

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

**Meeting Date:** May 20, 2015

|                               |   |
|-------------------------------|---|
| <b>Subject</b>                | <b>Approval of Principles for Development of a Transportation Expenditure Plan (TEP)</b>  |
| <b>Summary of Issues</b>      | Development of a TEP should be aligned with the Vision, Goals and Strategies identified in the draft 2014 CTP, as well as reflect the values that have governed cooperative planning over the life of Measures C and J. Accordingly, staff has developed a proposed set of principles for consideration by the Authority to help guide the TEP effort. A first draft of the principles was presented by staff at the April 15, 2015 Authority Board Meeting. Comments provided at that meeting have been incorporated into an updated proposed set of principles. |
| <b>Recommendations</b>        | Staff seeks Authority approval of the Principles for Development of a Transportation Expenditure Plan (Principles).   |
| <b>Financial Implications</b> | There is no cost to approve the Principles. However, development of the TEP requires considerable staff and consultant support, as well as other anticipated costs such as the fees paid to the Registrar of Voters and the County Clerk–Recorder. Staff and our consultant team continue to develop a detailed work program and budget to finalize development of a TEP for discussion at a future Authority meeting.  |
| <b>Options</b>                | <ol style="list-style-type: none"> <li>1. Modify the proposed Principles.</li> <li>2. Do not proceed with TEP effort.</li> </ol>  |
| <b>Attachments</b>            | <ol style="list-style-type: none"> <li>A. Principles for Development of a Transportation Expenditure Plan.</li> <li>B. Principles for Development of a Transportation Expenditure Plan showing edits to the version discussed at the April 15 Authority meeting.</li> </ol>   |
| <b>Changes from Committee</b> | N/A   |

## **Background**

Since 1989, the Authority has administered sales tax revenues collected through voter-approved transportation improvement funding measures. Measure C, passed in 1988, created the Authority, and established a half-cent transportation sales tax for 20 years expiring in 2009. In 2004, the voters of Contra Costa approved Measure J, which continued the half-cent transportation sales tax for an additional 25 years through 2034. Together, the two measures will generate more than \$3.8 billion in local sales tax funds. When leveraged with federal, State and regional funds, the two measures will result in over \$6.5 billion invested in transportation projects and programs in Contra Costa.

The projects and programs that are advanced with these funds were defined in a TEP that was developed by the Authority with input from many stakeholders. Each successful ballot measure involved a complex development process that eventually led to approval by the voters of Contra Costa.

The current Measure J half-cent transportation sales tax will expire in 2034. Approximately 58 percent of the overall revenues are used for "pay-as-you-go" programs and 42 percent for capital improvement projects. During the first ten years of the measure, all of the major capital improvement projects (SR-4 East, eBART, I-680 and I-80 corridor investments and others) will be complete or in construction. Consequently by 2018, approximately 82 percent of the Measure J project funds will have been expended, and any remaining project revenues will go towards repayment of bonds.

## **Adoption of TEP Principles**

At its meeting in March, the Authority directed staff to initiate the development of a TEP for a possible November 2016 ballot measure. An initial step in this process is to adopt Principles for Development of a TEP (Principles). Development of a new TEP should be guided by principles that build on the Vision, Goals and Strategies identified in the 2014 CTP and that embrace the values of collaboration between the Authority and its partner agencies. Development of a TEP will require technical, political, public and stakeholder engagement. The Principles will help guide the Authority through the TEP stakeholder engagement and development process and the range of issues that will be part of the discussion leading to a TEP.

The proposed Principles for a new TEP include supporting the Authority's vision and goals; conducting a robust public participation effort; adopting a consensus-based approach; finding

the right balance for a healthy environment and strong economy for future generations; maintaining the system; leveraging funds and continuing our commitment to growth management and cooperative planning.

Draft Principles were presented for consideration at the Authority's April 15, 2015 meeting. Comments were provided and staff was directed to revise the Principles to incorporate comments. Attachment A is the proposed Principles for adoption. Attachment B is the same document with the changes from the version discussed in April shown in "track changes" format.

Staff and the Authority's consultant team are discussing the draft Principles at initial meetings with Regional Transportation Planning Committees (RTPCs) and other stakeholders. Staff will update the Authority on comments received from the RTPCs and other stakeholders.

# **Contra Costa Transportation Authority Principles for Development of a Transportation Expenditure Plan**

*May 20, 2015*

## **PREAMBLE**

Since 1989, the Contra Costa Transportation Authority has administered sales tax revenues collected through voter-approved transportation improvement funding measures, Measures C and J. Together, the two measures will generate more than \$3.8 billion in local sales tax funds. When these funds are combined with federal, State and regional funds, over \$6.5 billion will be invested in transportation projects and programs approved by voters as part of Measures C and J. The two measures also include a Growth Management Program that requires new growth to pay its own way and encourages cooperative planning to address growth and transportation issues.

Measure C, passed in 1988, created a half-cent transportation sales tax for 20 years expiring in 2009. In 2004, Contra Costa County voters approved Measure J, with a 71 percent vote, to continue the half-cent transportation sales tax for an additional 25 years beyond the original 2009 expiration date. All of the major projects identified in the Measure J Transportation Expenditure Plan are either underway or completed with accelerated delivery strategies so the benefits of the projects will be realized within the first 10 years of the enacted measure.

Through Measures C and J, the Contra Costa Transportation Authority is reducing the impacts of transportation on the environment, encouraging alternative modes of transportation, and providing congestion relief, including:

- BART extensions and improvements
- Bus and ferry service improvements
- Highway 4 improvements from Hercules to Discovery Bay
- New Caldecott Tunnel Fourth Bore
- Richmond Parkway
- Highway 24 and Highway 242 corridor improvements
- Bicycle and pedestrian improvements
- I-80 corridor improvements
- I-680 corridor improvements
- Transit service improvements for students, seniors and people with disabilities
- Local street and road improvements
- Electric Vehicle Charging Stations

Every 5 years, the Contra Costa Transportation Authority updates its Countywide Comprehensive Transportation Plan to provide a blueprint for future investment in Contra Costa's transportation system and identify projects, programs and policies anticipated to be needed over the next 25 years. The update underway includes a comprehensive public

outreach program to collect input from stakeholders and the communities throughout Contra Costa. The result is a Countywide Comprehensive Transportation Plan that identifies goals for bringing together all modes of travel, networks and operators to meet the diverse transportation needs of Contra Costa County.

## **VISION AND GOALS FOR THE COUNTYWIDE COMPREHENSIVE TRANSPORTATION PLAN**

Measure J requires the development and regular update of a Countywide Comprehensive Transportation Plan.

As outlined in its “vision,” the Contra Costa Transportation Authority will:

Strive to preserve and enhance the quality of life of local communities by promoting a healthy environment and strong economy to benefit all people and areas of Contra Costa, through (1) a balanced, safe, and efficient transportation network, (2) cooperative planning, and (3) growth management. The transportation network should integrate all modes of transportation to meet the diverse needs of Contra Costa.

To achieve this vision, the Countywide Comprehensive Transportation Plan identifies the following goals:

1. Support the efficient, safe, and reliable movement of people and goods using all available travel modes;
2. Manage growth to sustain Contra Costa’s economy, preserve its environment, and support its communities;
3. Expand safe, convenient and affordable alternatives to the single occupant vehicle;
4. Maintain the transportation system; and
5. Continue to invest wisely to maximize the benefits of available funding.

The challenge now facing the Contra Costa Transportation Authority is to prioritize \$32 billion in projects and programs, as our transportation needs significantly exceed available revenue. The projected revenue from federal, State and regional sources is not sufficient and a \$10.9 billion shortfall is identified. Over the last two decades, local funds have become the driving force in funding transportation improvements. Development and approval of a new countywide transportation sales tax measure will be critical to help address the funding gap.

## PRINCIPLES FOR A NEW TRANSPORTATION EXPENDITURE PLAN

The Contra Costa Transportation Authority will apply the following principles in developing a new Transportation Expenditure Plan that will define the use of funds from a potential new transportation sales tax measure for Contra Costa:

1. **Vision and Goals.** Support the vision and goals of the Contra Costa Transportation Authority.
2. **Public Participation.** The Contra Costa Transportation Authority will conduct a comprehensive public outreach program to collect input from stakeholders and the communities throughout Contra Costa about the transportation priorities important for our communities.
3. **Accountability.** The Contra Costa Transportation Authority will continue its commitment to accountability and transparency.
4. **Consensus-Based Planning.** The Contra Costa Transportation Authority will seek to develop a Transportation Expenditure Plan that reflects consensus between the Contra Costa Transportation Authority, the public, stakeholders, regional transportation planning committees, cities, towns, Contra Costa County and transit agencies.
5. **Balanced Approach.** The Contra Costa Transportation Authority will seek to develop a Transportation Expenditure Plan that provides widespread benefit for all people and areas of Contra Costa, promotes a healthy environment and strong economy, results in a reduction of greenhouse gas emissions and per capita vehicle miles travelled, supports transportation for livable communities' projects, and addresses future demographic and technological change and innovation.
6. **Public Health and Safety.** The Contra Costa Transportation Authority will ensure that the Transportation Expenditure Plan promotes a policy that results in the reduction of transportation impacts on the environment and provides complementary public health and safety benefits.
7. **Maintenance of the Existing System.** Maintain the existing local roads, bicycle, pedestrian and transit systems in a safe and operable condition.
8. **Use of Local Dollars to Attract Other Funds.** The Contra Costa Transportation Authority will continue to identify federal, State and regional funding opportunities that can maximize the amount of overall funds available for transportation projects in Contra Costa.
9. **Commitment to Growth Management and Cooperative Planning.** New development should comprehensively address infrastructure improvement needs. The Transportation

Expenditure Plan will carry forward Contra Costa's Growth Management Program and adherence to the Urban Limit Line Policy, as adopted.

10. **Innovation and Technology.** Embrace innovation and utilize technology to accelerate and enhance transportation services.

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## **Contra Costa Transportation Authority Principles for Development of a Transportation Expenditure Plan**

~~April 15, 2015~~

May 20, 2015

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