with other Authority advisory committees

In order to ensure that the oversight by the Committee continues to be as effective as possible, the efficacy of the Committee's Charter (ie this document) will be evaluated on a periodic basis and a formal review will be conducted by the Authority Board, Executive Director and the Committee a minimum of every five years to determine if any amendments to this Charter should be made. The formal review will include a benchmarking of the Committee's activities and charter with other best-in-class oversight committees. Amendments to this Charter shall be proposed by the Committee and adopted or rejected by the Authority Board.

The Committee replaces the Authority's existing Citizens Advisory Committee.

### **Advisory Committees**

The Authority will continue the committees that were established as part of the Transportation Partnership Commission organization as well as other committees that have been utilized by the Authority to advise and assist in policy development and implementation. The committees include:

- The Regional Transportation Planning Committees that were established to develop transportation plans on a geographic basis for sub-areas of the County, and
- The Technical Coordinating Committee that will serve as the Authority's technical advisory committee.
- The Paratransit Coordinating Council
- The Bicycle and Pedestrian Advisory Committee
- The Transit Committee

# Implementing Guidelines

This Transportation Expenditure Plan (Plan) is guided by principles that ensure the revenue generated by the sales tax is spent only for the purposes outlined in this Plan in the most efficient and effective manner possible, consistent with serving the transportation needs of Contra Costa County. The following Implementing Guidelines shall govern the administration of sale tax revenues by the Authority. Additional detail for certain Implementing Guidelines is found elsewhere in this Plan.

## Duration of the Plan

The duration of the Plan shall be for ~~25-30~~ years from April 1, 2017 through March 31, ~~2042~~2047.

## Administration of the Plan

- 1. Funds only Projects and Programs in the Plan:** Funds collected under this Measure may only be spent for purposes identified in the Plan, as it may be amended by the Authority governing body. Identification of Projects or Programs in the Plan does not ensure their implementation. As authorized, the Authority may amend or delete Projects and Programs identified in the Plan, including to provide for the use of additional federal, state and local funds, to account for unexpected revenue, to maintain consistency with the current Contra Costa Countywide Transportation Plan, to take into consideration unforeseen circumstances, and to account for impacts, alternatives, and potential mitigation determined during review under the California Environmental Quality Act (CEQA) at such time as each Project and Program is proposed for approval.
- 2. All Decisions Made in Public Process:** The Authority is given the fiduciary duty of administering the transportation sales tax proceeds in accordance with all applicable laws and with the Plan. Activities of the Authority will be conducted in public according to state law, through publically noticed meetings. The annual budgets of Authority, strategic plans and annual reports will all be prepared for public review. The interest of the public will be further protected by a Public Oversight Committee, described previously in the Plan.
- 3. Salary and Administration Cost Caps:** Revenues may be expended by the Authority for salaries, wages, benefits, overhead and those services including contractual services necessary to administer the Measure; however, in no case shall the expenditures for the salaries and benefits of the staff necessary to perform administrative functions for the Authority exceed one percent (1%) of revenues. The allocated costs of Authority staff who directly implement specific projects or programs are not included in the administrative costs.
- 4. Expenditure Plan Amendments Require Majority Support:** The Authority may review and propose amendments to the Expenditure Plan and the Growth Management Program to provide for the use of additional federal, state and local funds, to account for unexpected revenues, or to take into consideration unforeseen circumstances. Affected Regional Transportation Planning Committee(s) will participate in the development of the proposed amendment(s). A majority of the Authority Board is required to approve an amendment and

all jurisdictions within the county will be given a 45 day period to comment on any proposed Expenditure Plan amendment.

- 5. Augment Transportation Funds:** Funds generated pursuant to the Measure are to be used to supplement and not replace existing local revenues used for transportation purposes. Any funds already allocated, committed or otherwise included in the financial plan for any project in the Plan shall be made available for project development and implementation as required in the project's financial and implementation program.

### **Taxpayer Safeguards, Audits and Accountability**

**5.6. Public Oversight Committee:** The Public Oversight Committee will provide diligent, independent and public oversight of all expenditures of Measure funds by Authority or recipient agencies (County, cities and towns, transit operators, etc). The Committee will report to the public and focus its oversight on annual audits, the review and allocation of Measure funds, the performance of projects and programs in the Plan, and compliance by local jurisdictions with the maintenance of effort and Growth Management Program described previously in the Plan

**6.7. Fiscal Audits:** All Funds expended by Authority directly and all funds allocated by formula or discretionary grants to other entities are subject to fiscal audit. Recipients of Local Streets Maintenance & Improvements (No. **1**) or transit (Bus Transit and Other Non-Rail Transit Enhancements (No. **11**), Transportation for Seniors & People With Disabilities (No. **12**) programs) funding (County, cities and towns and transit operators) will be audited at least once every five (5) years, conducted by an independent CPA. Any agency found to be in non-compliance shall have its formula sales tax funds withheld, until such time as the agency is found to be in compliance.

**7.8. Performance Audits:** The following funding categories shall be subject to performance audits by the Authority: Local Streets Maintenance and Improvements (No. **1**), Major Streets/Complete Streets/Traffic Signal Synchronization Program (No. **2**), Bus Transit and Other Non-Rail Transit Enhancements (No. **12**), Transportation for Seniors and People with Disabilities (No. **12**), Safe Transportation for Children (No. **13**), Intercity Rail and Ferry Service (No. **14**), Pedestrian and Bicycle, and Trail Facilities (No. **15**), Community Development Transportation Program (No. **16**), and Innovative Transportation Technology / Connected Communities Program (No. **17**). Each year, the Authority shall select and perform a focused performance audit on two or three of the funding categories listed above, so that at the end of the fourth year all funding categories listed above are audited. This process shall commence two years after passage of the new sales tax measure. Additional Performance Audits shall continue on a similar cycle for the duration of the Plan. The performance audits shall provide an accurate quantitative and qualitative evaluation of the funding categories to determine the effectiveness in meeting the performance criteria established by the Authority. In the event that any performance audit determines that a funding category is not meeting the performance requirements established by the Authority, the audit shall include recommendations for corrective action including but not limited to revisions to Authority policies or program guidelines that govern the expenditure of funds.

**8.9. Maintenance of Effort (MOE):** Funds generated by the new sales tax Measure are to be used to supplement and not replace existing local revenues used for streets and highways purposes. The basis of the MOE requirement will be the average of expenditures of annual discretionary funds on streets and highways, as reported to the Controller pursuant to Streets and Highways Code Section 2151 for the three most recent fiscal years before the passage of the Measure where data is available. The average dollar amount will then be increased once every three years by the construction cost index of that third year. Penalty for non-compliance of meeting the minimum MOE is immediate loss of all Local Streets Maintenance and Improvements funds (No. 1 and 1a) until MOE compliance is achieved. The audit of the MOE contribution shall be at least once every five years. Any agency found to be in non-compliance shall be subject to annual audit for three years after they come back into compliance.

Any local jurisdiction wishing to adjust its maintenance of effort requirement shall submit to the Authority a request for adjustment and the necessary documentation to justify the adjustment. The Authority staff shall review the request and shall make a recommendation to the Authority. Taking into consideration the recommendation, the Authority may adjust the annual average of expenditures reported pursuant to Streets and Highways Code Section 2151. The Authority shall make an adjustment if one or more of the following conditions exists:

1. The local jurisdiction has undertaken one or more major capital projects during those fiscal years, that required accumulating unrestricted revenues (i.e. revenues that are not restricted for use on streets and highways such as general funds) to support the project during one or more fiscal years.
2. A source of unrestricted revenue used to support the major capital project or projects is no longer available to the local jurisdiction and the local jurisdiction lacks authority to continue the unrestricted funding source.
3. One or more sources of unrestricted revenues that were available to the local jurisdiction is producing less than 95 percent of the amount produced in those fiscal years, and the reduction is not caused by any discretionary action of the local jurisdiction.
4. The local jurisdiction Pavement Condition Index (PCI) is 70 or greater, as calculated by the jurisdiction Pavement Management System and reported to the Metropolitan Transportation Commission.

**9.10. Annual Budget and Strategic Plan:** Each year, the Authority will adopt an annual budget that estimates expected sales tax receipts, other anticipated revenue and planned expenditures for the year. On a periodic basis, the Authority will also prepare a Strategic Plan which will identify the priority for projects; the date for project implementation based on project readiness and availability of project funding; the state, federal and other local funding committed for project implementation, and other relevant criteria. The annual budget and Strategic Plan will be adopted by the Authority Board at a public meeting.



**10.11. Requirements for Fund Recipients:** All recipients of funds allocated in this expenditure plan will be required to sign a Master Cooperative Agreement that defines reporting and accountability elements and as well as other applicable policy requirements. All funds will be appropriated through an open and transparent public process.

**11.12. Geographic Equity:** The proposed projects and programs to be funded through the Plan constitute a “balanced” distribution of funding allocations to each subregion in Contra Costa County. However, through the course of the Measure, if any of the projects prove to be infeasible or cannot be implemented, the affected subregion may request that the Authority reassign funds to another project in the same subregion, as detailed in an Authority Fund Allocations policy, and to maintain a “balanced” distribution of funding allocations to each subregion.

### Restrictions On Funds

**12.13. Expenditure Shall Benefit Contra Costa County:** Under no circumstance may the proceeds of this transportation sales tax be applied for any purpose other than for transportation improvements benefitting residents of Contra Costa County. Under no circumstance may these funds be appropriated by the State of California or any other local government agency as defined in the implementing guidelines.

**14. Environmental Review:** All projects funded by sales tax proceeds are subject to laws and regulations of federal, state, and local government, including the requirements of the California Environmental Quality Act (CEQA). Prior to approval or commencement of any project or program included in the Plan, all necessary environmental review required by CEQA shall be completed.

**13. Performance-based review:** Before the allocation of any measure funds for the ~~actual~~ construction of capital projects with an estimated capital construction cost in excess of \$25 million (including components of projects that combined for a total project with a capital construction cost in excess of \$25 million), the Authority will verify that the project is consistent with the currently approved Countywide Transportation Plan (CTP) and Regional Transportation Plan/Sustainable Communities Strategy, and sponsor utilized an Authority approved performance based review process of the project alternatives~~was selected using a performance based review of project alternatives.~~ The performance based review will include, but not be limited to, an analysis of the project impact on: greenhouse gas emissions, vehicle miles travelled, goods movement effectiveness, travel mode share, delay (by mode), safety, maintenance of transportation system, and consistency with adopted Authority plans. Other criteria may be evaluated depending on the specific project proposals. The Authority, within 18 months of the effective date of this measure, will adopt detailed guidelines for evaluating project performance and applying performance criteria in the review and selection of a preferred project alternative.

15.

**16. Countywide Transportation Plan:** State law allows each county in the San Francisco Bay Area and that is subject to the jurisdiction of the regional transportation planning agency to

prepare a countywide transportation plan for the county and cities within the county. Both Measure C and Measure J also require the Authority to prepare and periodically update a Countywide Transportation Plan (CTP) for Contra Costa. State law also created an interdependent relationship between the CTP and regional planning agency. Each CTP must consider region's most recently adopted Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS) while the adopted CTPs must form the "primary basis" for the next RTP and SCS. The Authority shall follow applicable statutes and the most current guidelines for preparing the CTP, as established and periodically updated by the regional transportation planning agency. The Authority shall also use the CTP to convey the Authority's investment priorities, consistent with the long-range vision of the RTP and SCS.

**14.17. Complete Streets:** The Authority has adopted a policy requiring all recipients of funding through this Plan to consider and accommodate, wherever possible, the needs of all users in the planning, design, construction, reconstruction, rehabilitation, ~~and~~ maintenance, ~~and~~ operation of the transportation system. Achieving this vision will require balancing the needs of different users, and may require reallocating existing right of way for different uses.

**15.18. Compliance with the Growth Management Program:** If the Authority determines that a jurisdiction does not comply with the requirements of the Growth Management Program, the Authority shall withhold funds and also make a finding that the jurisdiction shall not be eligible to receive Local Streets Maintenance & Improvements (No. 1) or Community Development Transportation Program (CDTP)(No. 16) funding until the Authority determines the jurisdiction has achieved compliance, as detailed in the Growth Management Program section of the Plan.

**16.19. Local Contracting and Good Jobs:** Authority will develop a policy supporting the hiring of local contractors and businesses, including policy requiring prevailing wages, apprenticeship programs for Contra Costa residents, and veteran hiring policy (such as the Helmets to Hardhats program)good jobs to the extent permitted by law. The Authority, within 12 months of the effective date of this measure, will adopt the aforementioned policy for projects and programs funded by the measure.

**17.20. New Agencies:** New cities or new entities (such as new transit agencies) that come into existence in Contra Costa County during the life of the Plan may be considered as eligible recipients of funds through a Plan amendment.

### **Project Financing Guidelines and Managing Revenue**

**18.21. Fiduciary Duty:** Funds may be accumulated for larger or longer term projects. Interest income generated will be used for the purposes outlined in the Plan and will be subject to audits.

**19.22. Project and Program Financing:** The Authority has the authority to bond for the purposes of expediting the delivery of transportation projects and programs. Authority will develop a policy to identify financing procedures for the entire plan of projects and programs.

**20.23. Programming of Variations from the Expected Revenue:** Actual revenues may, at times be higher or lower than expected in this Plan due to changes in receipts. Additional funds may become available due to the increased opportunities for leveraging or project costs less than expected. Revenue may be lower than expected as the economy fluctuates. Determination of when the contingency funds become excess will be established by a policy defined by the Authority. Funds considered excess will be prioritized first to expenditure plan projects and programs, and second to other projects of regional significance that are consistent with the expenditure plan. The new project or program will be required to be amended into the expenditure plan.

**21.24. Fund Allocations:** Through the course of the Measure, if any of the projects do not require all funds programmed for that project or have excess funding, or should a planned project become undeliverable, infeasible or unfundable due to circumstances unforeseen at the ~~item time~~ the expenditure plan was created, funding for that project will be reallocated to another project or program. The subregion where the project or program is located may request that the Authority reassign funds to another project in the same subregion. In the allocation of the released funds, the Authority in consultation with the subregion RTPC will in priority order consider: 1) a project or program of the same travel mode (i.e. transit, bicycle/pedestrian, or road) in the same subregion, 2) a project or program for other modes of travel in the same subregion, 3) other expenditure plan projects or programs, and 4) other projects or programs of regional significance. The new project or program or funding level may be required to be amended into the expenditure plan.

**22.25. Leveraging Funds:** Leveraging or matching of outside funding sources is strongly encouraged. Any additional transportation sales tax revenues made available through their replacement by matching funds will be spent based on the principles outlined for fund allocations described above.



April 20, 2016

TO: Ross Chittenden, Chief Deputy Executive Director, Projects

FR: William R. Gray, Principal

**RE: Review of the Draft TEP (dated April 8, 2016)  
Identified Issues and Recommendations**

The CCTA Authority Board (Authority), in a special meeting session on April 6, 2016 reviewed, discussed and authorized staff to release the Draft TEP (dated April 8, 2016). The Draft TEP considers the collective input received from the Regional Transportation Planning Committees, the Expenditure Plan Advisory Committee (EPAC), the Public Manager's Association (PMA), and the public through a comprehensive outreach program. In addition, correspondence was received just prior to the April 6, 2016 meeting from two subgroups of EPAC members with recommendations related to the proposed TEP programs, projects and policies.

Concurrent with the Board's release of the Draft TEP, the Gray-Bowen-Scott team (GBS) was asked to review the Draft TEP (April 8, 2016 version) in relation to the input received from all sources, including the two recent letters from the EPAC subgroups. Our team was asked to provide the Board with recommendations related to changes and/or modifications to the draft TEP that might improve public support of the TEP as relates to a possible November 2016 ballot measure.

Considering all of the input received to date, including that received during the Authority's extensive public outreach efforts as well as public opinion surveys and input received through the EPAC and at various Authority and RTPC meetings, the GBS team recommends consideration of the following proposed changes/edits to the draft TEP and that these changes be incorporated into the next version of the TEP (anticipated to be released May 4, 2016). Because a number of the recommendations propose increased funding for projects and programs, it is recommended that the Authority extend the term of the proposed measure from 25-years to 30-years.

**Corridors / Projects:**

1. Increase the total allocation to the I-680 corridor to \$250 million. Additional funding in this corridor is warranted. As noted above, it is recommended the Authority revise the TEP to reflect a measure with a 30-year term to provide the necessary capacity to increase the allocation on the 680 corridor to \$250 million.

2. Allocate additional funds to improve commutes in the I-80 corridor. Shifting to a 30-year term provides sufficient capacity to increase funding in the High Capacity Transit category to \$55m. In addition, our team would recommend that the two I-80 related items (High Capacity Transit Improvements along the I-80 corridor and the I-80 IC Improvements) be merged (as they were in an earlier version of the TEP) providing a total of \$115m for this category. WCCTAC's recommendation to 'split out' the IC improvements from the I-80 Corridor Improvements could be interpreted as prioritizing one mode over another. In this regard, the TEP should make it clear that the IC improvements are eligible for funding and their completion is a priority for WCCTAC.
3. Allocate additional funds to the 242/4 corridor category. Shifting to a measure with a 30-year term provides sufficient capacity to increase funding to this important corridor.

**Programs:**

4. Increase funding in the Transportation for Seniors & People with Disabilities category to 4% total and allocate the additional funds in a manner that better balances the program countywide. Honor the various RTPC requests as 'minimums' in this category.
5. Provide additional funding for the Pedestrian, Bicycle and Trail Facilities program and allocate the additional funding in a manner that better balances the program countywide. Shifting to a 30-year term measure provides sufficient capacity to increase funding in this category to 4%. As previously noted, it is recommended that the Authority honor the existing RTPC requests per sub-region as minimums in this category.
6. Reallocate a portion (3%) of the funds now allocated to the CDI program to the Major Streets/ Complete Streets/ Traffic Signal Synchronization Grant Program to better balance the program countywide. As with the other categories, the existing RTPC requests per sub-region should be treated as a minimum allocation per sub-region. In central county, additional funds should be allocated to Improve Traffic Flow along the SR 242 and SR 4 Corridors in Central and Eastern Contra Costa County funding category.

**Policies:**

7. The CDI program as proposed in the Draft TEP (dated April 8, 2016) has received little support from stakeholders with some suggesting dropping the program and others suggesting a reduced program focused on job creation. The GBS team recommends 3% of the total revenue be allocated to the proposed new CDI program (compared to the 6% identified in the Draft TEP). We recommend that the Authority consider combining this new program with a restructured Measure J TLC program. This would allow the Authority to focus a significant amount of resources on an enhanced program with the goal of pro-actively assisting jurisdictions with the development of transportation infrastructure that can be demonstrated to incentivize the development of housing and jobs within their communities. It is recommended that the Authority make funds from this category available to jurisdictions seeking funding from the State's Strategic Growth Council (SGC) for Affordable Housing

Sustainable Communities (AHSC) grants from this program as well as other similar programs. CCTA staff should work with PMA and other stakeholders to refine the proposal for an updated / combined CDI/ TLC program. The TEP should require the Authority to define and adopt this new program within 12 months of the passage of the new measure.

8. A number of stakeholders have suggested that a portion of the funding proposed to be allocated to the jurisdictions for Local Streets and Road Maintenance and Improvements be allocated based on the number of housing units permitted by that jurisdiction over some period of time (3 years) with 'bonuses' for certain types of housing and/or proximity to 'quality transit'. The GBS team does not recommend this approach, but as noted above would suggest that 3% of the total revenue from this measure be allocated to the proposed new CDI program.
9. A number of stakeholders have suggested the inclusion of meaningful 'Performance Criteria' to 'screen' project alternatives. The GBS team recommends that the TEP require projects with a capital cost of over \$25m be subject to review using defined performance criteria. The TEP should include provisions requiring the Authority to adopt and apply said performance criteria within 12 months of the effective date of this measure.
10. The language in the current Draft TEP reflects efforts by the Authority to respond to previous comments regarding the ULL and should be maintained. Our team does recommend removing the proposed 5-year 'cap' on the number of non-voter approved amendments to the ULL.
11. Require jurisdictions that might be considering a non-voter approved amendment to their ULL that would impact defined Agricultural lands outside of the ULL to adopt an Agricultural Protection Ordinance and/or mitigate the loss of designated Agricultural lands by permanently protecting farmland.
12. With respect to the Growth Management Program, the GBS team recommends that the Authority add additional disclosure items (not requirements) to its Growth Management Checklist to include whether or not a jurisdiction has adopted any or all of the following – a Hillside Development Ordinance, a Ridgeline Protection Ordinance, an Open Space System with Ridgelines defined, protections for wildlife corridors, a plan to conserve buffers around open space and agriculture, prohibitions on the culverting of 'blue-line creeks' for anything other than road crossings and prohibitions on development in designated 'non-urban Priority Conservation Areas.
13. In addition, the GBS team would recommend that provisions be added to the TEP requiring the Authority to establish policies requiring the payment of prevailing wages on all projects funded using measure funds, apprenticeship programs where appropriate and a helmets to hardhats program.
14. A number of stakeholders have suggested the inclusion of a more comprehensive vision statement in the final TEP. As part of a task to revise the format of the TEP into a more voter

April 20, 2016

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RE: Review of the Draft TEP (dated April 8, 2016)  
Identified Issues and Recommendations

friendly/ modern looking document, we recommend that the Authority direct the staff/ consultant team to include a vision statement into the final draft for consideration by the Authority.

The attached tables reflect the changes recommended herein and indicates how the allocations to the various projects and programs (as well as the allocations to the regions) would change.

Attachment

**TABLE OF EXPENDITURE PLAN FUNDING ALLOCATIONS**

No.	Funding Category	\$ millions	%	Distribution of Funding By Subregion			
				Central (a)	Southwest (b)	West (c)	East (d)
1	Local Streets Maintenance and Improvements	663.5	23.09%	192.0	147.5	145.6	178.4
1a	Add'l Local Streets Maintenance and Improvements	20.0	0.70%	20.0			
2	Major Streets and Complete Streets Project Grants	290.0	10.09%	108.4	46.4	56.6	78.6
3	BART Capacity, Access and Parking Improvements	300.0	10.44%	88.1	57.4	69.8	84.7
4	East Contra Costa Transit Extension	70.0	2.44%				70.0
5	High Capacity Transit Improvements along the I-80 Corridor in West County	55.0	1.91%			55.0	
6	I-80 Interchange Improvements at San Pablo Dam Road and Central Avenue	60.0	2.09%			60.0	
7	Improve traffic flow & implement high capacity transit in the I-680 corridor & SR 24	250.0	8.70%	125.0	125.0		
8	Improve traffic flow along the SR 242 & SR 4 Corridors in Central and Eastern County	122.0	4.25%	44.0			78.0
9	Interstate 680 and State Route 4 Interchange Improvements	60.0	2.09%	60.0			
10	East County Corridor (Vasco Rd and/or Byron Highway Corridors)	117.0	4.07%				117.0
11	Bus and Non-Rail Transit Enhancements	295.0	10.26%	61.5	61.5	110.6	61.5
12	Transportation for Seniors and People with Disabilities	115.0	4.00%	30.8	19.3	28.2	36.8
13	Safe Transportation for Children	64.0	2.23%	8.7	20.0	26.1	9.1
14	Intercity Rail and Ferry Service	50.0	1.74%	8.0		35.0	7.0
15	Pedestrian, Bicycle and Trail Facilities	115.0	4.00%	28.3	30.3	26.4	29.9
16	Community Development Transportation Program	86.0	2.99%	25.3	16.4	20.0	24.3
17	Innovative Transportation Technology / Connected Communities Grant Program	65.0	2.26%	22.1	11.0	16.7	15.2
18	Transportation Planning, Facilities & Services	28.7	1.00%	8.4	5.5	6.7	8.1
19	Regional Transportation Priorities	18.7	0.65%	5.0	3.7	5.0	5.0
20	Administration	28.7	1.00%	8.4	5.5	6.7	8.1
	<b>TOTAL</b>	<b>2873.5</b>	<b>100.0%</b>	<b>843.9</b>	<b>549.6</b>	<b>668.3</b>	<b>811.7</b>

Population Based Share	<b>843.9</b>	<b>549.6</b>	<b>668.3</b>	<b>811.7</b>
Population Share (2030 Estimate) of Total	<b>29.37%</b>	<b>19.13%</b>	<b>23.26%</b>	<b>28.25%</b>



**TABLE OF EXPENDITURE PLAN FUNDING ALLOCATIONS**

No.	Funding Category	\$ millions	diff. from 25-Yr TEP	%	diff. from 25-Yr TEP	Distribution of Funding By Subregion			
						Central (a)	Southwest (b)	West (c)	East (d)
1	Local Streets Maintenance and Improvements	663.5	123.5	23.09%	-	192.0	147.5	145.6	178.4
1a	Add'l Local Streets Maintenance and Improvements	20.0	3.0	0.70%	-	20.0			
2	Major Streets and Complete Streets Project Grants	290.0	90.0	10.09%	1.54%	108.4	46.4	56.6	78.6
3	BART Capacity, Access and Parking Improvements	300.0	-	10.44%	-2.39%	88.1	57.4	69.8	84.7
4	East Contra Costa Transit Extension	70.0	-	2.44%	-0.56%				70.0
5	High Capacity Transit Improvements along the I-80 Corridor in West County	55.0	35.0	1.91%	1.06%			55.0	
6	I-80 Interchange Improvements at San Pablo Dam Road and Central Avenue	60.0	-	2.09%	-0.48%			60.0	
7	Improve traffic flow & implement high capacity transit in the I-680 corridor & SR 24	250.0	110.0	8.70%	2.71%	125.0	125.0		
8	Improve traffic flow along the SR 242 & SR 4 Corridors in Central and Eastern County	122.0	52.0	4.25%	1.25%	44.0			78.0
9	Interstate 680 and State Route 4 Interchange Improvements	60.0	-	2.09%	-0.48%	60.0			
10	East County Corridor (Vasco Rd and/or Byron Highway Corridors)	117.0	-	4.07%	-0.93%				117.0
11	Bus and Non-Rail Transit Enhancements	295.0	55.0	10.26%	-	61.5	61.5	110.6	61.5
12	Transportation for Seniors and People with Disabilities	115.0	37.4	4.00%	0.68%	30.8	19.3	28.2	36.8
13	Safe Transportation for Children	64.0	12.0	2.23%	-	8.7	20.0	26.1	9.1
14	Intercity Rail and Ferry Service	50.0	-	1.74%	-0.40%	8.0		35.0	7.0
15	Pedestrian, Bicycle and Trail Facilities	115.0	48.3	4.00%	1.15%	28.3	30.3	26.4	29.9
16	Community Development Transportation Program	86.0	-54.0	2.99%	-2.99%	25.3	16.4	20.0	24.3
17	Innovative Transportation Technology / Connected Communities Grant Program	65.0	11.8	2.26%	-	22.1	11.0	16.7	15.2
18	Transportation Planning, Facilities & Services	28.7	5.3	1.00%	-	8.4	5.5	6.7	8.1
19	Regional Transportation Priorities	18.7	-	0.65%	-0.15%	5.0	3.7	5.0	5.0
20	Administration	28.7	5.3	1.00%	-	8.4	5.5	6.7	8.1
	<b>TOTAL</b>	<b>2873.5</b>	<b>534.5</b>	<b>100.0%</b>	<b>0.0%</b>	<b>843.9</b>	<b>549.6</b>	<b>668.3</b>	<b>811.7</b>

Population Based Share	843.9	549.6	668.3	811.7
Population Share (2030 Estimate) of Total	29.37%	19.13%	23.26%	28.25%

Categories with recommended increase in dollars amounts and/or percentages  
 Category with recommended reduction in dollars amount and percentage

April 20, 2016  
 RE: Review of the Draft TEP (dated April 8, 2016)  
 Identified Issues and Recommendations  
 Attachment (Page 2 of 2) - Summary of Draft TEP with Inclusion of  
 Proposed Revisions (30 years of revenue) and Relation to the Draft TEP  
 (dated April 8, 2016) (25 years of revenue)

April 29, 2016

TO: Ross Chittenden, Chief Deputy Executive Director

FR: William R. Gray, Principal

**RE: Supplemental Recommendations (related to April 20, 2016 memorandum)**

This is a follow-up to our memorandum dated April 20, 2016 transmitting recommendations related to changes and/or modifications to the draft TEP oriented at maximizing public support of the TEP for a possible November 2016 ballot measure. The Authority Board, at its April 20, 2016 special meeting directed staff and our consultant team to incorporate the GBS recommendations in the updated draft TEP and present it for consideration at the Board's next scheduled special meeting on May 4, 2016.

Over the past couple of weeks, CCTA staff and the GBS team have reviewed the GBS proposed changes with the Authority's Expenditure Plan Advisory Committee (EPAC) as well as other key stakeholders. Concurrent with this effort, our team has been working with staff to refine language and incorporate our recommendations into the April 29, 2016 draft of the TEP.

The following is a summary of the changes that staff and the GBS team have made to the April 20<sup>th</sup> recommendations to enhance and/or clarify the language in the draft TEP. These changes have been incorporated in the current draft TEP.

**Corridors / Projects and Programs:**

Recommended funding levels proposed in Items 1 through 6 of the April 20, 2016 GBS memorandum are reflected in the Table of Allocations in the April 29, 2016 draft of the TEP. Upon further review and discussion regarding presentation and formatting of the TEP, the I-80 investments are maintained in two separate funding categories.

**Policies:**

**Item 7 - proposed CDT Program.** The language related to the proposed Community Development Transportation Program (CDTP) has been updated to reinforce the intent of the Authority to maintain regional equity with the program and to more clearly indicate the intent of the Authority to administer this program in conjunction with the Authority's Transportation for Livable Community's (TLC) program. This combined program will allow the Authority to focus almost \$200 million (approximately \$120 million remains unallocated in the Measure J TLC program) on an enhanced program with the goal of pro-actively assisting jurisdictions

with the development of transportation infrastructure that can be demonstrated to incentivize the development of housing and jobs within their communities.

**Item 9 – Performance Criteria.** The draft TEP now includes language (Implementing Guidelines, Section 15) that requires the Authority to consider performance criteria when evaluating future funding decisions regarding projects and programs. This will insure that funding decisions reflect the vision of the TEP to enhance mobility and traffic smoothing, support transit, bike and pedestrian projects, consider the effects of GHG's and VMT, and minimize reliance on single-occupancy vehicles.

**Item 10 – ULL.** The April 29, 2016 draft of the TEP removes language from the previous version of the Draft TEP related to 5-year "caps" for minor ULL adjustments.

**Item 11 – ULL.** The April 20<sup>th</sup> GBS recommendation that those jurisdictions considering a 'non-voter approved' amendment to their ULL be required to adopt an Agricultural Protection Ordinance and/or mitigate the loss of designated Agricultural lands if said amendment impacts designated agricultural lands has been modified. The language in the April 29, 2016 draft of the TEP instead requires jurisdictions proposing any amendment to their ULL impacting designated agricultural lands to adopt an Agricultural Protection Ordinance or must demonstrate how the loss of the designated agricultural lands will be mitigated by permanently protecting farmland.

**Item 12 – Growth Management Program.** The April 20<sup>th</sup> GBS recommendation proposed additional disclosure items to the Growth Management Checklist to include whether or not a jurisdiction has adopted various open space and wildlife ordinances. The Growth Management Program section of the Draft TEP (April 29, 2016) includes proposed updated language reflecting this disclosure requirement.

Please note that the GBS team is now modifying this recommendation and is now recommending that your Board consider requiring jurisdictions (where applicable) to have or adopt (within a specified time period) a Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors and a policy prohibiting development in designated 'non-urban' Priority Conservation Areas. This proposal is not included in the language of the April 29, 2016 draft of the TEP, however, additional information and proposed language is included in the GBS memorandum - Review of the Draft TEP (dated April 29, 2016); Additional Issues and Recommendations.

**Item 13 – Local Contracting and Good Jobs.** The language in the April 29, 2016 draft of the TEP for Implementing Guidelines, Section 19, Local Contracting and Good Jobs has been updated.

**Item 14 – Vision.** The language in the April 29, 2016 draft of the TEP in the Preface / Introduction section has been updated.

April 29, 2016

TO: Ross Chittenden, Chief Deputy Executive Director

FR: William R. Gray, Principal

**RE: Review of the Draft TEP (dated April 29, 2016)  
Additional Issues and Recommendations**

This is a follow-up to our memorandum dated April 20, 2016 transmitting recommendations related to changes and/or modifications to the draft TEP oriented at developing key stakeholder buy-in necessary to maximize the opportunity for public support of a possible November 2016 ballot measure.

Consistent with your Board's April 6<sup>th</sup> request, our team has continued to work with key stakeholders. In this regard, the following are changes (not included in the current draft TEP) that the GBS team believes will facilitate key stakeholder buy-in with the TEP. The GBS team would recommend that the Board consider incorporating these changes into the TEP.

**Corridors / Projects:**

1. The description of the East County Corridor project should be modified to more clearly define the Authority's intent. The recommended language:

Redline/strikeout Format

*East County Corridor (Vasco Rd and/or Byron Highway Corridors) ----- \$117m  
Funding from this ~~This~~ category ~~shall be used~~ is intended to provide funding to complete a new 2-lane limited access roadway connection between Vasco Road and the Bryon Highway as well as safety improvements to both the Vasco Road and safety and ~~or~~ capacity improvements to the Byron Highway (Tri-Link) Corridors oriented at providing to provide better connectivity and goods movement between eastern Contra Costa and the Interstate 205/580 corridors in Alameda and San Joaquin counties. ~~For the Byron Highway (TriLink) corridor, the~~ The Authority shall prioritize provide funding ~~for the design and construction of to construct~~ a new 2-lane limited access connector between Byron Highway and Vasco Road ~~connector~~ south of Camino Diablo Road improving access to the Bryon Airport, as well as shoulder and other improvements to the Bryon Highway that increase (including a railroad grade separation) to improve safety and access to the Bryon Airport and facilitate an improved access for goods movement ~~network for East in Eastern~~ Contra Costa County. For the Vasco Road corridor, the Authority shall prioritize provide funding for safety ~~improvements~~ and other improvements oriented at facilitating the use of high-capacity transit and/or high*

occupancy carpools and discouraging the use of single occupancy vehicles. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for these projects.

Prior to the use of any local sales tax funds to implement ~~capacity~~ improvements to either or both of these corridors, the Authority must find that the project(s) includes measures to prevent growth outside of the Urban Limit Lines (ULL). Such measures might include, but are not necessarily be limited to, limits on roadway access in areas outside the ULL, purchase of abutters' rights of access, preservation of critical habitat and/or the permanent protection / acquisition of agricultural and open space. With the exception of the new connection between Vasco Road, ~~the Byron Airport~~ and the Byron Highway, funding from this category is shall not ~~intended to be used for the construction of~~ to construct new roadways on new alignments. The Authority will work with Alameda and/or San Joaquin Counties to address project impacts in those jurisdictions. Advance Mitigation Program eligible project.

#### With Redline/Strikeout Revisions Accepted

*East County Corridor (Vasco Rd and/or Byron Highway Corridors) ----- \$117m*  
This category is intended to provide funding to complete a new 2-lane limited access roadway connection between Vasco Road and the Bryon Highway as well as safety improvements to both the Vasco Road and Byron Highway Corridors to provide better connectivity and goods movement between eastern Contra Costa and the Interstate 205/580 corridors in Alameda and San Joaquin counties. The Authority shall provide funding to construct a new 2-lane limited access connector between Byron Highway and Vasco Road south of Camino Diablo Road as well as shoulder and other improvements to the Bryon Highway (including a railroad grade separation) to improve safety and access to the Bryon Airport and facilitate an improved access for goods movement in Eastern Contra Costa County. For the Vasco Road corridor, the Authority shall provide funding for safety and other improvements oriented at facilitating the use of high-capacity transit and/or high occupancy carpools and discouraging the use of single occupancy vehicles. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for these projects.

Prior to the use of any local sales tax funds to implement improvements to either or both of these corridors, the Authority must find that the project(s) includes measures to prevent growth outside of the Urban Limit Lines (ULL). Such measures might include, but are not necessarily be limited to, limits on roadway access in areas outside the ULL, purchase of abutters' rights of access, preservation of critical habitat and/or the permanent protection / acquisition of agricultural and open space. With the exception of the new connection between Vasco Road and the Byron Highway, funding from this category shall not be used to construct new roadways on new alignments. The Authority will work with Alameda and/or San Joaquin Counties to address project impacts in those jurisdictions. Advance Mitigation Program eligible project.

2. To clarify and strengthen the Major Streets / Complete Streets / Traffic Signal Synchronization Grant Program, we would recommend including additional language to this section to clarify that the program will have a competitive project selection process within each subregion with the Authority approving the final program of projects. This approach will support a comprehensive countywide approach, while recognizing subregional needs, to implement the overall program policy.

**Policies: Urban Limit Line (ULL)**

3. The TEP should clarify and strengthen the circumstances under which non-voter approved (up to 30-acre) exemptions to the ULL could be considered. In this regard, language should be added to require jurisdictions considering a non-voter approved amendment to their ULL to adopt an additional ‘finding’ (over and above the ‘at least one of the findings listed in the County’s Measure L’) to make it clear that the proposed expansion is for a clearly defined ‘public benefit’.
4. To ensure compliance with the purpose of the ULL, we would recommend language be added to the draft TEP to more clearly define ‘minor adjustment’ to the ULL. In this regard, the draft TEP defines “minor adjustments” as adjustments of 30 acres or less that are intended to address unanticipated circumstances that have, will or could have a significant impact on the public.

**Policies: Growth Management Program**

5. To insure the protection of agricultural lands, the following should be added to the Authority’s Growth Management Checklist - any jurisdiction with agricultural lands (farming and ranching) within its designated Planning Area must have adopted an Agricultural Impact Policy. The Policy would require local agencies to identify and disclose the impacts of converting agricultural land to other uses and will provide information about the impact of future land use decisions on the County’s important agricultural lands.
6. With respect to our April 20, 2016 recommendation that your Authority include additional disclosure requirements on its Growth Management checklist, we would recommend that your Board consider requiring jurisdictions (where applicable) to have or adopt (within a specified time period) a Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors and a policy prohibiting development in designated ‘non-urban’ Priority Conservation Areas.
7. A new section is proposed to be included in the Implementing Guidelines that provides background and clarification regarding the requirements and process CCTA follows for regional transportation planning, including the relation between the Countywide Transportation Plan and the Regional Transportation Plan / Sustainable Community Strategy (RTP/SCS). The recommended language is included in the Draft TEP (April 29, 2016).

## Draft TEP (April 29, 2016)

### Change Log and Additional GBS Comments

Section	Description of Changes in April 29 Draft TEP	Additional Comments in April 29 Gray-Bowen-Scott Memorandum
Table of Expenditure Plan Allocations	<ul style="list-style-type: none"> <li>Revise to reflect 30 years of sales tax revenue</li> <li>Add footnote regarding Community Development Transportation Program (CDTP)</li> </ul>	
Category 2: Major Streets/ Complete Streets/ Traffic Signal Sync Grant Program		<ul style="list-style-type: none"> <li>Consider development as a competitive subregional program</li> </ul>
Category 3: BART Capacity, Access and Parking Imp.	<ul style="list-style-type: none"> <li>Clarify the primary intended use of funds for BART cars</li> <li>Clarify timing when alternative uses can occur</li> <li>Other minor edits</li> </ul>	
Category 10: East County Corridors (Vasco Rd. /Byron Highway)		<ul style="list-style-type: none"> <li>Consider revised language to clarify intent is to provide safety and goods-movement benefits while ensuring that the project includes measures to prevent growth outside the ULL</li> </ul>
Category 12: Transportation for Seniors & People With Disabilities	<ul style="list-style-type: none"> <li>Revisions to participants in creating strategic plan. Clarified ability of existing services to continue to operate during ATS development.</li> </ul>	
Category 16: Community Development Transportation Program	<ul style="list-style-type: none"> <li>Revisions reference program to be complementary to Measure J TLC program and matching opportunities</li> </ul>	
Category 17: Innovative Transportation Technology / Connected Communities Program	<ul style="list-style-type: none"> <li>Addition of language requiring a study regarding impact of technology on future transportation sector jobs</li> </ul>	

The Growth Management Program (GMP)	<ul style="list-style-type: none"> <li>Added compliance checklist disclosure categories for planning standards</li> </ul>	<ul style="list-style-type: none"> <li>Consider requiring applicable jurisdictions to adopt Agricultural Impact Policy</li> <li>Considering requiring jurisdictions to adopt applicable planning standards / ordinances</li> </ul>
Urban Limit Line (ULL)	<ul style="list-style-type: none"> <li>Removed 5 year caps</li> <li>Edits including requirement for Agricultural land protection (associated with minor adjustments to ULL)</li> </ul>	<ul style="list-style-type: none"> <li>Consider additional edits to clarify the intent, definition of and possible additional required conditions for approval of a less than 30-acre minor adjustment to the ULL</li> </ul>
Advanced Mitigation Program	<ul style="list-style-type: none"> <li>Addition of agricultural lands and wetlands / watersheds</li> <li>Other technical corrections and edits</li> </ul>	
Governing Structure / Public Oversight Committee	<ul style="list-style-type: none"> <li>Revise for generic membership categories for labor and environmental / open space</li> <li>Clarify eligibility of appointees</li> <li>Other edits</li> </ul>	
Implementing Guidelines	<ul style="list-style-type: none"> <li>Edits to MOE adjustment conditions</li> <li>Edits to performance measure analysis</li> <li>Edits to Local Contracting and Good Jobs Section</li> </ul>	<ul style="list-style-type: none"> <li>Addition of proposed Section 16, Countywide Transportation Plan Section</li> </ul>
Other	<ul style="list-style-type: none"> <li>Edits suggested by CCTA legal counsel to clarify intent and consistency with CEQA</li> </ul>	



## The Board of Supervisors

County Administration Building  
651 Pine Street, Room 106  
Martinez, California 94553

**John Gioia**, 1<sup>st</sup> District  
**Candace Andersen**, 2<sup>nd</sup> District  
**Mary N. Piepho**, 3<sup>rd</sup> District  
**Karen Mitchoff**, 4<sup>th</sup> District  
**Federal D. Glover**, 5<sup>th</sup> District

## Contra Costa County



**David Twa**  
Clerk of the Board  
and  
County Administrator  
(925) 335-1900

April 29, 2016

Dave Hudson, Chair  
Contra Costa Transportation Authority  
2999 Oak Road, Suite 100  
Walnut Creek, CA 94597

### **Subject: Transportation Expenditure Plan**

Dear Chair Hudson:

On April 26, 2016, the Board of Supervisors (Board) approved the following comments on **1)** the latest version<sup>1</sup> of the Transportation Expenditure Plan (TEP) and **2)** the April 20, 2016 memo from Gray, Bowen, Scott re: *Review of the Draft TEP/Identified Issues and Recommendations*. This comment letter does not constitute an endorsement by the Board of the concept of a 2016 transportation sales tax. The Board will consider that broader issue at a future meeting.

### ***TEP: Detailed Descriptions of Funding Categories: Community Development***

***Transportation Program:*** The Board believes there is an adequate amount of attention paid to the “housing” side of the jobs/housing balance. The comments below are meant to provide some additional focus on the “jobs” side of the ratio by encouraging higher quality employment.

*...Funds will be allocated on a competitive basis to transportation projects or programs that promote economic development, job creation (targeting businesses that create significant direct employment and indirect jobs) and/or housing within established (or planned) transit supportive community centers.*

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<sup>1</sup> April 8, 2016 CCTA Memo to RTPCs re: *Draft Transportation Expenditure Plan (TEP) - Release for Review and Comment*

*Additional priority will be given to projects where the sponsor can demonstrate that the project supports and facilitates development of housing for all income levels or supports creating jobs in areas with a deficit of proximate, middle-wage employment opportunities. Working with the RTPCs, the Authority will prepare guidelines and establish overall criteria for the program including the recognition of localized jobs/housing imbalances and the consequential impacts, including: imbalanced and excessive commute times; quality of life, higher vehicle miles traveled/greenhouse gas production and; under-utilized transportation infrastructure.*

**TEP: Detailed Descriptions of Funding Categories: Local Streets Maintenance & Improvements:** The description of eligible maintenance activities should be explicit in what activities are funded. We want to ensure that road-related, non-pavement infrastructure is also eligible for these funds. This includes but is not limited to water conveyance features, environmental mitigation, safety features, vegetation & landscaping, ADA obligations, etc. While transportation facility maintenance typically focuses on pavement costs, the road-related non-pavement infrastructure costs are often higher.

**Gray, Bowen, Scott Memo: Urban Limit Line: 11.** *Require jurisdictions that might be considering a non-voter approved amendment to their ULL that would impact defined Agricultural lands outside of the ULL to adopt an Agricultural Protection Ordinance and/or mitigate the loss of designated Agricultural lands by permanently protecting farmland.*

The Board does not support this recommendation. We prefer that the TEP retain a focus on transportation issues and that local jurisdictions maintain more autonomy on agricultural preservation. Local agencies are free to take this issue up if circumstances warrant.

**Gray, Bowen, Scott Memo: The Growth Management Program: 12.** *With respect to the Growth Management Program, the GBS team recommends that the Authority add additional disclosure items (not requirements) to its Growth Management Checklist to include whether or not a jurisdiction has adopted any or all of the following – a Hillside Development Ordinance...*

Similar to the comment above, the Board believes the TEP should have a tighter focus on transportation and avoid addressing other, ancillary issues.

Dave Hudson, Chair - CCTA  
April 29, 2016  
Page 3 of 3

The Board of Supervisors appreciates the tireless efforts of the Authority Board, staff and consultants in moving this important effort ahead and for the consideration of these comments. We look forward to your response.

Sincerely,



Candace Andersen, Chair  
Contra Costa County Board of Supervisors  
Supervisor, District II

C:  
Members, Board of Supervisors  
David Twa, County Administrator  
Sharon Anderson, County Counsel  
Julie Bueren, Director – Public Works Department  
John Kopchik, Director - Conservation and Development



May 6, 2016

TO: Ross Chittenden, Chief Deputy Executive Director

FR: William R. Gray, Principal

**RE: Supplemental Review of the Draft TEP (dated April 29, 2016)  
Additional Issues and Recommendations**

This is a follow-up to our memorandum dated April 20, 2016 transmitting recommendations related to changes and/or modifications to the draft TEP oriented at developing key stakeholder buy-in necessary to maximize the opportunity for public support of a possible November 2016 ballot measure.

Consistent with your Board's April 6<sup>th</sup> request, our team has continued to work with key stakeholders. In this regard, the following are changes (not included in the current draft TEP) that the GBS team believes will facilitate key stakeholder buy-in with the TEP. The GBS team would recommend that the Board consider incorporating these changes into the TEP.

This memorandum, dated May 6, 2016 includes the recommendations initially included in the memorandum dated April 29, 2016, as well as specific TEP language proposals to accompany the recommendations distributed as a separate handout at the CCTA Special Board Meeting held on May 4, 2016.

**Corridors / Projects:**

1. The description of the East County Corridor project should be modified to more clearly define the Authority's intent. The recommended language:

*Proposed revisions in redline/strikeout format relative to the Draft TEP (April 29, 2016)*  
**East County Corridor (Vasco Rd and/or Byron Highway Corridors) ----- \$117m**  
**Funding from this**This **category** ~~shall be used~~is intended to provide funding to complete a  
new 2-lane limited access roadway connection between Vasco Road and the Bryon  
Highway as well as ~~safety improvements to both the Vasco Road~~and safety ~~and~~or  
~~capacity improvements to the Byron Highway (Tri-Link) Corridors~~ **oriented at**  
~~providing~~to provide better connectivity and goods movement between eastern Contra  
 Costa and the Interstate 205/580 corridors in Alameda and San Joaquin counties. ~~For the~~  
~~Byron Highway (TriLink) corridor, the~~The Authority shall ~~prioritize~~provide funding ~~for~~  
~~the design and construction of~~to construct a new 2-lane limited access connector between  
 Byron Highway and Vasco Road ~~connector~~ south of Camino Diablo Road ~~improving~~

~~access to the Bryon Airport, as well as shoulder~~ and other improvements to the Bryon Highway ~~that increase (including a railroad grade separation) to improve~~ safety and access to the Bryon Airport and facilitate an improved access for goods movement network for East in Eastern Contra Costa County. For the Vasco Road corridor, the Authority shall ~~prioritize~~ provide funding for safety ~~improvements~~ and other improvements oriented at facilitating the use of high-capacity transit and/or high occupancy carpools and discouraging the use of single occupancy vehicles. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for these projects.

Prior to the use of any local sales tax funds to implement ~~capacity~~ improvements to either or both of these corridors, the Authority must find that the project(s) includes measures to prevent growth outside of the Urban Limit Lines (ULL). Such measures might include, but are not necessarily be limited to, limits on roadway access in areas outside the ULL, purchase of abutters' rights of access, preservation of critical habitat and/or the permanent protection / acquisition of agricultural and open space. With the exception of the new connection between Vasco Road, ~~the Bryon Airport and the Bryon Highway~~, funding from this category ~~is shall~~ not ~~intended to be used for the construction of to construct~~ new roadways on new alignments. The Authority will work with Alameda and/or San Joaquin Counties to address project impacts in those jurisdictions. Advance Mitigation Program eligible project.

With Redline/Strikeout Revisions Accepted

**East County Corridor (Vasco Rd and/or Bryon Highway Corridors) ----- \$117m**

This category is intended to provide funding to complete a new 2-lane limited access roadway connection between Vasco Road and the Bryon Highway as well as safety improvements to both the Vasco Road and Bryon Highway Corridors to provide better connectivity and goods movement between eastern Contra Costa and the Interstate 205/580 corridors in Alameda and San Joaquin counties. The Authority shall provide funding to construct a new 2-lane limited access connector between Bryon Highway and Vasco Road south of Camino Diablo Road as well as shoulder and other improvements to the Bryon Highway (including a railroad grade separation) to improve safety and access to the Bryon Airport and facilitate an improved access for goods movement in Eastern Contra Costa County. For the Vasco Road corridor, the Authority shall provide funding for safety and other improvements oriented at facilitating the use of high-capacity transit and/or high occupancy carpools and discouraging the use of single occupancy vehicles. To the greatest degree possible, local funds generated by this measure shall be used to leverage additional regional, state and/or federal funds for these projects.

Prior to the use of any local sales tax funds to implement improvements to either or both of these corridors, the Authority must find that the project(s) includes measures to prevent growth outside of the Urban Limit Lines (ULL). Such measures might include, but are not necessarily be limited to, limits on roadway access in areas outside the ULL, purchase of abutters' rights of access, preservation of critical habitat and/or the permanent protection / acquisition of agricultural and open space.

*With the exception of the new connection between Vasco Road and the Byron Highway, funding from this category shall not be used to construct new roadways on new alignments. The Authority will work with Alameda and/or San Joaquin Counties to address project impacts in those jurisdictions. Advance Mitigation Program eligible project.*

2. To clarify and strengthen the Major Streets / Complete Streets / Traffic Signal Synchronization Grant Program, we would recommend including additional language to this section to clarify that the program will have a competitive project selection process within each subregion with the Authority approving the final program of projects. This approach will support a comprehensive countywide approach, while recognizing subregional needs, to implement the overall program policy. The recommended language detailed below includes material included in the initial April 29, 2016 memorandum as well as the inclusion of additional language based on discussion at the May 4, 2016 CCTA Special Board meeting. The recommended language is also included in the Draft TEP (May 6, 2016) (Page 1-15).

*Proposed revisions in redline/strikeout format relative to the Draft TEP (April 29, 2016)*  
***Major Streets/ Complete Streets/ Traffic Signal Synchronization Grant Program ----- \$290m***

*This category is intended to fund improvements to major thoroughfares throughout Contra Costa to improve the safe, efficient and reliable movement of buses, vehicles, bicyclists and pedestrians along said corridors (i.e. traffic smoothing). Eligible projects shall include a variety of components that meet the needs of all users and respond to the context of the facility. Projects may include but are not limited to installation of bike and pedestrian facilities, installation of “smart” parking management programs, separated bike lanes, synchronization of traffic signals and other technology solutions to manage traffic, traffic calming and pedestrian safety improvements, shoulders, sidewalks, curbs and gutters, streetscapes and bus transit facility enhancements such as bus turnouts and passenger amenities. As an element of this program, the Authority will adopt a ‘traffic signal synchronization’ program and award grants for installation of ‘state of the art’ technology oriented at smoothing the flow of traffic along major arterial roadways throughout the county. Funding from this program will be prioritized to projects that improve access for all modes to job, commercial and transit, and whose design process included opportunity for public input from existing and potential users of the facility. Priority will be given to projects that can show a high percentage of “other funding” allocated to the project (i.e. – leverage). The Authority will adopt program guidelines that will include information regarding how to evaluate the range of possible project components. All projects will be selected through a competitive project selection process within each subregion with the Authority approving the final program of projects, allowing for a comprehensive countywide approach while recognizing subregional needs to achieve the overall program goal. All projects funded through this program must comply with the Authority’s Complete Streets Policy and include*

*complete street elements whenever possible. 20% of the program funding will be allocated to four Complete Streets demonstration projects within five years of the Measure's passage, one in each subregion, recommended by the relevant RTPC and approved by Authority, to demonstrate the successful implementation of Complete Streets projects. Demonstration projects will be required to strongly pursue the use of separated bike lane facilities in demonstration project program. The purpose of these demonstration projects is to create examples of successful complete street projects in multiple situations throughout the county. Advanced Mitigation Program eligible project.*

**Policies: Urban Limit Line (ULL)**

3. The TEP should clarify and strengthen the circumstances under which non-voter approved (up to 30-acre) exemptions to the ULL could be considered. In this regard, language should be added to require jurisdictions considering a non-voter approved amendment to their ULL to adopt an additional 'finding' (over and above the 'at least one of the findings listed in the County's Measure L') to make it clear that the proposed expansion is for a clearly defined 'public benefit'.

*Proposed revisions in redlines/strikeout format relative to the Draft TEP (April 29, 2016) (Page 21 of 35 of the Draft TEP (April 29, 2016))*

4. *Local jurisdictions may, without voter approval, enact a Minor Adjustments to their applicable ULL subject to a vote of at least 4/5 of the jurisdiction's legislative body and the following requirements:*

- a. *Minor Adjustment ~~may include one or several parts that in total~~ shall not exceed 30 acres;*

- b. *Adoption of at least one of the findings listed in the County's Measure L (§82-1.018 of County Ordinances 2006-06 § 3, 91-1 § 2, 90-66 § 4);*

- c. *Adoption of a finding that the Minor Adjustment is for a clearly defined public benefit.*

- ~~e.d.~~ *The Minor Adjustment is not contiguous to one or more non-voter approved Minor Adjustments that in total exceed 30 acres;*

- ~~e.e.~~ *The Minor Adjustment does not create a pocket of land outside the existing urban limit line, specifically to avoid the possibility of a jurisdiction wanting to fill in those subsequently through separate adjustments;*

- ~~e.f.~~ *Any jurisdiction proposing to process an that approves a minor adjustment to its applicable ULL that impacts designated agricultural lands shall have is required to have an adopted Agricultural Protection Ordinance or must demonstrate how the loss of the designated agricultural lands will be mitigated by permanently protecting farmland.*

4. To ensure compliance with the purpose of the ULL, we would recommend language be added to the draft TEP to more clearly define ‘minor adjustment’ to the ULL. In this regard, the draft TEP defines “minor adjustments” as adjustments of 30 acres or less that are intended to address unanticipated circumstances that have, will or could have a significant impact on the public.

*Proposed revisions in redline/strikeout format relative to the Draft TEP (April 29, 2016) (Page 21 of 35 of the Draft TEP (April 29, 2016)).*

*Minor Adjustments: An adjustment to the ULL of 30 acres or less that is intended to address unanticipated circumstances that have, will or could have a significant impact on the public.*

#### **Policies: Growth Management Program**

5. To insure the protection of agricultural lands, the following should be added to the Authority’s Growth Management Checklist - any jurisdiction with agricultural lands (farming and ranching) within its designated Planning Area must have adopted an Agricultural Impact Policy. The Policy would require local agencies to identify and disclose the impacts of converting agricultural land to other uses and will provide information about the impact of future land use decisions on the County’s important agricultural lands.
6. With respect to our April 20, 2016 recommendation that your Authority include additional disclosure requirements on its Growth Management checklist, we would recommend that your Board consider requiring jurisdictions (where applicable) to have or adopt (within a specified time period) a Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors and a policy prohibiting development in designated ‘non-urban’ Priority Conservation Areas.

*Proposed revisions in redline/strikeout format for items #5 and #6 relative to the Draft TEP (April 29, 2016) (Page 18 of 35 of the Draft TEP (April 29, 2016))*

*Each jurisdiction shall demonstrate its compliance with all of the components of the Growth Management Program in a completed compliance checklist. In addition to the current requirements, ~~The~~ the Growth Management Program compliance checklist will require jurisdictions, within 24 months of the effective date of this measure, to have the following adopted policies in place (where applicable): a Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors, and a policy prohibiting development in designated ‘non-urban’ Priority Conservation Areas. ~~include the disclosure of whether or not a jurisdiction has an adopted: Hillside Development Ordinance, Ridgeline Protection Ordinance, Open Space System with Ridgelines defined, protections for wildlife corridors, a plan to conserve buffers around open space and agriculture, prohibitions on the culverting of ‘blue line creeks’ for anything other than road crossings and prohibitions on development in designated ‘non urban Priority Conservation Areas.~~ In addition to the above, the Growth Management Program compliance checklist will also require jurisdictions with designated agricultural lands (as*



*defined by the California Department of Conservation) within their Planning Area to have (within 24 months of the effective date of this measure) an adopted Agricultural Impact Policy. Said Agricultural Impact Policy will require the jurisdiction to identify and disclose the impacts of converting agricultural land to other uses and will provide information about the impact of future land use decisions on the County's important agricultural lands. The jurisdiction shall submit, and the Authority shall review and make findings regarding the jurisdiction's compliance with the requirements of the Growth Management Program, consistent with the Authority's adopted policies and procedures.*

*With proposed revisions accepted for items #5 and #6*

*Each jurisdiction shall demonstrate its compliance with all of the components of the Growth Management Program in a completed compliance checklist. In addition to the current requirements, the Growth Management Program compliance checklist will require jurisdictions, within 24 months of the effective date of this measure, to have the following adopted policies in place (where applicable): a Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors, and a policy prohibiting development in designated 'non-urban' Priority Conservation Areas. In addition to the above, the Growth Management Program compliance checklist will also require jurisdictions with designated agricultural lands (as defined by the California Department of Conservation) within their Planning Area to have (within 24 months of the effective date of this measure) an adopted Agricultural Impact Policy. Said Agricultural Impact Policy will require the jurisdiction to identify and disclose the impacts of converting agricultural land to other uses and will provide information about the impact of future land use decisions on the County's important agricultural lands. The jurisdiction shall submit, and the Authority shall review and make findings regarding the jurisdiction's compliance with the requirements of the Growth Management Program, consistent with the Authority's adopted policies and procedures.*

7. A new section is proposed to be included in the Implementing Guidelines that provides background and clarification regarding the requirements and process CCTA follows for regional transportation planning, including the relation between the Countywide Transportation Plan and the Regional Transportation Plan / Sustainable Community Strategy (RTP/SCS). The recommended language is included in the Draft TEP (April 29, 2016).

# TRANSPLAN COMMITTEE

## EAST COUNTY TRANSPORTATION PLANNING

Antioch • Brentwood • Oakley • Pittsburg • Contra Costa County  
30 Muir Road, Martinez, CA 94553

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May 4, 2016

Mr. Randell H. Iwasaki, Executive Director  
Contra Costa Transportation Authority (“CCTA”)  
2999 Oak Road, Suite 100  
Walnut Creek, CA 94597

Dear Mr. Iwasaki:

This correspondence reports on the actions and discussions during the TRANSPLAN Committee special meeting on May 4, 2016.

**Contra Costa Transportation Authority (“CCTA” or “Authority”) Development of Draft Transportation Expenditure Plan (“TEP”).** TRANSPLAN discussed the April 29, 2016 iteration of the Draft TEP, as well as letters from Gray Bowen Scott (“GBS”) dated April 20 and April 29, 2016 with supplemental recommendations for the TEP. Based on that information, TRANSPLAN would like to provide the following comments:

1. Category 8, Improve Traffic Flow along SR-242/SR-4: TRANSPLAN recommends balancing the allocations between Central and East County by reducing East County’s allocation from \$78 million to \$44 million. The remaining \$34 million should be reallocated within East County as follows: \$20 million to Category 1a, Additional Local Street Maintenance and Improvements, and \$14 million to Category 16, Community Development Transportation Program. This recommendation is detailed in the enclosed table.
2. Category 10, East County Corridors: TRANSPLAN rejects GBS’s recommended revisions to the language in this fund category as shown in their April 29, 2016 letter and recommends the Authority retain the language that was provided in the April 8 and April 29, 2016 Draft TEP.
3. Growth Management Program: GBS has recommended the Authority consider making adoption of “a Hillside Development Policy, a Ridgeline Protection Policy, a policy to protect wildlife corridors and a policy prohibiting development in designated ‘non-urban’ Priority Conservation Areas” requirements in the Growth Management Checklist.

As stated in prior letters on the subject, TRANSPLAN opposes over-reaching land use controls or other policies in the Growth Management Program and TEP that prohibit a jurisdiction’s ability to receive return-to-source funds, and therefore certainly rejects this recommendation from GBS. All TRANSPLAN jurisdictions maintain voter approved Urban Limit Lines. In addition, East County jurisdictions are partners in the East Contra Costa County Habitat Conservation Plan / Natural Community Conservation Plan. These mechanisms are specifically designed to prevent impacts to natural resources.

TRANSPLAN is also not interested in seeing this as a “disclosure” item in the Growth Management Checklist where if a jurisdiction does not have any of the aforementioned ordinances, they will be required to undertake “discussions” to consider adoption of such ordinances. Land use authority should remain with the local agencies and this type of policy requirement would jeopardize that.

Thank you for the opportunity to provide input on the subject item. Should you have any questions, please do not hesitate to contact me at (925) 674-7832 or email at [jamar.stamps@dcd.cccounty.us](mailto:jamar.stamps@dcd.cccounty.us).

Sincerely,



Jamar Stamps, TRANSPLAN Staff

Enclosure

c: TRANSPLAN Committee      T. Grover, CCTA  
L. Bobadilla, SWAT/TVTC      J. Townsend, EBRPD  
A. Tucci-Smith, TRANSPAC      D. Dennis, ECCRFFA  
J. Nemeth, WCCTAC

April 20, 2016  
 RE: Review of the Draft TEP (dated April 8, 2016)  
 Identified Issues and Recommendations  
 Attachment (Page 1 of 2) - Summary of Draft TEP with Inclusion of  
 Proposed Revisions (30 years of revenue)

**TABLE OF EXPENDITURE PLAN FUNDING ALLOCATIONS**

No.	Funding Category	\$ millions	%	Distribution of Funding By Subregion			
				Central (a)	Southwest (b)	West (c)	East (d)
1	Local Streets Maintenance and Improvements	663.5	23.09%	192.0	147.5	145.6	178.4
1a	Add'l Local Streets Maintenance and Improvements	20.0	0.70%	20.0			
2	Major Streets and Complete Streets Project Grants	290.0	10.09%	108.4	46.4	56.6	78.6
3	BART Capacity, Access and Parking Improvements	300.0	10.44%	88.1	57.4	69.8	84.7
4	East Contra Costa Transit Extension	70.0	2.44%				70.0
5	High Capacity Transit Improvements along the I-80 Corridor in West County	55.0	1.91%			55.0	
6	I-80 Interchange Improvements at San Pablo Dam Road and Central Avenue	60.0	2.09%			60.0	
7	Improve traffic flow & implement high capacity transit in the I-680 corridor & SR 24	250.0	8.70%	125.0	125.0		
8	Improve traffic flow along the SR 242 & SR 4 Corridors in Central and Eastern County	122.0	4.25%	44.0			78.0
9	Interstate 680 and State Route 4 Interchange Improvements	60.0	2.09%	60.0			
10	East County Corridor (Vasco Rd and/or Byron Highway Corridors)	117.0	4.07%				117.0
11	Bus and Non-Rail Transit Enhancements	295.0	10.26%	61.5	61.5	110.6	61.5
12	Transportation for Seniors and People with Disabilities	115.0	4.00%	30.8	19.3	28.2	36.8
13	Safe Transportation for Children	64.0	2.23%	8.7	20.0	26.1	9.1
14	Intercity Rail and Ferry Service	50.0	1.74%	8.0		35.0	7.0
15	Pedestrian, Bicycle and Trail Facilities	115.0	4.00%	28.3	30.3	26.4	29.9
16	Community Development Transportation Program	86.0	2.99%	25.3	16.4	20.0	24.3
17	Innovative Transportation Technology / Connected Communities Grant Program	65.0	2.26%	22.1	11.0	16.7	15.2
18	Transportation Planning, Facilities & Services	28.7	1.00%	8.4	5.5	6.7	8.1
19	Regional Transportation Priorities	18.7	0.65%	5.0	3.7	5.0	5.0
20	Administration	28.7	1.00%	8.4	5.5	6.7	8.1
	<b>TOTAL</b>	<b>2873.5</b>	<b>100.0%</b>	<b>843.9</b>	<b>549.6</b>	<b>668.3</b>	<b>811.7</b>

20

44

38.3

Population Based Share	843.9	549.6	668.3	811.7
Population Share (2030 Estimate) of Total	29.37%	19.13%	23.26%	28.25%