

April 6, 2016

Authority Special TEP
Meeting

Handouts

*(Various Agenda Items - See
Reverse Side for Details)*

Handout Items

Agenda Item 1.1.1: Consideration to Adopt a Policy to Include an Advance Mitigation Program in the Draft TEP.

- Copy of presentation by staff

Agenda Item 1.1.3: Review and Discussion of Other Miscellaneous Changes Incorporated in the Initial Draft TEP Version 2.2

- Handout with correction to Proposed Revisions to Category 12 - Bus Transit and Non-Rail Transit Enhancements

Agenda Item 1.2: Review of the Updated Initial Draft TEP – Version 2.2, and Authorization to Release the Draft TEP to Regional Transportation Planning Committees (RTPCs), the Expenditure Plan Advisory Committee (EPAC), the Public Managers' Association (PMA) and Other Interested Stakeholders for Review and Comment.

- Copy of presentation by staff to highlight changes in the Initial Draft TEP Version 2.2

Agenda Item 1.3 (Added by Addendum): Review and Discuss Proposed Changes to the Initial Draft Transportation Expenditure Plan (TEP) Contained in a Joint Letter From Expenditure Plan Advisory Committee (EPAC) Members Kristin Connelly, President and CEO, East Bay Leadership Council; Michael Cunningham, Senior Vice President for Public Policy, Bay Area Council; and Lisa Vorderbrueggen, BIA | Bay Area East Bay Governmental Affairs Executive Director.

- Joint Letter From Expenditure Plan Advisory Committee (EPAC) Members Joel Devalcourt, Ron Brown and Dave Campbell dated April 6, 2016

Consideration of Policy for an Advance Mitigation Program in Potential Transportation Expenditure Plan (TEP)

Contra Costa Transportation Authority

April 6, 2016

Bay Area Regional Advance Mitigation Program (RAMP)

- Proposed for Plan Bay Area 2040
- Opportunity to align conservation and infrastructure planning goals
 - Higher value, more strategic conservation
 - Streamline project delivery process
- RAMP does not increase or decrease CEQA or California Endangered Species Act responsibilities
- RAMP supports existing Habitat Conservation Programs (East Contra Costa HCP)

Other Transportation Measures

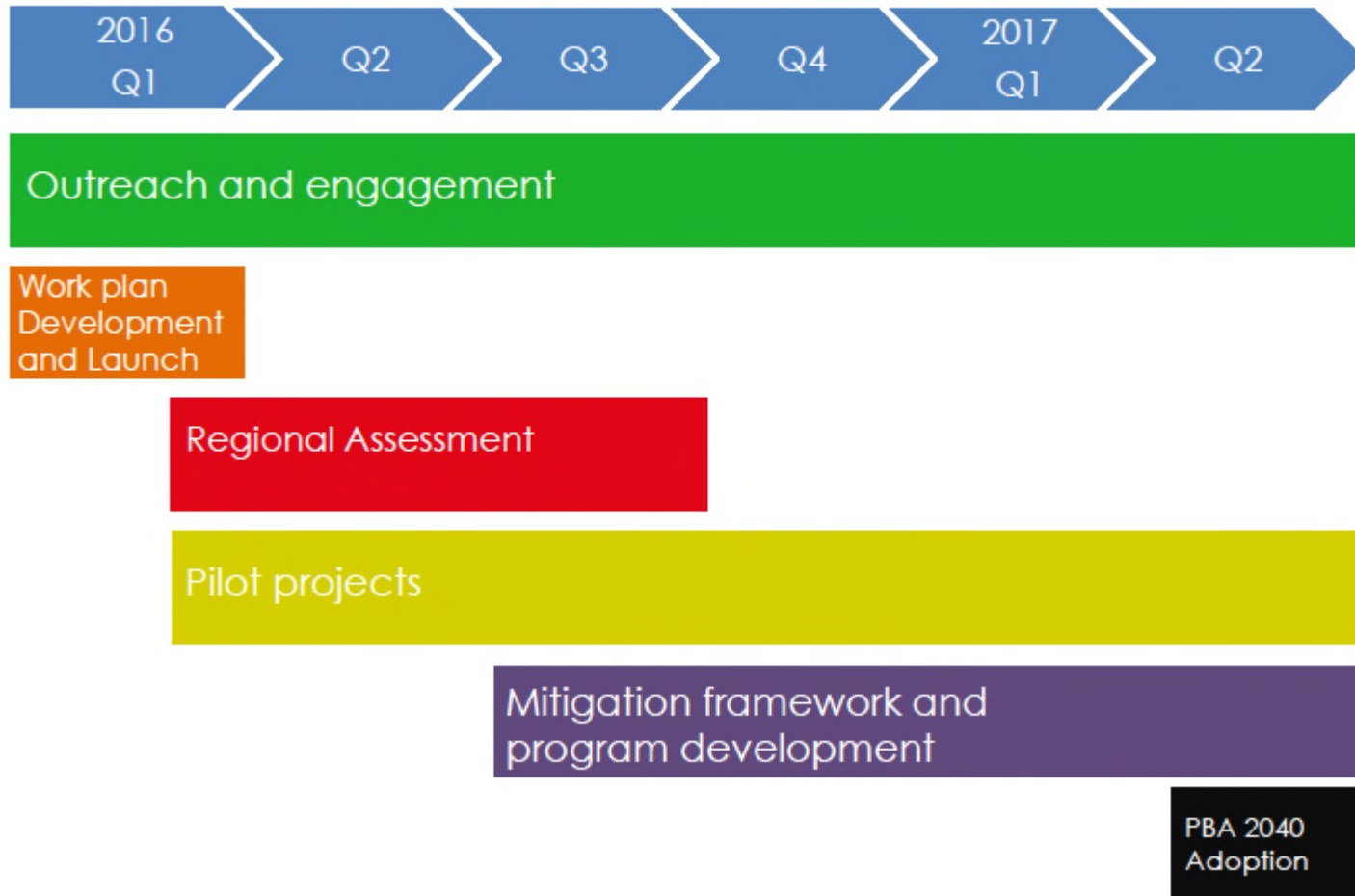
- SANDAG TRANSNET Measure 2004
- Orange County Transportation Authority 2006
- Santa Clara Possible Measure 2016
 - Potentially Part of Bay Area RAMP Pilot

Statewide Perspective

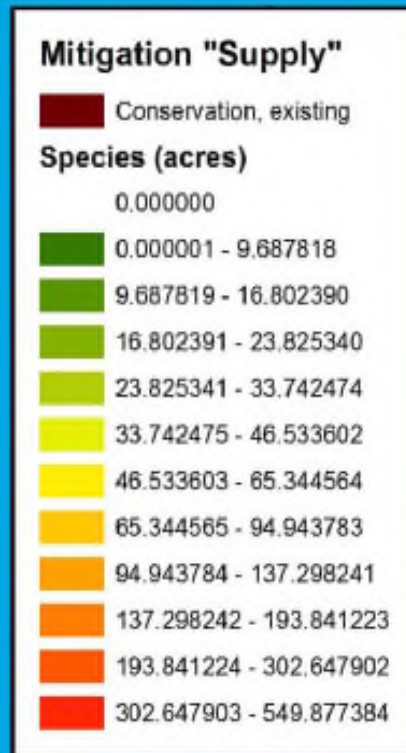
- AB 1833 (Linder) and SB 901 (Bates)
 - Directs Caltrans to establish an advance mitigation program and authorizes funding
- AB 2087 (Levine)
 - California Department of Fish and Wildlife to establish Regional Conservation Framework
- Gov Brown Transportation Funding Proposal
 - Includes funding for advance mitigation

Bay Area Ramp Pilot Timeline

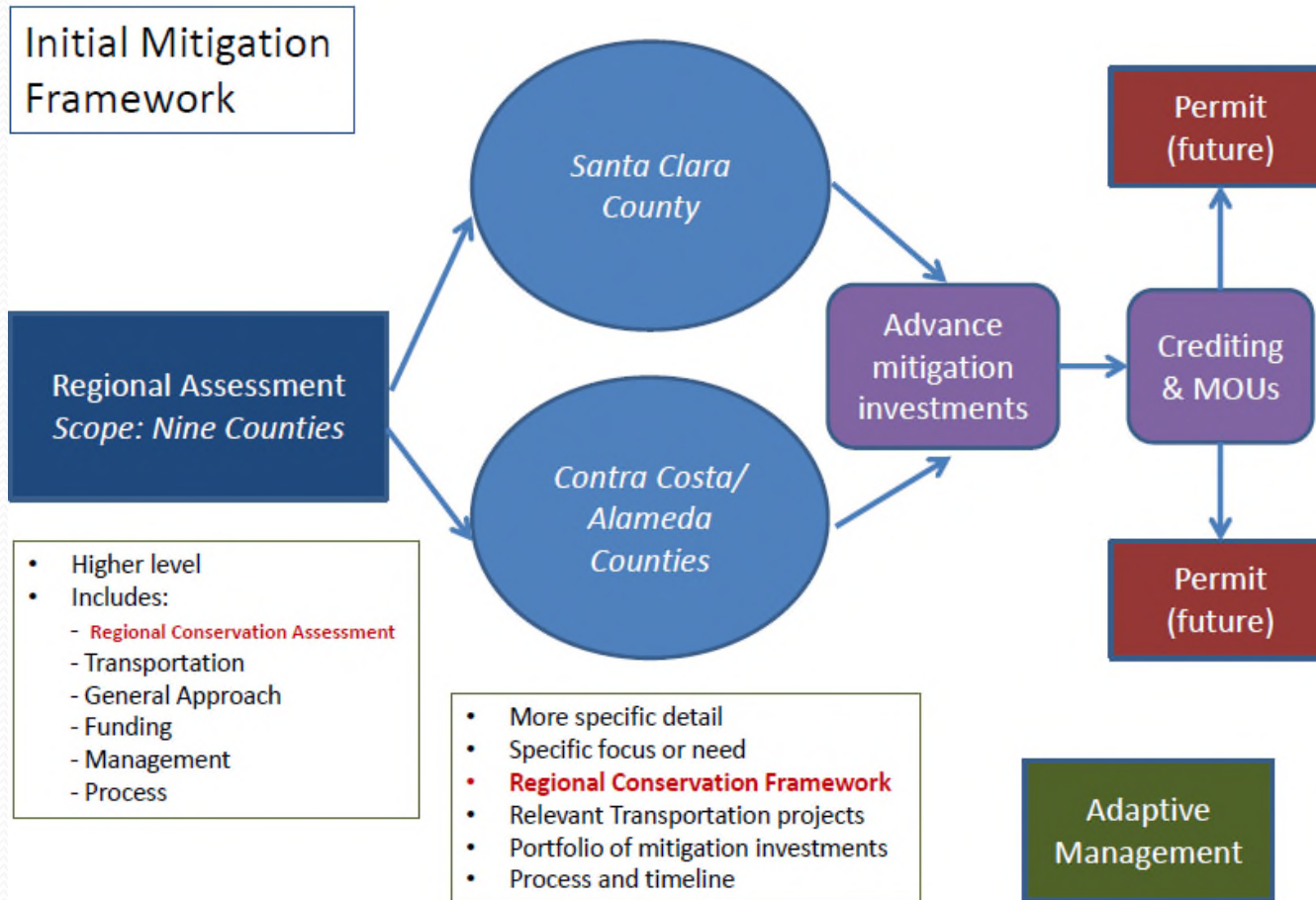
Timeline: A Snapshot
February 2016



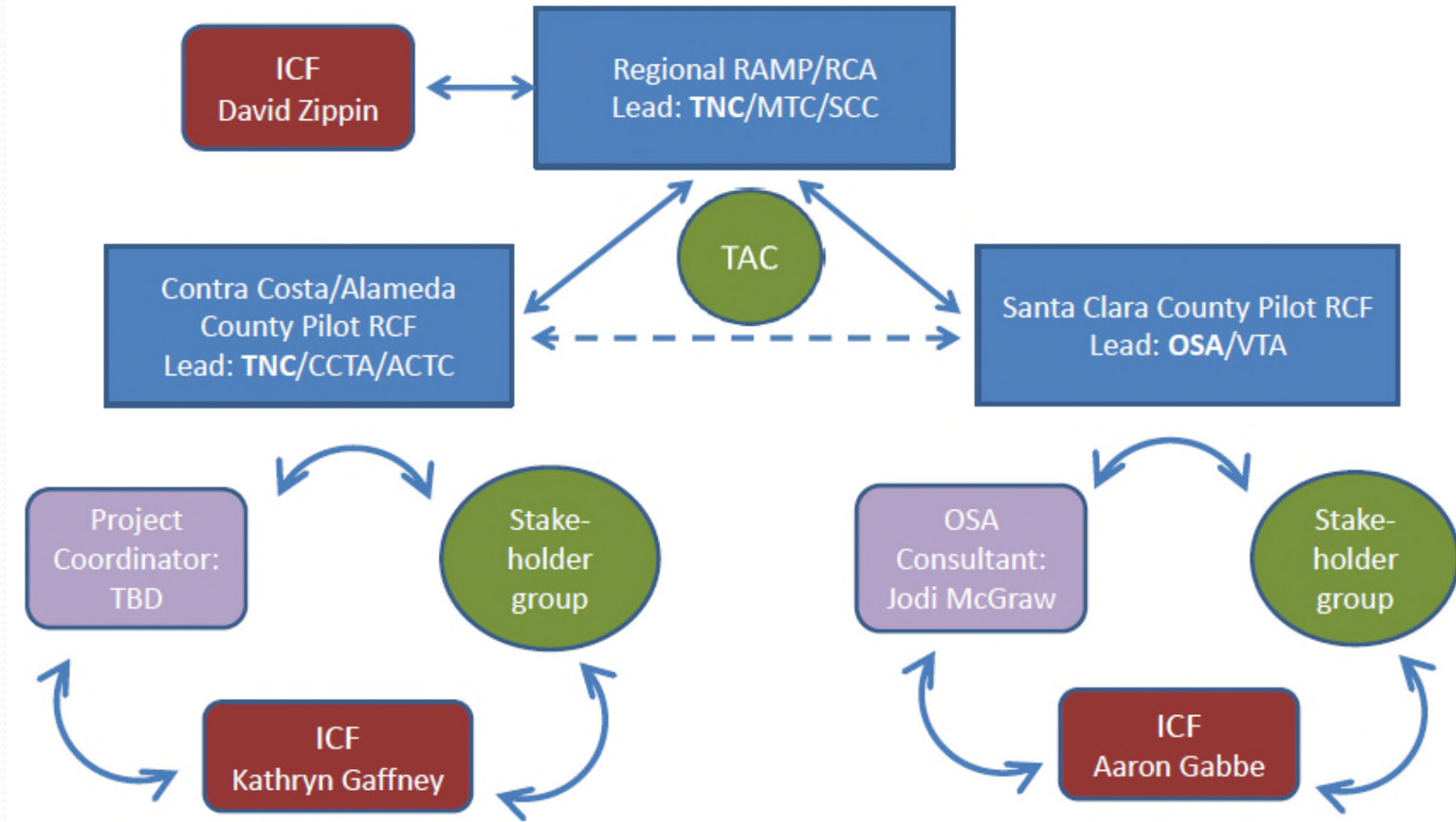
Bay Area Conservation Mitigation Assessment – Mitigation Supply



Potential RAMP Pilot Process



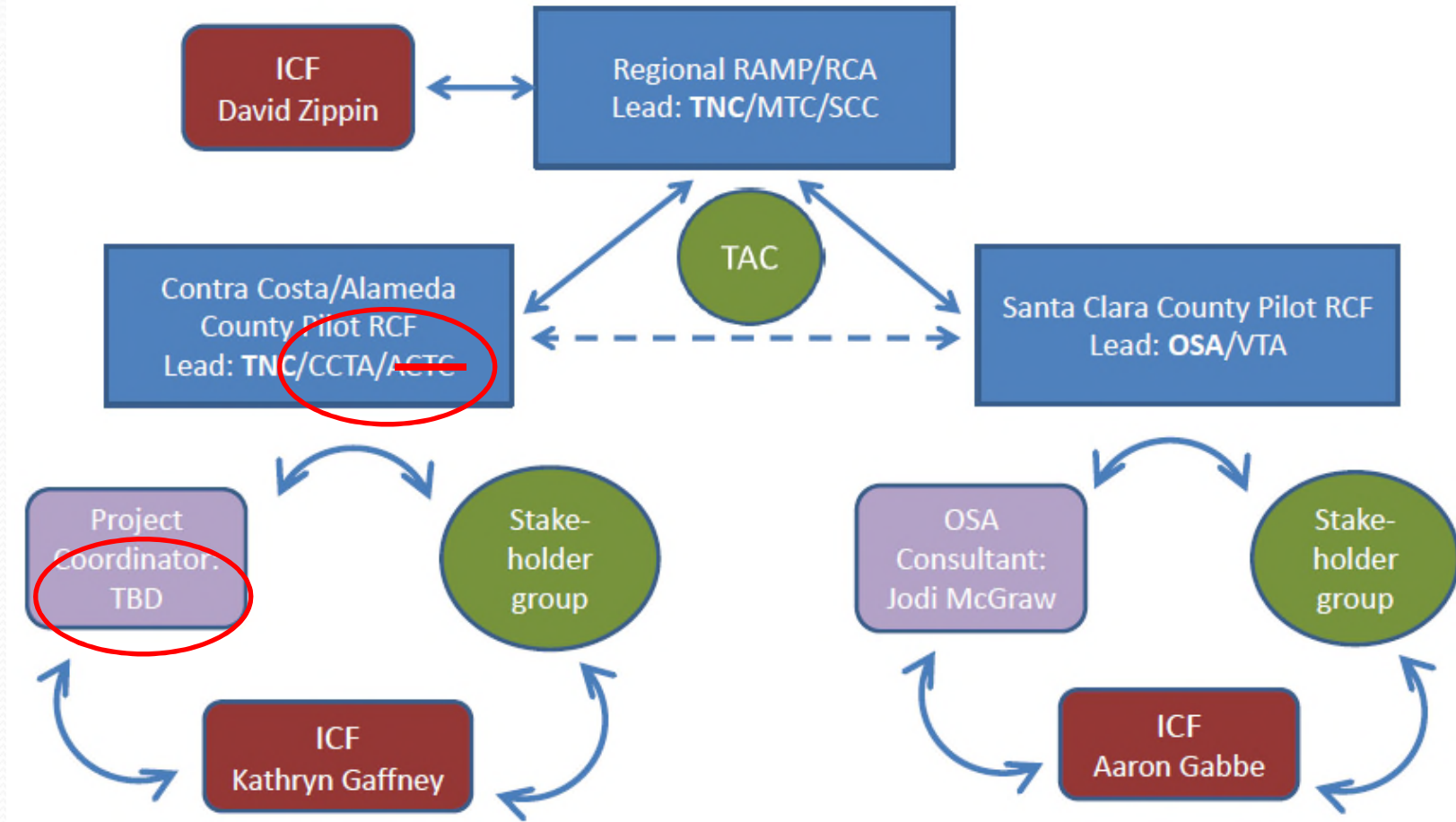
Proposed Organizational Framework



Additional Actions to Establish Pilot

- Consider Adopting Policy for TEP
- Identify Implementing Agency / Sponsor & Project Coordinator
- Complete Assessments
 - Conservation
 - Project Impacts
- Develop MOUs and Agreements
- Fund Mitigation

Organizational Framework - Issues



Factors To Consider

- Opportunity to build on Conservation as Priority in Contra Costa County
- Support East Contra Costa HCP, and provides conservation funding in other areas of County
- Changing Focus on Measure Investments
 - Manage existing infrastructure over new construction, fewer impacts
- Legal and Policy framework incomplete

Recommendations

- Adopt Policy to Support Advance Mitigation
 - Contingent on Legal and Policy Framework
 - Funding to be based on future Program / Project Impact Assessment (no line item)
- Establish Stakeholder Group
- Determine Viability of East Bay Pilot
- Fund Advance Mitigation through Pilot or Bay Area Regional Advance Mitigation Program

12. Bus Transit and Other Non-Rail Transit Enhancements ---- 10.3% (\$240m)

This category ~~of funding~~ is intended to provide funding to existing bus transit operators and for future non-rail transit service alternatives ~~that can be shown to reduce total vehicle miles traveled (VMT) and/or greenhouse gas (GHG) emissions~~. Funding will be provided for bus transit operations to increase ridership, including incentivizing transit use by offsetting fares; and improve the frequency and capacity of high demand routes connecting housing with job, commercial, transit, and ~~for~~ 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 ~~along existing transit corridors~~ efficiently and within the existing transportation infrastructure. Projects in a manner that increase ridership using existing capacity by incentives including offsetting fares or other methodologies may also be considered. Funding may be used to deliver transit capital projects or implement service to transit stations, congested corridors, last mile service to transit hubs reduces VMT and established transit integrated communities. GHG.

Funding will be allocated by the Authority ~~to Contra Costa transit operators~~ throughout the County 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 key 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 to deliver for~~ transit capital projects or to operate service improvements identified in the adopted plans of an operator or of the Authority.

Guidelines will be established so that revenues will fund service enhancements in Contra Costa. The guidelines may require provisions, such as; operational efficiencies including requiring greater coordination; promoting and developing a seamless service; increasing service frequencies on appropriate routes; and specified performance criteria and reporting requirements. Services funded in this program will be reviewed ~~every two years to ensure the goals of the program are being met.~~ in accordance with implementing guidelines described in this expenditure plan.

~~Recipients of funding under this category are required to participate in the development of the Accessible Transportation Services Strategic Plan included in Category 13. Transportation for Seniors and People with Disabilities.~~

Proposed Category Description (clean version):

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Handout – Agenda Item 1.2

Changes to Initial Draft TEP - V2.2

Contra Costa Transportation
Authority
April 6, 2016

Changes in Draft TEP - V2.2

Table of Expenditures

- Reflect RTPC input with one exception - WCCTAC request
- Cleaned up the notes associated with the Table of Expenditure

BART Capacity, Access and Parking Improvements

- Revise language re comments from SWAT and BART
- BART must fund at least \$100 million in improvements as a condition of using funds for cars or advanced train control
- Equal funding from SF and Alameda

Minor Changes to Category 7 (680 and 24 Corridor) and Category 10 (East County Corridor)

Changes in Draft TEP - V2.2 (cont.)

Category 12, Bus Transit and Other Non-Rail Transit Enhancements

- Updated description in response to WCCTAC comments
- Add RTPCs as providing input on how the funds should be allocated
- The requirement for development of the Accessible Services Strategic Plan has been moved from Category 12 to Category 13

Growth Management Program

- No changes since last week
- Draft TEP includes a number of comments
- Proposed changes to the ULL language discussed last week

Complete Streets

- Complete Streets have been update to reflect comments from Concord

Changes in Draft TEP - V2.2 (cont.)

Regional Advance Mitigation Program - discussed earlier

Governing Structure / Oversight Committee - discussed earlier

Implementing Guidelines

- Several sections have been revised
- Performance Audits - revise to better clarify the scope and intent
- Revised MOE language
- Move Safe Transportation for Children into funding category

April 6, 2016

Contra Costa Transportation Authority
Attn: TEP Chairman Don Tatzin

RE: Draft Transportation Expenditure Plan (TEP)

Dear Chairman Tatzin,

We are concerned about lack of vision, goals or clarity in the development of a new ½ cent transportation sales tax in Contra Costa. This lack of focus and direction have made it difficult, if not impossible, for the Authority Board, the cities, the stakeholders, or the EPAC to achieve consensus on the creation of a Transportation Expenditure Plan (TEP).

We have been representing a diverse coalition that is a cross-section of the community that is supported by tens of thousands of residents of Contra Costa County. We have been participating faithfully in CCTA's process to develop the Countywide Transportation Plan (CTP) and a new TEP, taking advantage of every opportunity for public participation, and spending hundreds of collective hours to provide thoughtful responses and input to CCTA, RTPCs, and the public. We very much are in favor of creating a measure that can and will be approved by the county's voters this November.

However, we believe that this measure must go well beyond "business as usual." A new TEP must make a significant contribution to reduce VMT and GHGs, creating vibrant, livable communities, and help to protect our community's farms, rangelands, watersheds and open spaces. The State of California's transportation and land use policy framework, as well as the Bay Area's Regional Transportation Plan / Sustainable Communities Strategy provide clear direction on how to achieve these goals. The current CCTA TEP v2.2 is going down the wrong path for Contra Costa County, the Bay Area region, and the State of California.

We provide the following TEP allocations and rationale for our policy and funding recommendations. This is reflective of funding the priorities in our **Community Vision and Transformative Policy** document.

FUNDING ALLOCATION

We are recommending a series of changes to the funding allocations presented in the draft TEP.

SUB-EPAC PROPOSED FUNDING ALLOCATION		
Funding category	\$ millions	%
Local Streets Maintenance and Improvements (5% dedicated to infill incentives)	\$ 538.00	23.0%
Major Streets and Complete Streets Project Grants	\$ 200.00	8.6%
BART Capacity and Access Improvements	\$ 400.00	17.1%
East County High Performance Corridor (Express Bus from Antioch E-BART/Brentwood to Tri-Valley Transit stations; Goods movement by rail; safety improvements)	\$ 100.00	4.3%
West County High Performance Corridor (Transit improvements along I-80; interchange improvements)	\$ 110.00	4.7%
South County High Performance Corridor (680 Express Bus from West Dublin/Pleasanton BART to Martinez)	\$ 150.00	6.4%

Central County High Performance Corridor (including 680 Express Bus from West Dublin/Pleasanton BART to Martinez (approx. \$75 million); I-680/SR 4 interchange improvements)	\$ 150.00	6.4%
Advance Mitigation Program (6% of entire measure)	To be calculated	
Bus and Other Non-Rail Transit Enhancements	\$ 300.00	12.8%
Transportation for Seniors and People with Disabilities	\$ 117.00	5.0%
Safe Transportation for Children	\$ 46.00	2.0%
Pedestrian, Bicycle and Trail Facilities	\$ 117.00	5.0%
Community Development Investment Grant Program	\$ 69.00	2.9%
Innovative Transportation Technology / Connected Communities Grant Program	\$ 14.03	0.6%
Transportation Planning, Facilities & Services	\$ 29.70	1.3%
Administration	\$ 23.40	1.0%

Add Infill Incentives to Local Streets and Roads

If Contra Costa County hopes to achieve the widely publicized benefits of building new homes near existing transportation infrastructure – including convenient commutes, cost-effective transit, and environmental benefits – it must take seriously its commitment to infill development.

To demonstrate this commitment, the TEP will allocate 5 percent of the measure to address transportation impacts in communities that are undertaking new infill development. CCTA will allocate these funds on a rolling three-year average of the number of housing units permitted within each jurisdiction. Each unit of infill housing will be rewarded with corresponding increments of local streets and road maintenance funds. In addition, units that fall into the following categories will be given additional weight:

- Affordable units to very-low to low income families (2x base allocation)
- Located within ½-mile of quality transit (2x base allocation)
- Multi-family units with parking ratios of 1:1 or less (1.5x base allocation)

Allocations will be made annually and qualified jurisdictions may spend the proceeds on any eligible transportation project or program.

Revise Community Development Incentive Grant Program

Some jurisdictions may find it difficult to develop infill housing based on certain market conditions, while other jurisdictions may need exemplary projects — such as enhanced transportation infrastructure to reduce traffic concerns — to achieve community support for new infill development. Likewise, some jurisdictions may want to attract quality jobs that help to address a jobs-housing imbalance and reduce congestion throughout the county. Therefore, we recommend that the CDI Grant Program fund infrastructure that supports specific infill development projects near existing transit and transportation networks. Priority shall be given to projects that provide affordable homes for low- and/or very low-income people, leverage California Affordable Housing and Sustainable Communities Program resources, and/or improve the jobs-housing balance within sub-regions by increasing quality job density that can be accessible by transit.

Projects will compete countywide. CCTA will develop the grant criteria and scoring system with input from the sub-regions and public advisory committee.

High Performance Corridor Improvements

There is broad support for a measure that facilitates enhanced transit connectivity along important corridors in Contra Costa County. CCTA must now operate within the new era of transportation funding as shaped by CalTrans' new framework, including the California Transportation Plan 2040. This new state approach has correctly identified that highway expansions are counterproductive to solving our complex transportation issues, especially with severely constrained financial resources.

Contra Costa now has a great opportunity to shape our entire transportation system to meet this challenge head on. By adding transit ridership to our existing highway system, we can make it function better, reduce congestion, and broadly serve commuters/residents/workers in the county.

Much of the current corridor studies have pointed to the express bus model as best serving residents in each part of the county. This will help to alleviate traffic and feed the BART transit system so that ridership can increase on a variety of modes other than single-occupant vehicles. As an example, our TEP recommendation for the 680 corridor is to have express bus service from Martinez Amtrak to the West Dublin/Pleasanton BART station. This provides for enhanced bus service throughout the entire Central/South County Corridor, closes gaps in service, and makes BART stations more accessible to transit riders throughout the county.

This is a more complete package that gives commuters and transit-dependent riders competitive options. This high performance corridor approach creates transit options that are more viable and dependable.

Make the Performance Criteria Count

Voters want assurances that limited transportation funds will be spent on projects that address their highest priorities. For some communities, that may be enhanced transit or safer bike and pedestrian lanes. In other cities, the most critical need may be access to jobs or safer streets and roads. The local needs must also account for mandates to reduce greenhouse gas emissions and state directives to invest within the existing transportation system. Voters deserve to have both.

The draft TEP already incorporates 10 broad performance criteria that will be used to evaluate the expenditure plan's investments: (1) reduce per capita CO2 by 15 percent; (2) house 100 percent of the region's population; (3) reduce exposure to particulate emissions; (4) reduce injuries and fatalities from collisions; (5) increase walking and biking; (6) maintain the Urban Limit Line; (7) reduce percentage of housing and transportation costs for low income households; (8) increase gross regional product; (9) reduce vehicle miles traveled; and (10) maintain the system in a state of good repair.

However, the TEP also describes the performance review (page 29 of 30, Item No. 14) as informational and states that the findings cannot be used to restrict the ability of a jurisdiction to allocate funding to a project. We propose the following compromise: CCTA, with input from sub-regions and the public advisory committee, will develop a scoring system based on the 10 performance criteria. All RAMP-eligible projects and those within the Major Streets and Complete Streets category will be subject to a competitive performance review process.

Sub-regions would still be free to allocate funds as they see fit but CCTA will adjust the eligible dollar amounts based on the project's performance score. High-scoring projects will receive full allocations. Low scoring projects will be required to provide 50 percent to 100 percent local funding, depending on the score.

Applicants with low-scoring projects will be encouraged to modify their plans in such a way to increase the scores to achieve better projects and reduce the potential for sprawl-inducing projects. CCTA will develop the grant criteria and scoring system with input from the sub-regions and public advisory committee.

Revise Major Streets and Complete Streets Project Grants

The current draft TEP contemplates awarding funds from this category based on existing project requests and unequal sub-regional project submissions. We recommend CCTA allocate the funds in the four regions based on CCTA's geographic and population distribution formula; establish a competitive grant cycle and award the funds based on the performance criteria described above. We also support the language in the Major Streets Complete Streets Program version 2.2 released to the CCTA Board on March 16, 2016, with the pilot program requiring protected bike lanes.

Increase Pedestrian, Bicycle & Trail Facilities

Many communities throughout California are dedicating between 5 to 10 percent of their transportation sales tax measure proceeds to pedestrian, bicycle and trail facilities. We believe Contra Costa County should do the same. Local streets and roads funds are inadequate to build modern bikeways or add sidewalks where needed, especially with dwindling state gas tax revenues. Additional dedicated funding is needed to complete and maintain a trail network and improve walking and bicycling throughout the county.

Increase Senior/Disabilities Funding

We support increased funding for transportation for seniors and those with disabilities. This will ensure that Contra Costa County can provide accessible transportation options for people of all abilities and ages, especially as demographic changes occur and more residents of the county choose to age in place. We also strongly support the full funding and implementation of a mobility management system that will ensure that these services are delivered in the best way possible across the entire county and to connections throughout the region.

Increase BART and Bus Transit Funding

We support \$400 million for BART that will ensure access improvements at stations throughout the county, which polls well with voters. This includes the \$300 million that is being negotiated between CCTA and BART.

We also support \$300 million for capital and operating costs for bus and non-rail transit that relieves congestion, provides commute alternatives, serves transit-dependent residents, reduces pollutant emissions, supports infill housing and employment, demonstrates innovative approaches, and/or improves service effectiveness and efficiency.

In order to ensure the most beneficial use of these funds, CCTA should prepare a Countywide Transit Strategic Plan that identifies goals, strategies and metrics, and should allocate transit funds to the projects, services and providers in accordance with the plan. High priority should be given to achieving 15-minute headways in high-ridership travel corridors. Because the transit needs of county residents, as well as transportation technology

and means of servicing transit needs, will evolve over time, CCTA should update its strategic plan and re-evaluate its allocations on a regular cycle.

Strengthen the Urban Limit Line & Growth Management Program

Contra Costa County's Urban Limit Line (ULL) and Growth Management Program (GMP) are popular with voters and must be enhanced as part of the new measure.

We recommend that CCTA remove the 30-acre exemption policy for all jurisdictions in Contra Costa. The policy has not proven useful and removing it will provide clarity for all stakeholders and provide direction for focusing development within the ULL.

Protecting Contra Costa County's farms and rangelands is a high priority for county voters and for consumers around the region. To build on previous efforts in Contra Costa County, namely the City of Brentwood, all jurisdictions with agricultural land within their planning area, including rangelands, must adopt a model **Agricultural Protection Ordinance**, with the intent to permanently preserve farms and rangelands and mitigate for impacts and the loss of those lands. Applicable jurisdictions will be required to adopt Agricultural Protection Ordinances to receive Return to Source funding as part of an amended Growth Management Checklist. In addition, any loss of farmland outside of the current boundaries of the ULL should be required to be mitigated through permanent protection of farmland in Contra Costa at a rate of three acres preserved for every acre lost.

We also recommend that smart planning policies be considered in the checklist for public information as affirmed by the CCTA board. This will help to provide consistency between jurisdictions and reduce land use conflicts. These policies include: a) Hillside development ordinance b) Ridgeline protection ordinance c) Open space system with major ridgelines defined d) Protection of wildlife corridors e) Plan to conserve buffers around open space and agriculture f) Prohibitions on culverting blue-line creeks for anything more than road crossings in the shortest length possible g) No development of major subdivisions, urban development, or urban services allowed in non-urban Priority Conservation Areas.

Support RAMP

The Advanced Mitigation Program is a win-win solution for Contra Costa County. It saves time for project delivery. It is cost-effective. And it also ensures the proactive and strategic conservation of species, habitats (including watershed protection), as well as farms and rangelands, impacted by publicly subsidized transportation projects. We support CCTA staff implementing the TNC/MTC RAMP pilot program in Contra Costa County with the additional inclusion of agricultural mitigations, recognizing that transportation and development projects may significantly impact these lands and they are otherwise unprotected by state and federal policy.

Sincerely yours,

Ron Brown, Save Mount Diablo, Retired Executive Director

Joel Devalcourt, Greenbelt Alliance, East Bay Regional Representative

Dave Campbell, Bike East Bay, Advocacy Director

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