



Contra
Costa
County

To: Board of Supervisors
From: TRANSPORTATION, WATER & INFRASTRUCTURE COMMITTEE
Date: July 30, 2019

Subject: CONSIDER report on the Contra Costa Transportation Authority's development of a Transportation Sales Tax/Expenditure Plan for the March 2020 ballot

RECOMMENDATION(S):

CONSIDER accepting a report on the Contra Costa Transportation Authority's development of a Transportation Expenditure Plan (TEP) for a potential sales tax measure on the March 2020 ballot, and CONSIDER transmitting Board comments on the TEP.

FISCAL IMPACT:

No Impact. In the event the proposed Sales Tax/Transportation Expenditure Plan measure qualifies for the ballot, the Contra Costa Transportation Authority (CCTA) has committed to pay the cost to place the measure on the ballot (estimated to be \$1.5 million).

BACKGROUND:

Staff Note: New TEP material was received (see attached: 7-22-19 CCTA TEP Materials) by County staff just prior to the deadline to publish this report. We have responded to some of the material below but will provide a more comprehensive commentary verbally at the July 30th Board of Supervisors meeting. CCTA staff will also be present and will provide a brief overview presentation.

☒ APPROVE

☐ OTHER

☒ RECOMMENDATION OF CNTY

☐ RECOMMENDATION OF BOARD

ADMINISTRATOR

COMMITTEE

Action of Board On: **07/30/2019** ☐ APPROVED AS RECOMMENDED ☐ OTHER

Clerks Notes:

VOTE OF SUPERVISORS

AYE: John Gioia, District I Supervisor
Candace Andersen, District II Supervisor
Diane Burgis, District III Supervisor
Karen Mitchoff, District IV Supervisor
Federal D. Glover, District V Supervisor

I hereby certify that this is a true and correct copy of an action taken and entered on the minutes of the Board of Supervisors on the date shown.

ATTESTED: July 30, 2019

David Twa, County Administrator and Clerk of the Board of Supervisors

Contact: John Cunningham
(925) 674-7833

By: , Deputy

cc:

BACKGROUND: (CONT'D)

Past Action/Discussion Summary

The Contra Costa Transportation Authority (CCTA) has initiated the development of a Transportation Expenditure Plan (TEP) for inclusion in a potential transportation sales tax measure. CCTA's concept is to propose an additional half cent sales tax, to run concurrently with the current Measure J (2008), as was the case with the unsuccessful Measure X (2016) effort. CCTA is considering placing the new measure on either the March or November 2020 ballot. The focus and assumptions regarding schedule are currently focused on the March date. Either date requires a significantly compressed TEP development process.

The Board of Supervisors heard a report on this effort at their May 21 meeting. That report included background and contextual information and can be viewed here: [May 21 Board of Supervisors discussion.](#)

Meeting Minutes from May 21 BOS TEP Report (copied from BOS agenda website):

Direction to DCD/PWD Staff: Build off of the 2016 Measure X TEP with staff recommendations. Detail: Staff and BOS (at RTPCs) to engage in the process taking the following in to consideration, the County:

- 1) is not convinced that tweaking the 2016 TEP for the 2020+ landscape is adequate,*
- 2) believes that there is a need for additional transportation investments but has also identified the need to fund other pressing issues (health services, social services, human services, public safety/fire), and*
- 3) at this time has not taken a position on whether it supports a new transportation sales tax but commits to engage in a conversation with other jurisdictions on the concept.*

Direction to the Finance Committee (CAO): Take up the concept of a countywide sales tax (non-transportation) measure.

Update

This report covers the following new material:

- July 11 Version of the Transportation Expenditure Plan
- July 17 CCTA Special Meeting packet & board discussion/action.
- July 18 Transportation, Water, and Infrastructure Committee meeting
- July 22 TEP Material reflecting July 18 Board discussion (Attached: 7-22-19 CCTA TEP Materials)

Detailed TEP Discussion

BOS direction at the May 21 meeting was to build off of the County's 2016 priorities which included, increased local maintenance funding ("return to source"), improved transit, land use coordination program, and safe routes to school (SR2S) program. Of these priorities, there is currently active dialogue in two categories which is what this

report focuses on, 1) land use coordination, and 2) improved transit.

Land Use Coordination (labeled in various versions as Community Development or Focused Growth): This has been an evolving concept and dialogue which the County has contributed to since the Measure X effort was initiated in 2014. The timeline below shows the evolution of this issue in versions of the TEP:

2016 Measure X: \$100 Million, 3.48%: "Community Development Transportation Program": Among others, the County advocated for the inclusion of this program which funded "...transportation projects or programs that promote housing within planned or established centers that are supported by transit, or that support economic development and job creation in Contra Costa County".

June 2019 Draft TEP: \$80 Million, 2.61%: "Focused Growth, Support Economic Development, and Create Jobs in Contra Costa": This category would fund, "Transportation programs and projects will promote affordable housing [sic] and housing within planned or established centers that are supported by transit, or that support economic development and job creation in Contra Costa County."

July 2019 Draft TEP: \$00, 0%: The "Focused Growth..." category was removed. References to "...improve access to jobs..." were included in various programs included throughout the document but with no specificity relative to expenditures.

July 17th CCTA Special TEP Meeting: Staff Report = \$0, 0% /// Action at Meeting = approximately \$45 Million, 1.5%:

Staff Report: The written report acknowledged the validity of the approach to have transportation investments encourage economic development and spur job growth. The report proposed to add a guiding principle which support these types of investments (see excerpt below) but did not identify specific funding for the program.

ECONOMIC OPPORTUNITY

CCTA recognizes that adding jobs closer to residents' homes can reduce commute times, greenhouse gas emissions and vehicle miles traveled.

CCTA will consider making sales tax revenue available in many expenditure categories to partially fund transportation infrastructure that is likely to result in significant job growth, such as the Northern Waterfront.

CCTA Board meeting: The dialogue and subsequent vote at the 7/17 Board meeting resulted in the approval of 1) additional language added to the TEP which supports "access to jobs", and 2) the re-insertion of as a specific line item for jobs in the Expenditure Plan at 1.5% which results in an estimated \$45 million. CCTA Staff will determine what program/project will be reduced in order to fund this program.

July 22 TEP Material: The following language was referenced by CCTA as their approach to support what is, in summary, transportation investments to reduce

commute distances and make use of underused infrastructure and system capacity in the reverse direction:

CCTA is committed to improving access to jobs throughout Contra Costa and supporting economic development of the Northern Waterfront initiative through programs and projects in this Transportation Expenditure Plan. Programs and projects will support housing within planned or established job centers that are served by transit, or that aid economic development and job creation.

If the BOS is interested in supporting this policy and/or expenditure strategy, staff suggests the Board also consider recommending refinements to the "Access to Jobs" framing. The TEP could be reworded to characterize this issue as an opportunity to reduce commute distances and better utilize the reverse-commute capacity of the existing transportation infrastructure. This could incentivize local jurisdictions and partners to set the stage for creating new jobs in housing-rich areas. A label for this category might be "Reverse and Reduced Commute". Examples that could illustrate the concept include new or upgraded rail crossings to "unlock" development potential for employment centers), rail-based goods movement improvements, bike lanes and bike facilities in business parks and on routes from transit stations to employment centers, and other new or upgraded transportation infrastructure intended to strategically attract jobs.

Accessible Transit: At the July 18 Transportation, Water, and Infrastructure Committee meeting the following revisions were discussed and recommended for approval by the BOS for distribution to CCTA:

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The revision below "establish a user-friendly, coordinated system with a single point of entry", was cooperatively developed by County and CCTA staff. The TEP is referencing the Accessible Transportation Strategic (ATS) Plan in numerous places. The ATS Plan has just been initiated, the process needs to be respected and allowed to play out but considering the pattern of unfulfilled plans and policies documented in the attached history of paratransit policies (Contra Costa County: Paratransit Policies/Guidance 1990 - 2019) staff believes that leadership should set some base expectations for the process, user-friendly, coordinated, and single point of entry, are all reasonable criteria:

In collaboration with stakeholders and service providers, CCTA will develop an Accessible Transportation ~~Services~~ Strategic Plan to establish a user-friendly, coordinated system with a single point of entry and to further guide the use of these funds.

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The rationale for the suggested revision below, replacing "...appropriate model...local structure..." with "deliver a streamlined and unified experience for the customer", is twofold: 1) The suggested language is currently in the TEP but

only in reference to conventional transit serving the able bodied. Staff believes it is reasonable to set the same expectation for population of elderly and persons with disabilities, and 2) The deletion of “appropriate model for our local structure”, is proposed as that language could be construed to mean, “changes are only acceptable so long as the administrative structures stay as they are”. Staff does not believe that is reasonable standard.

23. ~~Accessible~~ Accessible Transportation for Seniors, Veterans, and People with Disabilities:

An Accessible Transportation ~~Service~~ Strategic (ATS) Plan will be developed and periodically updated during the term of the Measure. No funding under the ~~Affordable~~ Accessible Transportation for Seniors, Veterans, and People with Disabilities category will be allocated until the ATS ~~Strategic~~ Plan has been developed and adopted. No funds may be distributed to a service provider before it adopts the plan except as noted below. The development and delivery of the ATS ~~Strategic~~ Plan will establish a user-focused system, with a single point of entry, on using mobility management to ensure coordination and efficiencies in accessible service delivery. The ATS ~~Strategic~~ Plan will address both Americans with Disabilities Act (ADA) and non-ADA services. The ATS ~~Strategic~~ Plan will deliver a streamlined, affordable and unified experience for the customer ~~evaluate the appropriate model for our local structure including and address~~ how accessible services are delivered by all service providers and where appropriate coordination can improve transportation services, eliminate gaps in service and find efficiencies in the service delivered. The ATS ~~Strategic~~ Plan will also determine the investments and oversight of the program funding and identify timing, projects, service delivery options, administrative structure, and fund leverage opportunities.

Additional Comments Not Covered at TWIC

There are references to “new” and “emerging” technologies in the TEP. In the demand response/accessible transit service area there have been technologies and systems available for decades that would both improve cost effectiveness and service. No technologies, new, emerging, or old, will be implemented in the paratransit/accessible transit field if the institutional barriers aren’t addressed. This is the “lack of a structural platform” identified in the 2013 Mobility Management Plan and summarized in the attached paratransit history document.

CCTA included the following, “No funds may be distributed to a service provider before it adopts the plan...” requirement under program #23, “...Transportation for Seniors...”. That is a strong position to take and may help break through the 30 year pattern of unfulfilled policies in this area. Staff recommends expressing specific support for this revision and for CCTA's leadership on this point

Other

July 1, 2019 Letter: Sustainability Commission to Board of Supervisors (attached): The Contra Costa County Sustainability Commission has endorsed the TEP priorities

established by a number of transportation, environmental, and environmental justice organizations. These organizations communicated their priorities to the Contra Costa Transportation Authority on the TEP in a joint letter attached to the attached letter from the Sustainability Commission.

Funding Context: The May 21 report to the Board of Supervisors included information relative the changes in the transportation funding context since the 2016 Measure X effort. Those changes include the gas tax increase due to the passage of Senate Bill 1 (2017): Road Repair and Accountability Act, and the bridge toll increase resulting from the passage of Regional Measure 3 (2018).

A potential additional change to the funding context is emerging. A regional transportation funding proposal being referred to as "Faster Bay Area" has been developed by the Bay Area Council, Silicon Valley Leadership Group (SVLG), and SPUR, a Bay Area planning and research non-profit. The proposal has been referred to as a "mega-measure" by several news sources, links below. News articles indicate that the measure could go to the voters in November 2020 and statutory authority would have to be granted, presumably to the Metropolitan Transportation Commission. Concrete information on the initiative is not yet available, but the SVLG website makes reference to a "nine-county Bay Area Transformative Transportation Measure". Potential projects are reported to be a second transbay crossing for BART, a new southern bay crossing (auto/transit bridge), complete network of express toll car and bus lanes around the bay, expanded ferry network, improvements to BART/Caltrain, and seamless transit across the Bay Area.

San Jose Mercury News, June 9, 2019, "[Mega-measure: \\$100 billion traffic-busting tax plan for the Bay Area taking shape](#)"

San Francisco Chronicle, January 20, 2019, "[Bay Area policy leaders want big money for new transportation projects](#)"

Next City (non-profit public policy advocacy organization), June 12, 2019, "[Price Tag for a "Faster Bay Area": \\$100 Billion](#)"

Milestone Dates

August 6, 2019: Last BOS meeting to consider and respond to TEP content before CCTA finalizes the document and considers approval and circulation to member agencies.

August 21, 2019: CCTA considers adoption of final draft TEP, approve for circulation to Cities and County for consideration.

September 10, 17, 24/October 8, 15, 22: BOS: Dates available for BOS to consider TEP

October 30, 2019: CCTA approves TEP and the authorization to put Measure on ballot.

November 12, 2019: BOS: Introduce Ordinance calling for the election.

November 19, 2019: BOS: Adopt Ordinance

March 3, 2020: Election Day

CONSEQUENCE OF NEGATIVE ACTION:

If action is not taken, the County will miss an opportunity to communicate its policy preferences to staff and the Contra Costa Transportation Authority.

CLERK'S ADDENDUM

Public speakers: Mariana Moore

Accepted report. Directed DCD to draft a letter to CCTA regarding the Supervisor's issues of interest and requested changes to the Transportation Expenditure Plan.

ATTACHMENTS

CCTA 7-11-19 Initial Draft TEP

7-22-19 CCTA TEP Materials

History of Paratransit Policies Guidance 1990-2019

07_02_19 Sust. Cmsn. Ltr to BOS re Transportation Expense Plan